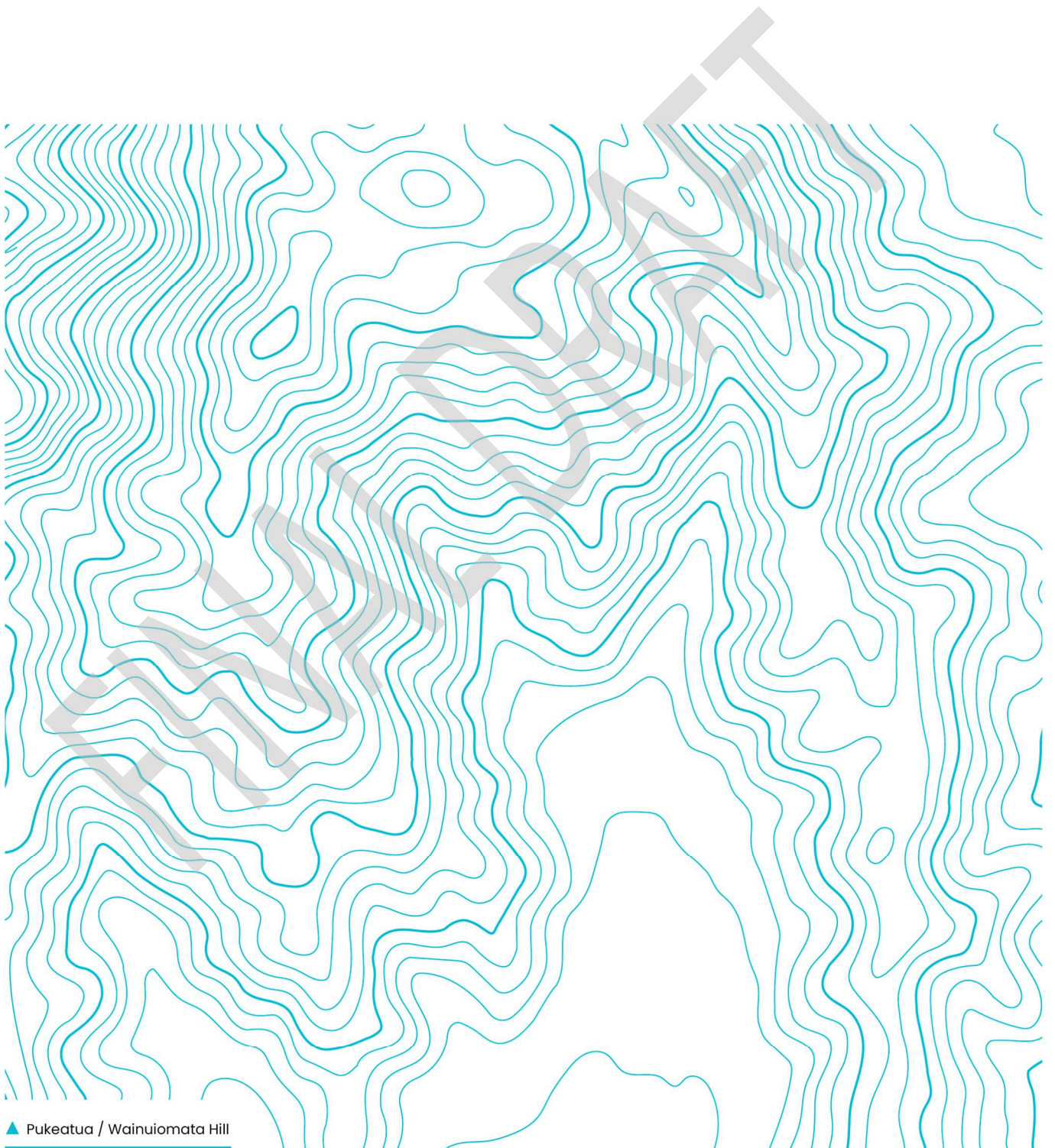


Section 32 Evaluation

OPEN SPACE AND RECREATION ZONES



1 Contents

1	Contents.....	2
2	Overview and Purpose	5
2.1	Open Space and Recreation Zones of Lower Hutt	5
3	Statutory and Policy Context	6
3.1	Resource Management Act 1991	6
3.1.1	Section 5 – Purpose and Principles	6
3.1.2	Section 6 – Matters of National Importance	6
3.1.3	Section 7 – Other Matters	7
3.1.4	Section 8 – Treaty of Waitangi	8
3.2	National policy statements	8
3.3	New Zealand Coastal Policy Statement	9
3.4	National environmental standards	11
3.5	National Planning Standards.....	12
3.6	Regional Policy Statement for the Wellington Region	12
3.6.1	Proposed RPS Change 1.....	13
3.7	Natural Resources Plan for the Wellington Region	14
3.8	Iwi management plans	14
3.9	District plans of adjacent territorial authorities	15
3.10	Other legislation or regulations	15
3.11	Other plans, policies, and strategies	16
4	Resource management issues.....	19
4.1	Introduction to resource management issues.....	19
4.2	Evidence base	20
4.2.1	Existing approach of City of Lower Hutt District Plan.....	20

4.2.2	Analysis of Resource consents.....	22
4.2.3	Analysis of other District Plans	23
4.2.4	Advice from mana whenua.....	24
4.2.5	Stakeholder and community engagement.....	25
4.3	Summary of issues analysis.....	26
5	Scale and significance assessment.....	27
6	Proposed District Plan objectives and provisions.....	30
6.1	Natural Open Space Zone.....	30
6.2	Open Space Zone.....	32
6.2.1	Hutt River Mouth Stabilisation Precinct.....	34
6.3	Sport and Active Recreation Zone.....	36
6.3.1	Hutt Park Accommodation Precinct.....	38
7	Evaluation of objectives.....	40
7.1	Evaluation of objectives on purpose and character (NOSZ-O1, OSZ-O1 and SARZ-O1)	41
7.2	Evaluation of objectives on activities in the zones (NOSZ-O2, OSZ-O2 and SARZ-O2)	43
7.3	Evaluation of objectives on built character (NOSZ-O3, OSZ-O3 and SARZ-O3) ..	45
7.4	Evaluation of objectives on adverse effects (NOSZ-O4, OSZ-O4 and SARZ-O4) .	47
7.5	SARZ-PREC-O1 Purpose, character and activities of the Hutt Park Accommodation Precinct.....	49
7.6	OSZ-PREC1-O1 Purpose, character and activities of the Hutt River Mouth Stabilisation Precinct	51
8	Evaluation of Policies and Rules.....	53
8.1	Evaluation of policies and rules for the Natural Open Space Zone	56
8.2	Evaluation of policies and rules for the Open Space Zone.....	62
8.3	Evaluation of policies and rules for the Sport and Active Recreation Zone	68
8.4	Evaluation of specific policies and rules for the Hutt River Mouth Stabilisation Precinct.....	74

8.5 Evaluation of specific policies and rules for the Hutt Park Visitor
Accommodation Precinct.....78

FINAL DRAFT

2 Overview and Purpose

- (1) Hutt City Council is reviewing the City of Lower Hutt District Plan. This is a full review of the District Plan, including the approach to Open Space and Recreation Zones.
- (2) This report is a record of the review with regard to Open Space and Recreation Zones, and includes an evaluation of objectives and provisions for a proposed District Plan to address these zones, in accordance with the requirements of s32 of the Resource Management Act 1991.
- (3) This report sits as one of a package of reports for the proposed Plan and should be read alongside the Plan-Wide Report.

2.1 Open Space and Recreation Zones of Lower Hutt

- (4) Lower Hutt has numerous areas of open space that provide opportunities for recreation, conservation, sports, community activities, and to provide ecosystem services such as protecting our water catchments. There are more than 22,000 hectares of land used as reserve, conservation, parkland, or in privately owned recreation zoned sites.
- (5) The vast majority of this land is within the Belmont, East Harbour, and Wainuiomata regional parks and the Remutaka Forest Park, which between them account for slightly over half of Lower Hutt's total land area.
- (6) However, the majority of individual open space locations are managed by Hutt City Council, and for most Lower Hutt residents, their closest reserve will be a Hutt City Council managed site.
- (7) Open space areas include beaches, playgrounds, gardens, sports fields, stands of native bush, golf courses, and cemeteries, and are home to a wide range of indoor facilities including museums, pools, and libraries.
- (8) Different land is managed for different purposes, including environmental values, recreation opportunity, aesthetic values, cultural values, or for flood control. Often land will be managed for multiple purposes.

3 Statutory and Policy Context

- (9) The following sections discuss the national, regional and local policy framework that are particularly relevant to the statutory and policy context for Open Space and Recreation Zones for the District Plan Review.

3.1 Resource Management Act 1991

3.1.1 Section 5 – Purpose and Principles

- (10) The purpose of the RMA is set out in Section 5. The purpose is to promote the sustainable management of natural and physical resources.
- (11) Under s5(2) of the 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 well-being and for their health and safety while—

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

3.1.2 Section 6 – Matters of National Importance

- (12) Section 6 of the RMA sets out matters of national importance that all persons exercising functions and powers under the Act shall *recognise and provide for* in achieving the purpose of the RMA. The relevant s6 matters for Open Space and Recreation Zones are:

Section	Relevant Matter
6b	<p><i>The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development.</i></p> <p>Areas in Open Space and Recreation Zones, particularly the proposed Natural Open Space Zone, are often the location of outstanding natural features and landscapes.</p>
6c	<p><i>The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.</i></p> <p>Areas in Open Space and Recreation Zones, particularly the proposed Natural Open Space Zone, often include areas of significant indigenous vegetation and significant habitats of indigenous fauna.</p>

3.1.3 Section 7 – Other Matters

- (13) Section 7 of the RMA sets out other matters that all persons exercising functions and powers under it shall *have particular regard to* in achieving the purpose of the RMA. The relevant s7 matters for Open Space and Recreation Zones are:

Section	Relevant Matter
7b	<i>The efficient use and development of natural and physical resources.</i>
7c	<i>The maintenance and enhancement of amenity values.</i>
7d	<i>Intrinsic values of ecosystems.</i>
7f	<i>Maintenance and enhancement of the quality of the environment.</i>

7g	<i>Any finite characteristics of natural and physical resources.</i>
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3.1.4 Section 8 – Treaty of Waitangi

- (14) Section 8 of the RMA requires Council to take into account the principles of the Treaty of Waitangi when exercising functions and powers under the Act.
- (15) Council has engaged with Mana Whenua of Lower Hutt as part of the District Plan Review, including with representatives of Taranaki Whānui ki te Upoko o te Ika (Port Nicholson Block Settlement Trust), Wellington Tenth's Trust, Palmerston North Māori Reserve Trust, Te Rūnanganui o Te Āti Awa ki Te Upoko o Te Ika a Māui Incorporated and Te Rūnanga o Toa Rangatira Incorporated.
- (16) This engagement has demonstrated two key principles of the treaty, the first being the principle of partnership by, recognising and fostering mutual good faith with our existing iwi partnerships and continuing to provide the opportunities for tangata whenua to input meaningfully into the design of the recreation and open space zones.
- (17) Secondly, the principle of active protection is another key aspect of the treaty principles demonstrated, as it seeks ways to deliver mixed and culturally dynamic communities in a sustainable way.

3.2 National policy statements

- (18) Section 75(3)(a) of the RMA requires district plans to give effect to any national policy statement.
- (19) While no national policy statements specifically relate to Open Space and Recreation Zones, the National Policy Statement on Urban Development 2020 (NPS-UD) has some relevance.
- (20) The NPS-UD seeks well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future (Objective 1). Well-functioning urban environments are described in Policy 1 of the NPS-UD, and this description includes having good accessibility for

all people to a range of locations, including natural spaces and open spaces, and including by public or active transport.

- (21) The National Policy Statement for Indigenous Biodiversity 2023 is also relevant for Open Space and Recreation Zones, due to the relatively large areas of significant indigenous vegetation and significant habitats of indigenous fauna within areas identified for the Natural Open Space Zone for the proposed District Plan. However, this is addressed through the Section 32 Evaluation Report for the Ecosystems and Indigenous Biodiversity chapter.

3.3 New Zealand Coastal Policy Statement

- (22) Section 75(3)(b) of the RMA requires district plans to give effect to any national policy statement.
- (23) The New Zealand Coastal Policy Statement 2010 (NZCPS) sets out the objectives and policies in order to achieve the purpose of the RMA in relation to the coastal environment.
- (24) The following objectives and policies of the NZCPS are particularly relevant for open space and recreation zones:

Reference	Comment
Objective 4	<p><i>To maintain and enhance the public open space qualities and recreation opportunities of the coastal environment by:</i></p> <ul style="list-style-type: none"> • <i>recognising that the coastal marine area is an extensive area of public space for the public to use and enjoy;</i> • <i>maintaining and enhancing public walking access to and along the coastal marine area without charge, and where there are exceptional reasons that mean this is not practicable providing alternative linking access close to the coastal marine area; and</i> • <i>recognising the potential for coastal processes, including those likely to be affected by climate</i>

	<p><i>change, to restrict access to the coastal environment and the need to ensure that public access is maintained even when the coastal marine area advances inland.</i></p>
Policy 6	<p><i>This policy relates to activities in the coastal environment including to set back development from the coastal marine area and other water bodies, where practicable and reasonable, to protect the natural character, open space, public access and amenity values of the coastal environment.</i></p>
Policy 18	<p><i>Recognise the need for public open space within and adjacent to the coastal marine area, for public use and appreciation including active and passive recreation, and provide for such public open space, including by:</i></p> <ul style="list-style-type: none"> <i>(a) ensuring that the location and treatment of public open space is compatible with the natural character, natural features and landscapes, and amenity values of the coastal environment;</i> <i>(b) taking account of future need for public open space within and adjacent to the coastal marine area, including in and close to cities, towns and other settlements;</i> <i>(c) maintaining and enhancing walking access linkages between public open space areas in the coastal environment;</i> <i>(d) considering the likely impact of coastal processes and climate change so as not to compromise the ability of future generations to have access to public open space; and</i> <i>(e) recognising the important role that esplanade reserves and strips can have in contributing to meeting public open space needs.</i>

3.4 National environmental standards

- (25) National environmental standards provide a nationally consistent set of standards that manage a range of activities nationwide. A district plan can only be more lenient or stringent than a national environmental standard where this is expressly specified in the national environmental standard.
- (26) No national environmental standards directly address activities within Open Space and Recreation Zones. However, the following national environmental standards regulate activities that often occur within Open Space and Recreation Zones:
- National Environmental Standards for Commercial Forestry 2023 (NES-CF)
 - National Environmental Standards for Telecommunications Facilities 2016 (NES-TF)
 - National Environmental Standards for Electricity Transmission Activities 2009 (NES-ETA)
 - National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NES-CL)
- (27) The NES-CF is relevant as it is not uncommon for commercial forestry to occur in Open Space and Recreation Zones (although this is becoming less common). The NES-CF controls a range of activities involved in commercial forestry, including afforestation, quarrying, clearing indigenous vegetation, noise and vibration, dust and protection of nationally critical, nationally endangered or nationally vulnerable bird species.
- (28) The NES-TF and NES-ETA are relevant as telecommunication and electricity transmission infrastructure are often located within Open Space and Recreation Zones, and can have operational and functional needs to be in these zones.
- (29) The NES-CL is relevant as areas in Open Space and Recreation Zones can often have the potential to have contaminated soil, as a legacy from the use of herbicides and pesticides, including through the washing and maintenance of associated vehicles, machinery and equipment.

3.5 National Planning Standards

- (30) Section 75(3)(ba) requires district plans to give effect to national planning standards.
- (31) Standard 4 of the National Planning Standards (the District Plan Structure Standard) requires zone chapters to be located in Part 3: Area-Specific Matters of the District Plan.
- (32) The National Planning Standard provide for the following Open Space and Recreation Zones:

Zone name	Description
Natural open space zone	Areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone.
Open space zone	Areas used predominantly for a range of passive and active recreation activities, along with limited associated facilities and structures.
Sport and active recreation zone	Areas used predominantly for a range of indoor and outdoor sport and active recreation activities and associated facilities and structures.

3.6 Regional Policy Statement for the Wellington Region

- (33) Section 75(3)(c) of the RMA requires district plans to give effect to regional policy statements.
- (34) The Regional Policy Statement for the Wellington Region ('the RPS') identifies the significant resource management issues for the region and outlines the policies and methods required to achieve the integrated sustainable management of the region's natural and physical resources.

- (35) There is little relevance in the direction of the RPS for the Open Space and Recreation chapters of the proposed District Plan. While the RPS includes objectives and policies that address aspects of the environment that are often present in Open Space and Recreation Zones (including natural landscapes, coastal and riparian margins, and areas of significant indigenous vegetation and significant habitats of indigenous fauna) these issues are addressed through other chapters of the proposed District Plan and associated Section 32 Evaluation Reports.
- (36) However, Objective 22 of the RPS seeks *a compact well designed and sustainable regional form* with, amongst other things, integrated public open spaces (Objective 22h).

3.6.1 Proposed RPS Change 1

- (37) Section 74(2)(a)(i) of the RMA requires Council to have regard to any proposed regional policy statement when preparing its district plan.
- (38) Greater Wellington Regional Council proposed a change to the RPS in August 2022 (Proposed RPS Change 1). The Regional Council notified its decisions on Proposed RPS Change 1 in October 2024. However, some aspects of the change have been appealed. As a result, the provisions of Proposed RPS Change 1 are considered a proposed regional policy statement for the evaluation of the proposed District Plan (until relevant appeals are resolved).
- (39) Of relevance for the Open Space and Recreation Zone chapters of the proposed District Plan, Proposed RPS Change 1 would amend Objective 22, to seek *A compact, well-designed, climate-resilient, accessible, and environmentally responsive regional form with well-functioning urban areas and rural areas, where, amongst other things, built environments, including integrated transport infrastructure, meet the health and wellbeing needs of all people, with multi-modal access including active transport, between housing, jobs, community services, centres, green space, and open space.*

3.7 Natural Resources Plan for the Wellington Region

- (40) Section 75(4)(b) of the RMA states that the District Plan must not be inconsistent with a regional plan for any matter specified in section 30(1) of the RMA, which relates to functions of regional councils under the Act. The Natural Resources Plan for the Wellington Region (NRP) is the only operative regional plan for the Wellington region.
- (41) In addition, under section 74(2) of the RMA, Hutt City Council is required to have regard to proposed regional plans in regard to any matter of regional significance or for which the regional council has primary responsibility (under Part 4 of the Act). Greater Wellington Regional Council proposed a change to the Natural Resources Plan (Proposed NRP Change 1) in October 2023. As of the notification of the proposed District Plan, this proposed change represents the only proposed regional plan for the Wellington region, and is in the hearing phase of its plan change process.
- (42) However, for the types of activities and development managed by the Open Space and Recreation Zone chapters, there is no risk of inconsistency with the NRP as the NRP addresses very different activities/development from the Open Space and Recreation Zone chapters. While there could be a risk of inconsistency between the proposed District Plan and the NRP in relation to earthworks and vegetation clearance associated with development in Open Space and Recreation Zones, those activities are addressed in other Section 32 Evaluation Reports that have been prepared for the proposed District Plan.

3.8 Iwi management plans

- (43) Section 74(2A) requires territorial authorities, when preparing or changing a district plan, to take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.

(44) However, no iwi management plans have been lodged with Hutt City Council.

3.9 District plans of adjacent territorial authorities

(45) Section 74(2)(c) of the RMA requires the Council to have regard to the extent to which the District Plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.

(46) The primary relevance of this for Open Space and Recreation Zones is that, under the proposed District Plan, the areas of Lower Hutt that adjoin other districts would be nearly entirely within the Natural Open Space Zone, and some areas adjoining Upper Hutt would be in the Open Space.

(47) The approaches of the district plans of adjacent territorial authorities are discussed further in Section 4 of this report, as part of the discussion of resource management issues and options for addressing issues through a district plan.

3.10 Other legislation or regulations

(48) In addition to the RMA, other legislation and regulations can be relevant considerations for a district plan, particularly where management of an issue is addressed through multiple pieces of legislation and regulatory bodies.

(49) The following other legislation and regulations are relevant for Open Space and Recreation Zones:

- Reserves Act 1977
- Conservation Act 1987

(50) The **Reserves Act 1977** contains provisions for the acquisition, control, management, maintenance, development and use of public reserves.

(51) If a reserve is vested under the Reserves Act 1977 it must be:

- Classified based on its primary purpose, and
- Managed in accordance with its purpose.

- (52) The Act provides for seven different reserve classifications being Recreation Reserve, Historic Reserve, Scenic Reserve, Nature Reserve, Scientific Reserve, Government Purpose Reserve and Local Purpose Reserve.
- (53) Reserve Management Plans, required under the Reserves Act, provide a framework for future management decisions relating to their maintenance, use and development.
- (54) The purpose of the **Conservation Act 1987** is to promote the conservation of New Zealand's natural and historic resources. It also established and sets out the roles and responsibilities of the Department of Conservation.
- (55) The Department of Conservation (DOC) administers a large area of Lower Hutt, particularly through the Remutaka Forest Park. Under the proposed District Plan, most of the Department of Conservation land of Lower Hutt would be in the Natural Open Space Zone.

3.11 Other plans, policies, and strategies

- (56) In addition to statutory plans, policies and strategies, there are other planning documents of Council that, while not directly prepared under specific legislation, should be considered as part of the District Plan Review as they set Council's intentions on some matters that need to be addressed through the District Plan Review.
- (57) These plans, policies and strategies are discussed below:

Plan/Policy/Strategy	Comment
Commercial Use of Land Managed as Reserved Policy 2004	Sets out the policy for granting concessions for commercial use of Council's parks and reserves. The types of reserves are defined by the Reserves Act 1977.
Private use of HCC policy	Outlines situations where private use of Council owned land will be considered by Council, the process for applying to use Council land, and considerations Council uses in decision making.

Long Term integrated Community facilities Plan 2015	Includes the plan for the maintenance and upgrade of sports facilities, located within the proposed Active Recreation Zone.
Reserve management plans	<p>Hutt City Council has management plans for the reserves it manages within Lower Hutt. These include the following:</p> <ul style="list-style-type: none"> • Amenity Horticulture Reserve Management Plan • Avalon Park Reserve Management Plan • Bush Reserve Management Plan • Esplanade and Foreshore Reserve Management Plan • Fraser Park Reserve Management Plan • Neighbourhood Reserve Management Plan • Percy Scenic Reserve and Jubilee Park Management Plan • Sportsground Reserve Management Plan • Williams Park Management Plan
Reserves Strategic Directions 2016-2026	This strategy seeks to protect and enhance Hutt City's reserve network.
Urban Growth Strategy 2012-2032	<p>Council's Urban Growth Strategy includes an assessment of Lower Hutt's recreation, open space and environment. Key outcomes include:</p> <ul style="list-style-type: none"> • The protection of public open space to maintain the communities well being, • Provision for the development of multi use hubs centred around existing cultural and recreation facilities, and • Provision of attractive open spaces in and around the CBD and Petone to provide for increased intensification associated with mixed use development.

Cemeteries Bylaw 2017	This bylaw controls the management of cemeteries.
Parks and Reserves Bylaw 2017	<p>This bylaw allows Council to close or restrict access to reserves. It also restricts and control activities within reserves including:</p> <ul style="list-style-type: none"> • Interference with anything within or any part of the reserve, • Vehicle use, • The presence of animals, • Obstruction of other people’s enjoyment of the reserve, • Buying, selling and advertising, and • Organised sports and events.

FINAL DRAFT

4 Resource management issues

4.1 Introduction to resource management issues

(58) This section discusses the resource management issues for Open Space and Recreation Zones in Lower Hutt, and includes a summary of the evidence base that has informed the identification of resource management issues for the District Plan Review.

(59) For the District Plan Review, the determination of resource management issues for Open Space and Recreation Zones, and the options for addressing those issues, has involved:

- A review of the statutory and strategic context for Open Space and Recreation Zones (outlined in Section 3 of this report),
- A review of the existing approach of the District Plan for Open Space and Recreation Zones,
- An analysis of the areas to be included in Open Space and Recreation Zones to determine the appropriate zone,
- A review of information on recent resource consents and compliance issues,
- A review of the approaches of other district plans in the Wellington region, and
- Engagement with Mana Whenua, the community and other stakeholders (including engagement on a draft District Plan).

4.2 Evidence base

4.2.1 Existing approach of City of Lower Hutt District Plan

(60) The operative District Plan contains four recreation activity areas. These are:

- General Recreation Activity Area,
- River recreation Activity Area,
- Passive Recreation Activity Area,
- Special Recreation Activity Areas, that include:
 - Seaview Marina
 - Petone Foreshore
 - Hutt Park Visitor Accommodation

(61) The table below summarises the provisions in each of the activity areas.

Activity Area	Summary of provisions
General Recreation Activity Area	<p>The General Recreation Activity Area includes a range of reserves and parks that are in close proximity to residential areas and include buildings and structures, such as sports facilities, community halls and children’s playground equipment.</p> <p>The General Recreation Activity Area seeks to avoid or mitigate adverse effects of recreation activities on adjacent residential areas and manage non-recreation activities.</p> <p>This is done in part through controlling the bulk and location of buildings and through rules through resource consent requirements for non-recreation activities (unless specifically permitted).</p>

<p>River Recreation Activity Area</p>	<p>The River Recreation Activity Area consists of areas dominated by open space and Lower Hutt's main water courses (particularly the Hutt River), which are largely devoid of large buildings.</p> <p>The provisions in this zone focus on providing for recreation activities whilst managing the effects on the amenity and open space values associated with Rivers and their margins, as well as the adjacent residential areas.</p>
<p>Passive Recreation Activity Area</p>	<p>The Passive Recreation Activity Area includes areas characterised by large areas of open space free of buildings or structures.</p> <p>The provisions in the zone focus on the preservation of the natural open space values of the Eastern Hills, Stokes Valley and Wainuiomata, whilst providing for recreation.</p> <p>Provisions provide for parks and reserves, walkways, recreation activity and river management by the regional and city council. All buildings require consent and other activities are discouraged.</p>
<p>Special Recreation Activity Area – Petone Foreshore</p>	<p>The Petone Foreshore Special Recreation Activity Area includes the reserve land between The Esplanade and the coastal marine area in Petone. It is dominated by the foreshore, and the associated open space character and amenity.</p> <p>There is provision for informal recreation activities, conservation planting, landscape furniture, navigational buildings and structures and grooming and recontouring of the Petone Foreshore. Other activities are non-complying activities.</p> <p>Additions to buildings or carparks require resource consent, and there are standards relating to beach grooming and lighting.</p>

<p>Special Recreation Activity Area – Seaview Marina</p>	<p>The Seaview Marina Special Recreation Activity Area includes the reserve area that includes the Seaview Marina. It is dominated by the open space of the adjacent coastal marine area and the adjacent industrial area.</p> <p>The provisions for this area seek to provide for activities and structures that are compatible with the Seaview Marina, whilst maintaining the public open space and access to the coastal marine area.</p> <p>Recreation activities, boat building, parks and reserves, conservation planning, navigation structures, pipes and cafes are all provided for as permitted activities. Other activities are non-complying.</p> <p>Standards control the bulk and location of buildings and structures and landscaping.</p>
<p>Special Recreation Activity Area – Hutt Park Visitor Accommodation</p>	<p>The Hutt Park Visitor Accommodation Special Recreation Activity Area includes the area occupied by the existing Hutt Park visitor accommodation. It has an open space character associated with the adjacent Waiwhetu Stream and Hutt Park.</p> <p>The provisions in this activity area seek to provide for visitor accommodation and support activities in the Hutt Park Reserve, whilst maintaining the character and amenity of the open space.</p> <p>Visitor accommodation, retail activities and caretaker accommodation are provided. Other activities are non-complying.</p> <p>All buildings associated visitor accommodation are subject to a restricted discretionary resource consent, whilst retail activity is subject to standards relating to maximum floor area and restricted clientele.</p>

4.2.2 Analysis of Resource consents

- (62) As part of the District Plan Review, the resource consent application received over a ten year period (from 2014 to 2023) have been reviewed.
- (63) Council processed 132 applications for resource consents in the Open Space and Recreation Activity Areas over this period. The number of applications being received in any one year varying from 5 to 16. Most of the applications were for activities in the General Recreation Activity Area, and the majority of these were for land use consents (rather than subdivision).
- (64) The majority of the land use consents relate to earthworks, temporary events, transport, Infrastructure, and signs. These activities are managed through district-wide chapters, and not the zone chapters.
- (65) Activities requiring land use consent due to the activity type include boat maintenance facilities, additions to accessory buildings, occupying reserve land, retail activities, places of assembly, educational activities, healthcare services and visitor accommodation.
- (66) Land use consents for breaches of permitted activity standards included breaches of bulk and location of buildings (mostly due to breaches of standards relating to maximum building footprint/site coverage, maximum height and minimum yard and landscaping strips).
- (67) Very few subdivision applications were received, with these consents generally relating to areas that were rezoned as part of plan changes, split-zoned properties and boundary adjustments.

4.2.3 Analysis of other District Plans

Plan	Description of Approach
Proposed Wellington District Plan	<ul style="list-style-type: none"> • Includes Natural Open Space, Open Space and Sport and Active Recreation Zones. Also includes a Wellington Town Belt Zone, which is an additional special purpose zone. • These zones provide for a range of recreation, customary, conservation, parks maintenance and repair, track construction, carparking and vehicle maintenance, mobile commercial activities community gardens and community activities consistent with the purpose of the zones.

	<ul style="list-style-type: none"> The effects of buildings and structures are controlled by provisions focusing on bulk and location of buildings and structures.
Proposed Porirua District Plan	<ul style="list-style-type: none"> Includes an Open Space and Sport and Active Recreation Zones. Provides for a range of recreation, customary, conservation and community activities consistent with the purpose of the zones. Standards focus on the bulk and location of buildings and structures.
Proposed Upper Hutt District Plan Change 48	<ul style="list-style-type: none"> The Proposed Upper Hutt City District Plan Change 48 proposes a Natural Open Space, Open Space and Sport and Active Recreation Zones. Provides for a range of recreation, customary, conservation and community activities consistent with the purpose of the zones. Standards focus on the bulk and location of buildings and structures. Additional standards relate to caretaker accommodation, ours of operation for a shooting range and fireworks.
Kāpiti Coast District Plan	<ul style="list-style-type: none"> The Kapiti Coast District Plan includes an Open Space and Natural Open Space Zone. It manages sports and active recreation areas via precincts. Provides for a range of recreation customary, community and conservation and related permitted activities consistent with the purpose of the zones. Standards focus on bulk and location of buildings and structures, forestry, and lighting.
Proposed Wairarapa Combined District Plan	<ul style="list-style-type: none"> The Combined Wairarapa Proposed District Plan includes a Natural Open Space, Open Space and Sport and Active Recreation Zone. Provides for a range of recreation, customary, conservation and community activities consistent with the purpose of the zones. Standards focus on the bulk and location of buildings and structures. Additional standards relate to the provision of onsite services and relocatable buildings.

4.2.4 Advice from mana whenua

- (68) Council has engaged with mana whenua on the district plan review through the Kāhui Mana Whenua engagement group. No specific issues have been raised with regard to recreation and open space zones. However, mana whenua have provided advice on the sites and areas that are of significance to them. The values associated with these sites and areas have potential to be impacted by the activities provided for in recreation and open space zones.

4.2.5 Stakeholder and community engagement

- (69) Council has primarily engaged with the community and other stakeholders for the District Plan Review through two rounds of engagement:
- The *Shaping Your City* engagement (2020), on issues and options for the District Plan Review, and
 - The *Draft District Plan* engagement (2023), on a full draft of the plan that had been developed through the District Plan Review.

- (70) The engagement received a relatively high level of interest and response from the public. The feedback is summarised below:

- There was general feedback from a range of submitters noting the importance of providing parks and open space within an urban environment. Feedback was also received from the Parks and Reserves teams of both Hutt City Council and Greater Wellington Regional Council, with a focus on ensuring that the chapters provide for regular activities, maintenance and upgrades, including through greater integration with reserve management plans.
- A residential property owner in Korokoro opposed part of their property being included in this zone.
- A submitter request rezoning of Holborn Park to be rezoned to the Sport and Active Recreation Zone. There was a request for the maximum permitted building footprint to be reduced to 100m².
- No specific feedback was received on the Sport and Active Recreation Zone (noting the general feedback on open space/recreation zones, including from the HCC and GWRC Parks and Reserves teams).

4.3 Summary of issues analysis

- (71) Based on the above sources of information, including the statutory and policy context, the key resource management issues are:
- a. There are a wide range of sites within open space and recreation zones, from areas with a high degree of natural character and low levels of development to areas within urban settings with large playing (including playgrounds and sports fields) that often contain buildings and structures.
 - b. Open space and recreation zones provide for a wide range of activities that support the Lower Hutt community, particularly through recreation opportunities and amenity values derived from natural character of these areas.
 - c. There are a range of recreational activities provided for through open space sites, including active and passive recreation. Different recreational activities have different requirements and have the potential to have different environmental effects.
 - d. Areas in open space and recreation zones are predominantly public land managed by Hutt City Council, Greater Wellington Regional Council and the Department of Conservation. Each of these bodies have a range of management plans that set out how they will manage these areas.

5 Scale and significance assessment

(72) In writing this evaluation report we must provide a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects anticipated from the implementation of the proposal.

(73) In assessing that scale and significance we have had regard to:

<p>Matters of national importance</p>	<p>Low</p> <p>While there are matters of national importance that are relevant for areas proposed for Open Space and Recreation Space Zone, these matters are primarily addressed through other chapters of the proposed District Plan (and associated Section 32 Evaluation Reports).</p>
<p>Other matters</p>	<p>Moderate – A range of other matters from s7 of the RMA are relevant for open space and recreation zones, including the efficient use and development of natural and physical resources, the maintenance and enhancement of amenity values, intrinsic values of ecosystems, maintenance and enhancement of the quality of the environment and finite characteristics of natural and physical resources.</p>
<p>Degree of change from the operative plan</p>	<p>Low</p> <p>The Open Space and Recreation Zones of the proposed District Plan would not be a</p>

	significant departure from those of the operative District Plan.
Geographic scale of effects	High The Open Space and Recreation Zones would apply to a large proportion of the district, and would be found throughout the district.
Number of people affected	Moderate/High The open space and recreation zones include reserves, sports grounds and sites that are accessed by large portions of the community.
Duration of effects	Duration of effects would vary, depending on the types of land use that is proposed.
Economic impacts	Economic impacts vary depending on the types of land use proposed. However, economic impacts are likely to be low when compared to other zones given open space and recreation zones are almost entirely public land.
Social and cultural impacts	Moderate. There can be positive social and cultural impacts from development in open space and recreation zones through the amenity and recreation opportunities provided, and through conservation activities and protection of natural character.
Environmental impacts	Low. The environmental impacts of the proposed open space and recreation zones are low in that generally maintain the status quo. In addition, other chapters

	of the proposed District Plan have a greater influence on environmental impacts (such as the Natural Character, Ecosystems and Indigenous Biodiversity and Natural Features and Landscapes chapters).
Health and safety impacts	Moderate Open Space and Recreation Zone provide opportunities for activities that contribute to the health of the Lower Hutt community and visitors to Lower Hutt.
Degree of interest from mana whenua	Moderate. Mana Whenua have expressed an interest in a range of sites and areas of significance that are within open space and recreation space zones. This includes Mātiu, Mākara and Mokopuna islands, owned by Taranaki Whānui ki Te Upoko o Te Ika.
Degree of interest from the public	Low During community engagement on the Draft District Plan, there was very little public interest in the Open Space and Recreation Zone chapters.
Degree of risk or uncertainty	Low In general, there is little uncertainty in the types of land use and development that take place in Open Space and Recreation Zones.

(74) Accordingly, the overall scale and significance of the effects of the Open Space and Recreation Zones part of the District Plan Review are **moderate**, primarily due to the large geographical area for the zones and the number of people affected by management of the areas within the zones.

6 Proposed District Plan objectives and provisions

(75) The proposed District Plan includes three Open Space and Recreation Zones: the Natural Open Space Zone, the Sport and Active Recreation Zone, and the Open Space Zone. The following sections summarise these zones.

6.1 Natural Open Space Zone

(76) The proposed Natural Open Space Zone applies to areas of public land that is dominated by natural landscapes with low levels of built development. This includes the Remutaka Forest Park, East Harbour Regional Park, Belmont Regional Park, Wainuiomata Water Collection Area and other large parks and reserves. The zone also applies to Mātiu, Mākara and Mokopuna islands, which are not public land but have a high degree of natural character.

(77) The objectives are:

- **NOSZ-O1: Purpose and character of the zone**, which sets the overall purpose and character of the zone, with a focus on the high natural, ecological and landscape values, conservation and recreation activities, and low levels of built development.
- **NOSZ-O2: Activities in the zone**, which describes the activities for the zone, including specific activities (conservation and recreation activities) and in terms of the impacts and compatibility of activities.
- **NOSZ-O3: Built character**, which outlines what is anticipated for built development within the zone.
- **NOSZ-O4: Adverse effects**, which sets the overall outcome for how adverse effects are to be managed in relation to adjoining zones.

(78) The policies and rules of for the zone collectively implement these objectives.

- (79) **Policies NOSZ-P1 to NOSZ-P3** outline the predominant, compatible and potentially incompatible activities for the zone. These are primarily implemented by the *Land use activities* rules (listed in the rule table below), with more permissive rules for the predominant and compatible activities for the zone, resource consent requirements for potentially incompatible activities.
- (80) **Policy NOSZ-P4: Built development** is the policy for how built development is to be managed within the zone, including in relation to impacts on the character, predominant activities and public access and impacts on residential and sensitive activities on adjacent sites. It is primarily implemented by the *Buildings and structures* rules (listed in the rule table below), with standards on Gross floor area, Building height, Height in relation to boundary and Setbacks.
- (81) **Policy NOSZ-P5: Outdoor storage areas, work areas and carparking areas** is the policy for how impacts of these activities would be managed, and are primarily implemented through rules for those activities (listed in the rule table below).
- (82) The following table lists the rules for the proposed Natural Open Space Zone.

Rules for the proposed Natural Open Space Zone
Buildings and structures
<ul style="list-style-type: none"> • NOSZ-R1: Repair and maintenance of buildings and structures • NOSZ-R2: Demolition or removal of buildings and structures • NOSZ-R3: Construction of new buildings and structures and alterations and additions to existing buildings and structures
Land use activities
<ul style="list-style-type: none"> • NOSZ-R4: Conservation activities • NOSZ-R5: Recreation activities • NOSZ-R6: Public and community gardens • NOSZ-R7: Customary activities • NOSZ-R8: Park maintenance and repairs • NOSZ-R9: Walking and cycling tracks

<ul style="list-style-type: none"> • NOSZ-R10: Visitor centres • NOSZ-R11: Visitor accommodation • NOSZ-R12: Food and beverage activity • NOSZ-R13: Residential activities • NOSZ-R14: Carparking activities • NOSZ-R15: Activities not otherwise provided for
General rules
<ul style="list-style-type: none"> • NOSZ-R16: Outdoor storage and work areas • NOSZ-R17: Servicing
Standards
<ul style="list-style-type: none"> • NOSZ-S1: Gross floor area • NOSZ-S2: Building height • NOSZ-S3: Height in relation to boundary • NOSZ-S4: Setback • NOSZ-S5: Hours of operation

(83) The objectives for the Natural Open Space Zone are also implemented through the policies and rules of the District-Wide chapters, including policies and rules that specifically apply to areas identified by overlays on the proposed District Plan maps.

6.2 Open Space Zone

(84) The proposed Open Space Zone primarily covers smaller parks within the urban area of Lower Hutt. It also covers other open space areas with limited facilities, buildings and structures. The zone often applies to public land where recreation activities are typically informal, such as local parks and playgrounds, as well as other open space areas where further development would be inappropriate, including some areas with elevated levels of natural hazard risk.

(85) The objectives are:

- **OSZ-O1: Purpose and character of the zone**, which sets the overall purpose and character of the zone, with a focus on informal recreation activities.
- **OSZ-O2: Activities in the zone**, which describes the activities for the zone, including specific activities (recreation activities and community facilities) and in terms of the impacts and compatibility of activities.
- **OSZ-O3: Built character**, which outlines what is anticipated for built development within the zone.
- **OSZ-O4: Adverse effects**, which sets the overall outcome for how adverse effects are to be managed in relation to adjoining zones.

(86) The policies and rules of for the zone collectively implement these objectives.

(87) **Policies OSZ-P1 to OSZ-P3** outline the predominant, compatible and incompatible activities for the zone. These are primarily implemented by the *Land use activities* rules (listed in the rule table below), with more permissive rules for the predominant and compatible activities for the zone, resource consent requirements for potentially incompatible activities.

(88) **Policy OSZ-P4: Built development** is the policy for how built development is to be managed within the zone, including in relation to impacts on the character, predominant activities and public access and impacts on residential and sensitive activities on adjacent sites. It is primarily implemented by the *Buildings and structures* rules (listed in the rule table below), with standards on Gross floor area, Building height, Height in relation to boundary and Setbacks.

(89) **Policy OSZ-P5: Outdoor storage areas and carparking areas** is the policy for how impacts of these activities would be managed, and are primarily implemented through rules for those activities (listed in the rule table below).

(90) The following table lists the rules for the proposed Open Space Zone.

Rules for the proposed Open Space Zone
Buildings and structures

<ul style="list-style-type: none"> • OSZ-R1: Repair and maintenance of buildings and structures • OSZ-R2: Demolition or removal of buildings and structures • OSZ-R3: Construction of new buildings and structures and alterations and additions to existing buildings and structures
<p>Land use activities</p>
<ul style="list-style-type: none"> • OSZ-R4: Recreation activities • OSZ-R5: Community facilities • OSZ-R6: Conservation activities • OSZ-R7: Public and community gardens • OSZ-R8: Customary activities • OSZ-R9: Park maintenance and repairs • OSZ-R10: Walking and cycling tracks • OSZ-R11: Food and beverage activities • OSZ-R12: Carparking activities • OSZ-R13: Activities not otherwise provided for
<p>General rules</p>
<ul style="list-style-type: none"> • OSZ-R14: Outdoor storage and work areas • OSZ-R15: Servicing
<p>Standards</p>
<ul style="list-style-type: none"> • OSZ-S1: Gross floor area • OSZ-S2: Building coverage • OSZ-S3: Building height • OSZ-S4: Height in relation to boundary • OSZ-S5: Setback • OSZ-S6: Hours of operation

(91) The objectives for the Open Space Zone are also implemented through the policies and rules of the District-Wide chapters, including policies and rules that specifically apply to areas identified by overlays on the proposed District Plan maps.

6.2.1 Hutt River Mouth Stabilisation Precinct

- (92) The Open Space Zone includes the Hutt River Mouth Stabilisation Precinct – a precinct for land at the mouth of the Hutt River where activities associated with the stabilisation of the Hutt River mouth are undertaken, including river protection works and stockpiling of material extracted from the Hutt River.
- (93) This precinct ensures the proposed District Plan would continue the District Plan’s existing approach for the area.
- (94) The specific objectives, policies and rules for the Hutt River Mouth Stabilisation Precinct are summarised in the following table. These are in addition to the other provisions of the Open Space Zone.

Objectives, policies and rules for the Hutt River Mouth Stabilisation Precinct
OSZ-PREC1-O1: Purpose, character and activities of the Hutt River Mouth Stabilisation Precinct
<i>The Hutt River Mouth Stabilisation Precinct provides for activities ancillary to the maintenance and stabilisation of the mouth of the Hutt River whilst maintaining the character and amenity of the precinct and the surrounding area, including the coastal marine area.</i>
OSZ-PREC1-P1: Additional enabled activities
<i>Enable quarrying activities in the Hutt River Mouth Stabilisation Precinct where there is a functional or operational need for the activities to take place within the precinct and adverse effects on the character and amenity values of the adjoining zones and coastal marine area are minimised.</i>
OSZ-PREC1-R1: Quarrying activities
<i>Quarrying activities are a discretionary activity where they involve Processing aggregate, Storage of aggregate, Distribution and sale of aggregate, Earthworks ancillary to the quarrying activities, or Rehabilitation of the site. Otherwise, the underlying rules for the Open Space Zone apply.</i>

6.3 Sport and Active Recreation Zone

(95) The proposed Sport and Active Recreation Zone applies to sports fields and associated facilities that are primarily used for organised sports and informal active recreation within urban areas. The zone primarily applies to public parks, such as sports fields, golf courses and larger reserves with playgrounds.

(96) The objectives are:

- **SARZ-O1: Purpose and character of the zone**, which sets the overall purpose and character of the zone, with a focus on large open space areas that provide for a mix of indoor and outdoor recreation and community facilities.
- **SARZ-O2: Activities in the zone**, which describes the activities for the zone, including specific activities (recreation activities and community facilities) and in terms of the impacts and compatibility of activities.
- **SARZ-O3: Built character**, which outlines what is anticipated for built development within the zone.
- **SARZ-O4: Adverse effects**, which sets the overall outcome for how adverse effects are to be managed, including at the interfaces with other zones.

(97) The policies and rules of for the zone collectively implement these objectives.

(98) **Policies SARZ-P1 to SARZ-P3** outline the predominant, compatible and potentially incompatible activities for the zone. These are primarily implemented by the *Land use activities* rules (listed in the rule table below), with more permissive rules for the predominant and compatible activities for the zone, resource consent requirements for potentially incompatible activities.

(99) **Policy SARZ-P4: Built development** is the policy for how built development is to be managed within the zone, including in relation to impacts on the character, predominant activities and public access and impacts on residential and sensitive activities on adjacent sites. It is primarily implemented by the *Buildings and structures* rules (listed in the rule table

below), with standards on Gross floor area, Building coverage, Building height, Height in relation to boundary and Setbacks.

(100) **Policy SARZ-P5: Outdoor storage and carparking areas** is the policy for how impacts of these activities would be managed, and are primarily implemented through rules for those activities (listed in the rule table below).

(101) The following table lists the rules for the proposed Sport and Active Recreation Zone.

Rules for the proposed Sport and Active Recreation Zone
Buildings and structures
<ul style="list-style-type: none"> • SARZ-R1: Repair and maintenance of buildings and structures • SARZ -R2: Demolition or removal of buildings and structures • SARZ-R3: Construction of new buildings and structures and alterations and additions to existing buildings and structures
Land use activities
<ul style="list-style-type: none"> • SARZ-R4 Recreation activities • SARZ-R5 Community facilities • SARZ-R6: Conservation activities • SARZ-R7: Public and community gardens • SARZ-R8: Customary activities • SARZ-R9: Park maintenance and repair • SARZ-R10: Walking and cycling tracks • SARZ-R11: Food and beverage activities • SARZ-R12: Commercial activities not otherwise provided for • SARZ-R13: Carparking activities • SARZ-R14: Visitor accommodation • SARZ-R15: Activities not otherwise provided for
General rules
<ul style="list-style-type: none"> • SARZ-R16: Outdoor storage and work areas • SARZ-R17: Servicing

Standards
<ul style="list-style-type: none"> • SARZ-S1: Gross floor area • SARZ-S2: Building height • SARZ-S3: Height in relation to boundary • SARZ-S4: Setback • SARZ-S5: Hours of operation

(102) The objectives for the Sports and Active Recreation Zone are also implemented through the policies and rules of the District-Wide chapters, including policies and rules that specifically apply to areas identified by overlays on the proposed District Plan maps.

6.3.1 Hutt Park Accommodation Precinct

(103) The Sports and Active Recreation Zone includes the Hutt Park Accommodation Precinct – a precinct for site of the Hutt Park Holiday Park, a site with a history of visitor accommodation as the predominant land use.

(104) This precinct ensures the proposed District Plan would continue the District Plan’s existing approach for the site of providing for visitor accommodation.

(105) The specific objectives, policies and rules for the Hutt Park Accommodation Precinct are summarised in the following table. These are in addition to the other provisions of the Sport and Active Space Zone.

Objectives, policies and rules for the Hutt Park Accommodation Precinct
SARZ-PREC1-O1: Purpose, character and activities of the Hutt Park Accommodation Precinct
<p><i>The Hutt Park Accommodation Precinct provides for visitor accommodation at a specific location in the Sport and Active Recreation Zone, as well as ancillary activities that support the visitor accommodation. Visitor accommodation in the precinct is of a low density, with low site coverage, provision of open space, and landscaping and planting at the site boundary.</i></p>

OSZ-PREC1-P1: Additional enabled activities

Enable visitor accommodation and activities that support the provision of visitor accommodation in the Hutt Park Accommodation Precinct.

Rules

SARZ-PREC1-R1: Visitor accommodation

Permits visitor accommodation within the precinct

SARZ-PREC1-R2: Residential activities

Permits a single residential unit on the site where it is ancillary to the provision of visitor accommodation. Otherwise, residential activities are non-complying activities within the precinct.

SARZ-PREC1-R3: Carparking areas

Permits carparking activities where they are ancillary to visitor accommodation, recreation activities or community facilities on the site. Otherwise, carparking activities are non-complying activities within the precinct.

7 Evaluation of objectives

- (106) This section is the evaluation of objectives, as required through s32(1)(a) of the RMA.
- (107) An objective is a statement of what is to be achieved through the resolution of a particular resource management issue. A district plan objective should set out a desired end state to be achieved through the implementation of policies and rules.
- (108) Under s75(1)(a) of the Resource Management Act, a district plan must state the objectives for the district.
- (109) Under s32(1)(a) of the Resource Management Act, an evaluation report required under the Act must examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the RMA. The purpose of the RMA, as stated in s5(1) of the Act, is to promote the sustainable management of natural and physical resources.

Structure of this evaluation

- (110) Most of the objectives in the Open Space and Recreation Zones have corresponding objectives in the other zones. The only exception are the objectives that apply to precincts.
- (111) For this evaluation, the corresponding objectives have been evaluated together, with separate evaluations for the precinct-specific objectives, as follows:
1. Purpose and character of the zones (NOSZ-01, OSZ-01 and SARZ-01)
 2. Activities in the zones (NOSZ-02, OSZ-02 and SARZ-02)
 3. Built character (NOSZ-03, OSZ-03 and SARZ-03)
 4. Adverse effects (NOSZ-04, OSZ-04 and SARZ-04)
 5. Purpose, character and activities of the Hutt River Mouth Stabilisation Precinct (OSZ-PREC1-01)
 6. Purpose, character and activities of the Hutt Park Accommodation Precinct (SARZ-PREC1-01)

7.1 Evaluation of objectives on purpose and character (NOSZ-01, OSZ-01 and SARZ-01)

Evaluation of objectives on purposes and characters of open space and recreation zones

NOSZ-01, OSZ-01 and SARZ-01

Relevance

- The objectives set the overall purpose and character for the zones, including in terms of the role areas within the zones play in providing for recreation and conservation and the overall level of development, with more detail provided through the other objectives for the zones.
- Responds to the issues identified in this report of the benefits of open space areas, particularly for a range of recreation opportunities and conservation.
- These objectives are part of a consistent approach taken across zone chapters of the proposed District Plan, each of which include an objective on the purpose and character of that zone.

Usefulness

- Clearly states the intended purpose and character for the zones, providing the basis for the policies and rules of the chapters, and context for decision makers when considering resource consent applications for land use and development within the zones.
- Supports provision of a range of land uses that require open space, including active recreation, passive recreation and conservation activities in areas suited to those activities.
- Supports the Council function of controlling the actual and potential effects (a function under s31(1)(b) of the RMA) within public, open space areas.

Reasonableness

- The objectives for the purpose and character of the zones do not set an overly prescriptive outcome for the zones.

Achievability

- The objectives seek a similar outcome for the purpose and character of the zones to what is currently being achieved in the areas identified by the zones.
- The objectives can be achieved without imposing a significant regulatory burden on people undertaking land use and development within these zones

(although the policies and rules that implement the objective would have a greater influence on this).

- The proposed objectives are achievable within Council's functions under the RMA.

Alternatives

Status quo

The proposed objectives seek a similar outcome to the status quo (being the objectives of the operative District Plan).

The main reason that the status quo objectives are not recommended is that the proposed District Plan is required to meet the format and structure set by the National Planning Standards, which prescribes the open space and recreation zones that are able to be included in the proposed District Plan. This has resulted in a re-organisation of the open space and recreation zones, which has subsequently resulted in a rewriting of the objectives for the zones.

More specific purpose and character objectives

This alternative would involve each objective for the purpose and character of the open space and recreation zones have more detail on the outcome sought for the zone.

This alternative is not recommended as that detail is provided in other objectives for the zones that focus on the activities, built development and management of effects in the zones, as well as outcomes sought through District-Wide chapters of the proposed District Plan.

Setting an alternative purpose or character for each zone

This alternative would involve outlining a different purpose or character for one or more of the open space and recreation zones. This could be in order to signal a different type of land use or level of development, such as signalling a greater level of commercial character for one of the zones, or a greater focus on natural character and conservation.

This alternative is not recommended as the objectives of the proposed District Plan set appropriate purposes and characters for the areas identified in the open space and recreation zones, and through the District Plan Review there has been no evidence to suggest that there should be shift in the purpose or character for the areas identified.

7.2 Evaluation of objectives on activities in the zones (NOSZ-O2, OSZ-O2 and SARZ-O2)

Evaluation of objectives on activities in the open space and recreation zones

NOSZ-O2, OSZ-O2 and SARZ-O2

Relevance

- These objectives address the identified resource management issues in relation to the character of areas within open space and recreation zones and providing for appropriate land use and development within these areas.
- These objectives are part of a consistent approach taken across zone chapters of the proposed District Plan, each of which include an objective on activities within that zone.

Usefulness

- Clearly states outcomes sought for the types of activities that are anticipated in open space and recreation zones.
- Supports the Council function of controlling the actual and potential effects of activities in open space and recreation zones (a function under s31(1)(b) of the RMA).

Reasonableness

- Seeks an outcome that is reasonable for people who operate under Plan to meet, noting that nearly all sites within the open space and recreation zones are managed by Hutt City Council, Greater Wellington Regional Council and the Department of Conservation and these objectives are not inconsistent with the management plans of those organisations.
- No concerns have been raised during engagement on the Draft District Plan on the types of activities that would be provided for within open space and recreation zones.

Achievability

- Can be achieved without imposing a significant regulatory burden on people undertaking activities within open space and recreation zones, noting that nearly all sites within the open space and recreation zones are managed by Hutt City Council, Greater Wellington Regional Council and the Department of Conservation and these objectives are not inconsistent with the management plans of those organisations.

Alternatives

No objective for activities in the zones

Under this alternative there would be no activity-specific objectives in the chapters for the open space and recreation zones, effectively relying on more general objectives on the purpose and character for the zones.

The proposed approach is more appropriate as it provides more detail on the outcome sought for the zones than the more general objectives on purpose and character of the zones. This would be more useful for plan users in providing the context for the policies and rules of the open space and recreation zone chapters, including for resource applicants and decision makers considering resource consent applications.

Objectives seeking alternative ranges of activities for the zone

Under this alternative, a different range of activities would be signalled through the activities objectives for open space and recreation zones.

While this is a valid alternative, more detail would be required on what those alternative activities would include. As the proposed objectives outline activities that are consistent with the management plans of the organisations that manage sites within open space and recreation zones (Hutt City Council, Greater Wellington Regional Council and the Department of Conservation) and no feedback has been received during engagement to suggest that there will be a shift in the types of activities anticipated for these areas, the proposed objectives are more appropriate.

7.3 Evaluation of objectives on built character (NOSZ-O3, OSZ-O3 and SARZ-O3)

Evaluation of objectives on built character in the open space and recreation zones
NOSZ-O3, OSZ-O3 and SARZ-O3
<p>Relevance</p> <ul style="list-style-type: none"> The proposed objectives set an expectation for the type and scale of built development for sites within open space and recreation zones. This responds to the identified resource management issues in relation to potential impacts of built development, including impacts on character of sites within the zones, amenity values for users of the sites, and amenity values for sites in adjacent zones. These objectives are part of a consistent approach taken across zone chapters of the proposed District Plan, each of which include an objective on built character within that zone. <p>Usefulness</p> <ul style="list-style-type: none"> Provides clear guidance on the desired outcomes for built development within the zones, providing useful context for the policies and rules in the open space and recreation zone chapters, including for people applying for resource consent and for decision makers when considering those applications. Supports the Council function of controlling the actual and potential effects of new buildings or structures and additions to existing buildings and structures (a function under s31(1)(b) of the RMA). <p>Reasonableness</p> <ul style="list-style-type: none"> The objectives are not overly prescriptive, providing sufficient flexibility for built development to occur within the wide range of sites within the zones. <p>Achievability</p> <ul style="list-style-type: none"> As the objectives are not overly prescriptive, the outcomes sought by the objectives will be achievable without placing an unreasonable regulatory burden on people undertaking land use and development within these zones, noting that the policies and rules that implement this objective provide for built development as a permitted activity.

Alternatives

No objectives for built development

Under this alternative, there would be no objectives for built development within the open space and recreation zones, effectively relying on more general objectives to support regulation on built development within the zones, such as the general objectives on purpose and character.

This alternative is less appropriate than the recommended objectives as built development has types of impacts that need to be regulated in order to achieve sustainable development (such as impacts on amenity values for users of the site and for adjacent sites) and setting specific objectives for built development supports application of policies and rules that address these impacts.

More specific objectives for built development

Alternative objectives could be adopted that are more prescriptive on the outcomes sought for built development. This could include in relation to the size of the buildings (such as number of storeys and gross floor area) and proximity to other features (particularly site boundaries).

This alternative is not recommended as there is a wide variety of sites within each of the zones, and a more prescriptive objective runs the risk of setting a desired outcome that is not achievable for some sites. In addition, this more specific detail can be provided through the policies and rules that implement the objectives.

7.4 Evaluation of objectives on adverse effects (NOSZ-O4, OSZ-O4 and SARZ-O4)

Evaluation of Objectives
NOSZ-O4, OSZ-O4 and SARZ-O4
<p>Relevance</p> <ul style="list-style-type: none"> Assists in responding to the identified resource management issue of land use and development within open space zones having impacts on the character and amenity of adjacent sites, including in residential zones, mixed use zone, marae zone and rural zones, zones where the expected character and amenity values often differ from those of sites in open space and recreation zones. These objectives are part of a consistent approach taken across zone chapters of the proposed District Plan, each of which include an objective on management of adverse effects. <p>Usefulness</p> <ul style="list-style-type: none"> Clearly states a general objective for how potential impacts of land use and development within the zones is to be managed (with more specific direction provided through policies). Supports the Council function of controlling the actual and potential effects of activities in open space and recreation zones (a function under s31(1)(b) of the RMA). Useful for plan users in setting an expectation for how adverse effects are to be managed in relation to sites in adjacent zones, which will assist people applying for resource consent for land use and development within the zones and decision makers in considering those applications. <p>Reasonableness</p> <ul style="list-style-type: none"> The objectives would be able to be achieved without creating an unjustifiable cost, noting that there may be some costs associated with meeting achieving the objective if resource consent is required and if a proposed activity may have impacts on sites in adjacent zones. <p>Achievability</p> <ul style="list-style-type: none"> The objective is achievable, noting that this objective may influence the location of some forms of land use and development and may influence the

manner in which the land use and development needs to be carried out, and that this may prevent some forms of land use and development from taking place on some sites.

Alternatives

No general objective for adverse effects

Under this alternative there would be no objective that is specific to how adverse effects are to be managed in relation to sites in adjacent zones.

While this is a valid alternative, the proposed objectives are more appropriate as they set a clear outcome for how effects on sites in adjacent zones should be managed. This is particularly useful for resource consent processes as how to manage effects on sites in adjacent zones is a common question that needs to be answered through those processes.

Objectives that are more accepting of adverse effects in adjacent zones

Under this alternative, the objectives would not seek the management of effects at interfaces with other zones (either all other zones or specific zones), effectively providing for those effects on sites in those adjacent zones. A variation of this alternative would be to include more detail on which effects are to be managed.

This alternative is less appropriate than the recommended objectives given that sites in adjacent zones will often have a significantly different character than that of the open space and recreation zones, which have the potential to provide for community facilities and other activities that can impact the character and amenity values of the surrounding area, including impacts from noise and impacts on privacy.

7.5 SARZ-PREC-O1 Purpose, character and activities of the Hutt Park Accommodation Precinct

Evaluation of Objectives
SARZ-PREC-O1 Purpose, character and activities of the Hutt Park Accommodation Precinct
<p>Relevance</p> <ul style="list-style-type: none"> Addresses the identified resource management issue that this site currently has a significantly different character and expected use from other sites in the Sport and Active Recreation Zone. Acknowledges the positive contribution of visitor accommodation while recognising adverse effects on character, amenity values associated with the Open Space Zone need to be managed. <p>Usefulness</p> <ul style="list-style-type: none"> Clearly states outcomes sought for the visitor accommodation within the Hutt Park Accommodation Precinct. Supports the Council function of controlling the actual and potential effects for the precinct (a function under s31(1)(b) of the RMA). <p>Reasonableness</p> <ul style="list-style-type: none"> Seeks an outcome that is reasonable for people undertaking land use and development within the precinct to meet, noting that this objective is effectively seeking a more enabling outcome within the precinct than what would otherwise apply without the objective. <p>Achievability</p> <ul style="list-style-type: none"> Can be achieved without imposing a significant regulatory burden on people undertaking land use and development within the precinct, noting that the objective seeks an outcome that is currently being achieved within the precinct.
Alternatives
<p>No objective for the Hutt Park Accommodation Precinct</p> <p>Under this alternative, there would be no specific objective for the precinct, effectively relying on the objectives of the underlying zone.</p> <p>This alternative is not recommended as the precinct has a notably different purpose and character than other sites in the Sport and Active Recreation Zone,</p>

and the existing visitor accommodation within the precinct would arguably not be in keeping with the ordinary objectives for the zone.

FINAL DRAFT

7.6 OSZ-PREC1-O1 Purpose, character and activities of the Hutt River Mouth Stabilisation Precinct

Evaluation of Objectives
<p>OSZ-PREC1-O1 Purpose, character and activities of the Hutt River Mouth Stabilisation Precinct</p>
<p>Relevance</p> <ul style="list-style-type: none"> Addresses the identified resource management issue that this site currently has a significantly different character and expected use from other sites in the Open Space Zone. Acknowledges the positive contribution of activities in the site associated with stabilisation of the mouth of the Hutt River. <p>Usefulness</p> <ul style="list-style-type: none"> Clearly states outcomes sought for activities within the precinct, noting that the other objectives for the Open Space Zone would still apply within the precinct, including objectives on the purpose and character of the zone. Supports the Council function of controlling the actual and potential effects for the precinct (a function under s31(1)(b) of the RMA). <p>Reasonableness</p> <ul style="list-style-type: none"> Seeks an outcome that is reasonable for people undertaking land use and development within the precinct to meet, noting that this objective is effectively seeking a more enabling outcome within the precinct than what would otherwise apply without the objective. <p>Achievability</p> <ul style="list-style-type: none"> Can be achieved without imposing a significant regulatory burden on people undertaking land use and development within the precinct, noting that the objective seeks an outcome that is currently being achieved within the precinct.
Alternatives
<p>No objective for the Hutt River Mouth Stabilisation Precinct</p> <p>Under this alternative, there would be no specific objective for the precinct, effectively relying on the objectives of the underlying zone.</p> <p>This alternative is not recommended as the precinct has a notably different purpose and character than other sites in the Open Space Zone in terms of the activities provided for, and the activities anticipated to continue within the</p>

precinct would arguably not be in keeping with the ordinary objectives for the zone.

FINAL DRAFT

8 Evaluation of Policies and Rules

- (112) Policies and rules implement, or give effect to, the objectives of a plan.
- (113) Policies of a district plan are the course of action to achieve or implement the plan's objective (i.e. the path to be followed to achieve a certain, specified, environmental outcome). Rules of a district plan implement the plan's policies, and have the force and effect of a regulation.
- (114) Under s32(1)(b) of the Resource Management Act, an evaluation report required under the Act must examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
- (i) *identifying other reasonably practicable options for achieving the objectives; and*
 - (ii) *assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*
 - (iii) *summarising the reasons for deciding on the provisions.*
- (115) Under s32(2) of the Resource Management Act, the assessment of the efficiency and effectiveness of the provisions must:
- (a) *identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—*
 - (i) *economic growth that are anticipated to be provided or reduced; and*
 - (ii) *employment that are anticipated to be provided or reduced; and*

- (b) *if practicable, quantify the benefits and costs referred to in paragraph (a); and*
- (c) *assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.*

Structure of this evaluation

- (116) This evaluation evaluates the policies and rules for each of the three Open Space and Recreation Zone chapters of the proposed District Plan (the Natural Open Space Zone, Open Space Zone and Sport and Active Recreation Zone).
- (117) An evaluation table has been prepared for each of these chapters, with each evaluation table addressing all the policies and rules for that chapter collective. This is in part because the policies and rules of a chapter often act as a package of provisions that implement one or more zones.
- (118) However, the specific policies and rules for the Hutt Park Accommodation Precinct and Hutt River Mouth Stabilisation Precinct are evaluated in evaluation tables specific to those precincts.
- (119) As a result, the following sections include the following evaluation tables:
 - Section 8.1: Evaluation of policies and rules for the Natural Open Space Zone
 - Section 8.2: Evaluation of policies and rules for the Open Space Zone
 - Section 8.3: Evaluation of policies and rules for the Sport and Active Recreation Zone
 - Section 8.4: Evaluation of specific policies and rules for the Hutt River Mouth Stabilisation Precinct
 - Section 8.5: Evaluation of specific policies and rules for the Hutt Park Visitor Accommodation Precinct

Quantification of benefits and costs

- (120) Under Section 32(2)(b), the benefits and costs assessed should be quantified if practicable.

- (121) Given the wide range of land uses and types of development that are addressed through the Open Space and Recreation Zone chapters, and the significant degree in variation in sites within the zones, quantification of the benefits and costs it is not practicable in relation to this topic. Instead, the following assessments includes qualitative assessments of benefits and costs, with a generally assessment of where additional benefits and costs may lie.

Risk of acting / not acting if information is uncertain or insufficient

- (122) Under Section 32(2)(c) the assessment of efficiency and effectiveness of provisions must include an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.
- (123) For the Open Space and Recreation Zone chapters, there is certain and sufficient information on which to base the proposed policies and rules, noting that the proposed chapters are not substantially different from those of the operative District Plan.

8.1 Evaluation of policies and rules for the Natural Open Space Zone

Evaluation of policies and rules for the Natural Open Space Zone	
OBJECTIVES	
<ul style="list-style-type: none"> NOSZ-O1: Purpose and character of the zone NOSZ-O2: Activities in the zone 	<ul style="list-style-type: none"> NOSZ-O3: Built character NOSZ-O4: Adverse effects
POLICIES	
<ul style="list-style-type: none"> NOSZ-P1: Predominant activities NOSZ-P2: Compatible activities NOSZ-P3: Potentially incompatible activities 	<ul style="list-style-type: none"> NOSZ-P4: Built development NOSZ-P5: Outdoor storage areas, work areas and carparking areas
RULES	
<ul style="list-style-type: none"> NOSZ-R1: Repair and maintenance of buildings and structures NOSZ-R2: Demolition or removal of buildings and structures 	<ul style="list-style-type: none"> NOSZ-R7: Customary activities NOSZ-R8: Park maintenance and repairs NOSZ-R9: Walking and cycling tracks NOSZ-R10: Visitor centres NOSZ-R11: Visitor accommodation NOSZ-R12: Food and beverage activity

<ul style="list-style-type: none"> • NOSZ-R3: Construction of new buildings and structures and alterations and additions to existing buildings and structures • NOSZ-R4: Conservation activities • NOSZ-R5: Recreation activities • NOSZ-R6: Public and community gardens 	<ul style="list-style-type: none"> • NOSZ-R13: Residential activities • NOSZ-R14: Carparking activities • NOSZ-R15: Activities not otherwise provided for • NOSZ-R16: Outdoor storage and work areas • NOSZ-R17: Servicing
<p>Efficiency and effectiveness</p>	
<p>Costs</p>	<p>Benefits</p>
<p>Environmental</p> <ul style="list-style-type: none"> • No direct or indirect environmental costs from the policies and rules of the proposed Natural Open Space Zone chapter have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity, Natural Features and Landscapes and Natural Character chapters). <p>Economic</p> <ul style="list-style-type: none"> • There would be additional economic costs for land use and development where the rules require resource 	<p>Environmental</p> <ul style="list-style-type: none"> • No direct or indirect environmental benefits from the policies and rules of the proposed Natural Open Space Zone chapter have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity, Natural Features and Landscapes and Natural Character chapters). <p>Economic</p> <ul style="list-style-type: none"> • There are some economic benefits through policies and rules that provide for economic activities. In particular, policies NOSZ-P2 (Compatible activities) and rules NOSZ-R11

consent, including costs associated with preparing a resource consent application and costs associated with processing the application.

- Resource consent requirements can have an additional economic cost as they can deter an activity or development from occurring, which can result in a loss of an economic opportunity, including opportunities that create employment.
- However, these costs would likely be minor given the sites within the zone are predominantly public land where commercial activities are uncommon.

Social

- There is the potential for social impacts where the proposed chapter imposes resource consent requirements for recreation activities and activities that support recreation. This includes recreation activities that breaches the standards of NOSZ-R5 (standards relating to motorised recreation and hours of operation), visitor centres (NOSZ-R10), food and beverage activities (NOSZ-R12) and other commercial activities (NOSZ-R15).
- Land use and development provided for within the zone may have an impact on the amenity values for some

(Visitor accommodation) and NOSZ-R12 (Food and beverage activity). However, as sites within the Natural Open Space are predominantly managed by Hutt City Council, Greater Wellington Regional Council and the Department of Conservation, these activities are likely to be controlled further by the management plans of those organisations.

- There are also general economic benefits from the provision of open space areas through the zone, which can increase property values.

Social

- The proposed policies and rules have high social benefits through the provisions that provide for a range of recreation activities as well as other activities that support recreation activities within the zone, such as park maintenance and repair, walking and cycling tracks, visitor centres and visitor accommodations, all of which are permitted.

Cultural

- Rule NOSZ-R7 would specifically provide for customary activities within the Natural Open Space Zone. Other chapters of the proposed District Plan would also contribute to the cultural benefits within the zone (in particular, the Sites and Areas of Significance to Māori, Natural Character,

users of the site and for properties in the surrounding area. This is particularly where the chapter provides for new built development and activities that attract more visitors closer to the boundaries of the sites (although, the proposed policies and rules have been tailored to address the potential impacts on other users of the site and adjoining sites, including through standards on built development, standards on hours of operation, and resource consent requirements for activities of a more commercial nature).

Cultural

- No cultural costs have been identified, noting that other chapters of the proposed District Plan are potentially more relevant in this regard. In particular, the Sites and Areas of Significance to Māori, Natural Character, Ecosystems and Indigenous Biodiversity and Earthworks chapters.

Ecosystems and Indigenous Biodiversity and Earthworks chapters).

Effectiveness and efficiency summary

The proposed provisions are the most effective method of meeting the objectives for the Natural Open Space Zone. They provide for land use and development that meets the purpose and character set by the objectives, and also implement the objectives in terms of the range of activities for the zone, built development for the zone, and the overall management of adverse effects, particularly with regard to the interface with other zones.

The policies and rules are effective at providing for the social benefits derived from recreation activities and conservation that can only be provided for by natural, open space areas, as well as other activities that support recreation activities and conservation, including visitor accommodation, visitor centres, walking and cycling tracks and food and beverage activities. This does come at a cost, with their being constraints on economic benefits through constraints on activities of a more commercial nature. However, this is part of a trade-off with ensuring these areas have the natural character sought by NOSZ-01.

The proposed policies and rules are efficient in achieving the proposed chapter by enabling activities that are most likely to occur within the zone and that ensure the proposed objectives can be met through permitted activity rules. Where resource consent is required, the proposed policies set clear direction on how the objectives are to be achieved.

Other reasonably practicable options for achieving the objective

More enabling provisions for a wider range of activities

Under this alternative, the policies and rules would be more enabling of a wider range of activities. Examples of activities that could benefit from more enabling provisions (including permitted activity rules) include motorised recreation and activities of a more commercial nature (such as retail activities). This alternative would also relax the standards for built development within the zone, enabling greater level of built development, including development closer to site boundaries.

While this alternative would have the added benefits, including added social benefits for people who enjoy added recreation activities enabled and economic benefits for people undertaking commercial activities, this would potentially be at the expense of the natural character values of the zone and amenity values for people undertaking other recreation activities within the zone or amenity values for sites in the surrounding area.

Given the potential impacts on natural character values and amenity values from this alternative, the proposed provisions are more appropriate at achieving the objective, noting that the resource consent pathway is still available for these other activities (which enables the impacts to be assessed on a case-by-case basis).

More restrictive provisions for activities other than recreation and conservation activities

Under this alternative, the proposed provisions would either require resource consent for all activities other than recreation and conservation activities or would apply more restrictive requirements through standards and policies.

While this alternative may be more effective at achieving the objective for the zone with regard to natural, ecological and landscape values and opportunities for conservation and recreation activities (NOSZ-01), it may be less effective and providing for activities that support conservation and recreation activities, such as visitor centres, visitor accommodation and food and beverage activities. This alternative would also be less efficient at providing for these activities as provision of these activities may incur added consenting costs (or other costs associated with meeting the additional requirements that would be imposed) for activities that may have only minimal impacts.

The proposed provisions are more appropriate as they provide for these added activities (activities that support the recreation and conservation activities within the zone, and often with minimal impact) while still managing their effects through policies and rules on the range of other activities provided for and standards on built development and hours of operation.

8.2 Evaluation of policies and rules for the Open Space Zone

Evaluation of policies and rules for the Open Space Zone	
OBJECTIVES	
<ul style="list-style-type: none"> OSZ-O1: Purpose and character of the zone OSZ-O2: Activities in the zone 	<ul style="list-style-type: none"> OSZ-O3: Built character OSZ-O4: Adverse effects
POLICIES	
<ul style="list-style-type: none"> OSZ-P1: Predominant activities OSZ-P2: Compatible activities OSZ-P3: Potentially incompatible activities 	<ul style="list-style-type: none"> OSZ-P4: Built development OSZ-P5: Outdoor storage areas and carparking areas
RULES	
<ul style="list-style-type: none"> OSZ-R1: Repair and maintenance of buildings and structures OSZ-R2: Demolition or removal of buildings and structures OSZ-R3: Construction of new buildings and structures and alterations and additions to existing buildings and structures OSZ-R4: Recreation activities OSZ-R5: Community facilities 	<ul style="list-style-type: none"> OSZ-R8: Customary activities OSZ-R9: Park maintenance and repairs OSZ-R10: Walking and cycling tracks OSZ-R11: Food and beverage activities OSZ-R12: Carparking activities OSZ-R13: Activities not otherwise provided for OSZ-R14: Outdoor storage and work areas

<ul style="list-style-type: none"> OSZ-R6: Conservation activities OSZ-R7: Public and community gardens OSZ-R15: Servicing 	
Efficiency and effectiveness	
Costs	Benefits
<p>Environmental</p> <ul style="list-style-type: none"> No direct or indirect environmental costs from the policies and rules of the proposed Open Space Zone chapter have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity and Natural Character chapters). <p>Economic</p> <ul style="list-style-type: none"> There would be additional economic costs for land use and development where the rules require resource consent, including costs associated with preparing a resource consent application and costs associated with processing the application. Resource consent requirements can have an additional economic cost as they can deter an activity or 	<p>Environmental</p> <ul style="list-style-type: none"> No direct or indirect environmental benefits from the policies and rules of the proposed Open Space Zone chapter have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity and Natural Character chapters). <p>Economic</p> <ul style="list-style-type: none"> There are minimal economic benefits from the policies and rules of the Open Space Zone chapter. However, the chapter does provide for some economic activities, particularly small-scale food and beverage activities, which are permitted. Other commercial activities may be able to be undertaken within the zone, but resource consent would be required.

development from occurring, which can result in a loss of an economic opportunity, including opportunities that create employment.

- However, economic costs are likely to be minor given the sites within the zone are predominantly public land where activities of a commercial nature are uncommon.

Social

- There is the potential for social impacts where the proposed chapter imposes resource consent requirements for recreation activities and activities that support recreation. This includes recreation activities that breaches the standards for motorised recreation activities, hours of operation and built development.
- Land use and development provided for within the zone may have an impact on the amenity values for some users of the site and for properties in the surrounding area. This is particularly where the chapter provides for new built development and activities that attract more visitors closer to the boundaries of the sites (although, the proposed policies and rules have been tailored to address the potential impacts on other users of the site

- There are also general economic benefits from the provision of open space areas through the zone, which can increase property values.

Social

- The proposed policies and rules have high social benefits through the provisions that provide for a range of recreation activities as well as other activities that support recreation activities within the zone, such as park maintenance and repair, walking and cycling tracks and community facilities.

Cultural

- Rule OSZ-R8 would specifically provide for customary activities within the Open Space Zone. Other chapters of the proposed District Plan would also contribute to the cultural benefits within the zone (in particular, the Sites and Areas of Significance to Māori, Natural Character and Earthworks chapters).

and adjoining sites, including through standards on built development, standards on hours of operation, and resource consent requirements for activities of a more commercial nature).

Cultural

- No cultural costs have been identified, noting that other chapters of the proposed District Plan are potentially more relevant in this regard. In particular, the Sites and Areas of Significance to Māori, Natural Character, Ecosystems and Indigenous Biodiversity and Earthworks chapters.

Effectiveness and efficiency summary

The proposed provisions are the most effective method of meeting the objectives for the Open Space Zone. They provide for land use and development that meets the purpose and character set by the objectives, and also implement the objectives in terms of the range of activities for the zone, built development for the zone, and the overall management of adverse effects, particularly with regard to the interface with other zones.

The policies and rules are effective at providing for the social benefits derived from recreation activities that are suited to being provided for on public land in an open space zone, and are effective at providing for community facilities, that are also suited to this type of location.

However, the approach of requiring resource consent for most activities of a commercial nature (other than small scale food and beverage activities) comes at a cost, particularly economic costs associated with resource consent processes and the loss of economic opportunities. However, this is part of a trade-off with ensuring that areas within the zone continue to meet the objectives of the zone, particularly with regard to its recreation-focussed purpose and character (objective OSZ-01),

predominant activities for the zone (objective OSZ-O2) and management of adverse effects at the interfaces with other zones (objective OSZ-O4).

Other reasonably practicable options for achieving the objective

More enabling provisions for a wider range of activities

Under this alternative, the policies and rules would be more enabling of a wider range of activities. Examples of activities that could benefit from more enabling provisions (including permitted activity rules) include motorised recreation and activities of a more commercial nature (such as retail activities). This alternative would also relax the standards for built development within the zone, enabling greater level of built development, including development closer to site boundaries.

While this alternative would have the added benefits, including added social benefits for people who enjoy added recreation activities enabled and economic benefits for people undertaking commercial activities, this could impact enjoyment of the recreation activities for other users of sites within the zone, as well as the overall amenity values of sites within the zone and amenity values for sites in the surrounding area (including sites in residential zones, the Mixed Use Zone and the Marae Zone).

Given the potential impacts on amenity values for other users of the site and for sites in the surrounding area, the proposed provisions are more effective at achieving the objectives for the zone, noting that the resource consent pathway is still available for these other activities (which enables the impacts to be assessed on a case-by-case basis).

More restrictive provisions for activities other than recreation activities

Under this alternative, the proposed provisions would either require resource consent for all activities other than recreation activities or would apply more restrictive requirements through standards and policies.

While this alternative may be more effective at achieving the objective for the zone with regard to its recreation character and recreation activities as the predominant activity (OSZ-O1 and OSZ-O2), it may be less effective and providing for community facilities (facilities often suited to public land with a park setting) and other activities that support recreation activities and community facilities, such as public and community gardens, food and beverage activities and park repair and maintenance.

This alternative would also be less efficient at providing for these activities as provision of these activities may incur added consenting costs (or other costs associated with meeting the additional requirements that would be imposed) for activities that may have only minimal impacts.

The proposed provisions are more appropriate as they provide for these added activities (community facilities and activities that support community facilities and recreation activities, and often with minimal impact) while still managing their effects through policies and rules on the range of other activities provided for and standards on built development and hours of operation.

FINAL DRAFT

8.3 Evaluation of policies and rules for the Sport and Active Recreation Zone

Evaluation of policies and rules for the Sport and Active Recreation Zone	
OBJECTIVES	
<ul style="list-style-type: none"> SARZ-O1: Purpose and character of the zone SARZ-O2: Activities in the zone 	<ul style="list-style-type: none"> SARZ-O3: Built character SARZ-O4: Adverse effects
POLICIES	
<ul style="list-style-type: none"> SARZ-P1: Predominant activities SARZ-P2: Compatible activities SARZ-P3: Potentially incompatible activities 	<ul style="list-style-type: none"> SARZ-P4: Built development SARZ-P5: Outdoor storage areas and carparking areas
RULES	
<ul style="list-style-type: none"> SARZ-R1: Repair and maintenance of buildings and structures SARZ -R2: Demolition or removal of buildings and structures 	<ul style="list-style-type: none"> SARZ-R8: Customary activities SARZ-R9: Park maintenance and repair SARZ-R10: Walking and cycling tracks SARZ-R11: Food and beverage activities SARZ-R12: Commercial activities not otherwise provided for

<ul style="list-style-type: none"> • SARZ-R3: Construction of new buildings and structures and alterations and additions to existing buildings and structures • SARZ-R4 Recreation activities • SARZ-R5 Community facilities • SARZ-R6: Conservation activities • SARZ-R7: Public and community gardens 	<ul style="list-style-type: none"> • SARZ-R13: Carparking activities • SARZ-R14: Visitor accommodation • SARZ-R15: Activities not otherwise provided for • SARZ-R16: Outdoor storage and work areas • SARZ-R17: Servicing
Efficiency and effectiveness	
Costs	Benefits
<p>Environmental</p> <ul style="list-style-type: none"> • No direct or indirect environmental costs from the policies and rules of the proposed Sport and Active Recreation Zone chapter have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity and Natural Character chapters). <p>Economic</p> <ul style="list-style-type: none"> • There would be additional economic costs for land use and development where the rules require resource 	<p>Environmental</p> <ul style="list-style-type: none"> • No direct or indirect environmental benefits from the policies and rules of the proposed Sport and Active Recreation Zone chapter have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity and Natural Character chapters). <p>Economic</p> <ul style="list-style-type: none"> • There are minimal economic benefits from the policies and rules of the Sport and Active Recreation Zone chapter.

consent, including costs associated with preparing a resource consent application and costs associated with processing the application.

- Resource consent requirements can have an additional economic cost as they can deter an activity or development from occurring, which can result in a loss of an economic opportunity, including opportunities that create employment.
- However, economic costs are likely to be minor as activities that commonly occur on sites within the zone are permitted (sometimes subject to conditions) and sites within the zone are predominantly public land where demand for activities of a commercial nature is low.

Social

- There is the potential for social impacts where the proposed chapter imposes resource consent requirements for recreation activities and activities that support recreation. This includes recreation activities that breaches the standards for motorised recreation activities, hours of operation and built development.

- However, the chapter does provide for some economic activities, particularly small-scale food and beverage activities and commercial activities ancillary to recreation activities (such as sales of tickets and equipment), which are permitted. Other commercial activities may be able to be undertaken within the zone, but resource consent would be required.
- There are also general economic benefits from the provision of parks through the zone, which can increase property values.

Social

- The proposed policies and rules have high social benefits through the provisions that provide for a range of recreation activities as well as other activities that support recreation activities within the zone, such as park maintenance and repair, walking and cycling tracks and community facilities.

Cultural

- Rule SARZ-R8 would specifically provide for customary activities within the Sport and Active Recreation Zone. Other chapters of the proposed District Plan would also contribute to the cultural benefits within the zone (in particular, the Sites and Areas of Significance to Māori, Natural Character and Earthworks chapters).

- Land use and development provided for within the zone may have an impact on the amenity values for some users of the site and for properties in the surrounding area. This is particularly where the chapter provides for new built development and activities that attract more visitors closer to the boundaries of the sites (although, the proposed policies and rules have been tailored to address the potential impacts on other users of the site and adjoining sites, including through standards on built development, standards on hours of operation, and resource consent requirements for commercial activities that are not ancillary to recreation activities).

Cultural

- No cultural costs have been identified, noting that other chapters of the proposed District Plan are potentially more relevant in this regard. In particular, the Sites and Areas of Significance to Māori, Natural Character, Ecosystems and Indigenous Biodiversity and Earthworks chapters.

Effectiveness and efficiency summary

The proposed provisions are the most effective method of meeting the objectives for the Sport and Active Recreation Zone. They provide for land use and development that meets the purpose and character set by the objectives, and also implement

the objectives in terms of the range of activities for the zone, built development for the zone, and the overall management of adverse effects, particularly with regard to the interface with other zones.

The policies and rules are effective at providing for the social benefits derived from recreation activities, including organised sport, that are suited to being provided for on public land in an open space zone, and are effective at providing for community facilities, that are also suited to this type of location.

However, the approach of requiring resource consent for most activities of a commercial nature (other than small scale food and beverage activities and activities ancillary to recreation) comes at a cost, particularly economic costs associated with resource consent processes and the loss of economic opportunities. However, this is part of a trade-off with ensuring that areas within the zone continue to meet the objectives of the zone, particularly with regard to its recreation-focused purpose and character (objective SARZ-O1), predominant activities for the zone (objective SARZ-O2) and management of adverse effects at the interfaces with other zones (objective SARZ-O4).

Other reasonably practicable options for achieving the objective

More enabling provisions for a wider range of activities

Under this alternative, the policies and rules would be more enabling of a wider range of activities. Examples of activities that could benefit from more enabling provisions (including permitted activity rules) include additional commercial activities that are not ancillary to recreation activities and greater built development, including larger buildings and buildings closer to site boundaries.

While this alternative would have the added economic benefits for people undertaking commercial activities, and potentially added social benefits for activities that can only be provided for through larger buildings, this could impact enjoyment of the recreation activities for other users of sites within the zone, as well as amenity values for sites in the surrounding area (including sites in residential zones, the Mixed Use Zone and the Marae Zone).

Given the potential impacts on amenity values for other users of the site and for sites in the surrounding area, the proposed provisions are more effective at achieving the objectives for the zone, noting that the resource consent pathway is still available for these other activities (which enables the impacts to be assessed on a case-by-case basis).

More restrictive provisions for activities other than recreation activities

Under this alternative, the proposed provisions would either require resource consent for all activities other than recreation activities or would apply more restrictive requirements through standards and policies.

This alternative would be less effective and providing for community facilities (facilities often suited to public land with a park setting) and some activities that support recreation activities and community facilities, such as public and community gardens, food and beverage activities, park repair and maintenance and commercial activities ancillary to recreation activities. This alternative would also be less efficient at providing for these activities as provision of these activities may incur added consenting costs (or other costs associated with meeting the additional requirements that would be imposed) for activities that may have only minimal impacts.

The proposed provisions are more appropriate as they provide for these added activities while still managing their effects through policies and rules on the range of other activities provided for and standards on built development and hours of operation.

8.4 Evaluation of specific policies and rules for the Hutt River Mouth Stabilisation Precinct

Evaluation of policies and rules for the Hutt River Mouth Stabilisation Precinct
<p>OBJECTIVE</p> <ul style="list-style-type: none"> • OSZ-PREC1-OI: Purpose, character and activities of the Hutt River Mouth Stabilisation Precinct
<p>POLICY</p> <ul style="list-style-type: none"> • OSZ-PREC1-P1: Additional enabled activities <p><i>Enable quarrying activities in the Hutt River Mouth Stabilisation Precinct where there is a functional or operational need for the activities to take place within the precinct and adverse effects on the character and amenity values of the adjoining zones and coastal marine area are minimised.</i></p>
<p>RULE</p> <ul style="list-style-type: none"> • OSZ-PREC1-R1: Quarrying activities <p>A discretionary activity rule for quarrying activity where it involves Processing aggregate, Storage of aggregate, Distribution and sale of aggregate, Earthworks ancillary to the quarrying activities and Rehabilitation of the site.</p> <p>If the rule is not met, quarrying activities are a non-complying activity under the ordinary rules for the Open Space Zone (specifically, OSZ-R13: Activities not otherwise provided for).</p>
<p>Efficiency and effectiveness</p>

Costs	Benefits
<p>Environmental</p> <ul style="list-style-type: none"> There is the potential for environmental impacts from quarrying activities in this location, nothing that parts of the site are within coastal and riparian margins. However, the site within the precinct is little natural environmental value, being the site of existing quarrying activities that are provided for through the operative District Plan. <p>Economic</p> <ul style="list-style-type: none"> There would be consenting costs for new quarrying operations (noting that the existing quarrying activities would continue to be authorised through existing use rights, and that the added consenting costs would only be incurred for new quarrying activities outside those existing use rights). <p>Social</p> <ul style="list-style-type: none"> No social costs have been identified. While quarrying activities within the precinct would impact the use of area for recreation activities (activities that are a predominant use for the Open Space Zone) public access to this site is already restricted. The proposed 	<p>Environmental</p> <ul style="list-style-type: none"> No direct environmental benefits. <p>Economic</p> <ul style="list-style-type: none"> The quarrying activities provided for within the precinct are primarily for natural hazard mitigation. The mitigation of natural hazards has an economic benefit by reducing the risk from natural hazards, including for businesses that would otherwise be at greater risk from flooding. This also reduces the risk of natural hazard events that would incur response and recovery costs. <p>Social</p> <ul style="list-style-type: none"> The quarrying activities provided for within the precinct are primarily for natural hazard mitigation. The mitigation of natural hazards has a social benefits through reducing the risk to people and property from natural hazard events. <p>Cultural</p> <ul style="list-style-type: none"> No cultural benefits have been identified.

discretionary activity rule would allow the social impacts of any new quarrying activities to be assessed through the resource consent process.

Cultural

- Te Whanganui a Tara (Wellington Harbour) and Te Awa Kairangi (Hutt River) and their margins are areas of significance for Māori. Quarrying activities within areas of significance to Māori can have impacts on the cultural values of those areas. For this precinct, the site areas are already heavily developed, and there are existing quarrying activities at the site. The proposed discretionary activity rule would allow the social impacts of any new quarrying activities to be assessed through the resource consent process

Effectiveness and efficiency summary

The proposed provisions are the most effective method of meeting the objectives for the Hutt River Mouth Stabilisation Precinct. They provide set a policy and rule framework that provide a consenting pathway for new quarrying activities within the precinct, where these activities would otherwise have a more challenging pathway (as a non-complying activity with no supporting policies). The approach of providing a consenting pathway for quarrying activities is in recognition that quarrying activities in this location support mitigation of natural hazard risk and that the site is already heavily developed with existing quarrying activities.

The policy and rule strike a balance between being effective at providing for natural hazard mitigation with managing the potential effects of new quarrying activities. While a more enabling policy and rule framework would be more efficient (as

fewer resources would be required for their application) this would potentially enable greater effects on the environment, including effects on values of areas of significance to Māori.

Other reasonably practicable options for achieving the objective

No specific policies or rules for quarrying activities within the Hutt River Mouth Stabilisation Precinct

Under this alternative, there would be no specific policies or rules for quarrying activities within the precinct, effectively resulting in quarrying activities being regulated through the ordinary policies and rules for the Open Space Zone. As a result, quarrying activities would be a non-complying activity under this alternative, with no supporting policies.

This alternative is not recommended as it would potentially constrain future quarrying activities at the site, activities that are necessary for natural hazard mitigation. While the existing quarrying activities are not impacted by new rules of the proposed District Plan (as they are authorised through existing use rights) new quarrying activities that are not authorised under existing use rights would need to obtain a resource consent. A discretionary activity rule (the proposed approach) provides a consenting pathway that enables a case to be made for new quarrying activities while enabling the effects of those activities to be assessed through the consenting processing.

A permitted activity rule for quarrying activities within the Hutt River Mouth Stabilisation Precinct

Under this alternative, quarrying activities within the precinct would be permitted. The main reason for adopting this alternative would be that it provides for the benefits of the quarrying activities for natural hazard mitigation with the minimal amount of economic costs.

However, this alternative is not recommended as it would permit activities that could have substantial environmental impacts as well as impacts on areas of significance to Māori (Te Whanganui a Tara, Te Awa Kairangi and their margins). While it may be more effective and efficient at mitigating natural hazard risk, it would be less effective at managing the impacts of the quarrying activities.

8.5 Evaluation of specific policies and rules for the Hutt Park Visitor Accommodation Precinct

Evaluation of policies and rules for the Hutt Park Visitor Accommodation Precinct
<p>OBJECTIVE</p> <ul style="list-style-type: none">• SARZ-PREC1-O1: Purpose, character and activities of the Hutt Park Accommodation Precinct <i>The Hutt Park Accommodation Precinct provides for visitor accommodation at a specific location in the Sport and Active Recreation Zone, as well as ancillary activities that support the visitor accommodation. Visitor accommodation in the precinct is of a low density, with low site coverage, provision of open space, and landscaping and planting at the site boundary.</i>
<p>POLICY</p> <ul style="list-style-type: none">• SARZ-PREC1-P1: Additional enabled activities <i>Enable visitor accommodation and activities that support the provision of visitor accommodation in the Hutt Park Accommodation Precinct.</i>
<p>RULES</p> <ul style="list-style-type: none">• SARZ-PREC1-R1: Visitor accommodation Permits visitor accommodation within the precinct• SARZ-PREC1-R2: Residential activities

Permits a single residential unit on the site where it is ancillary to the provision of visitor accommodation. Otherwise, residential activities are non-complying activities within the precinct.

- **SARZ-PREC1-R3: Carparking areas**

Permits carparking activities where they are ancillary to visitor accommodation, recreation activities or community facilities on the site. Otherwise, carparking activities are non-complying activities within the precinct.

Efficiency and effectiveness

Costs

Environmental

- No direct or indirect environmental costs from the specific policy and rules for the precinct have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity and Natural Character chapters).

Economic

- No additional economic costs have been identified for the specific policy and rules for the precinct, noting that the policy and rules are more enabling of specific land use activities relating to visitor accommodation

Benefits

Environmental

- No direct or indirect environmental benefits from the specific policy and rules of the precinct have been identified, noting that the aspects of land use and development that would be more likely to have environmental costs and benefits are addressed through other chapters (in particular, the Earthworks, Ecosystems and Indigenous Biodiversity and Natural Character chapters).

Economic

- There economics benefits of the precinct-specific policy and rules are those associated with providing for visitor accommodation at the site, and business and employment opportunities associated with it.

than the ordinary policies and rules for Sport and Active Recreation Zone.

Social

- No social costs have been identified. Ordinarily the use of a site within the Sport and Active Recreation Zone for visitor accommodation may be seen as a social cost as it could prevent recreation activities from taking place at the site. However, for the site within the precinct, this site has a long history of being used for visitor accommodation, and is the site of existing visitor accommodation. As a result, providing for visitor accommodation with the precinct does not reduce recreation opportunities.

Cultural

- No cultural costs have been identified, noting that other chapters of the proposed District Plan are potentially more relevant in this regard. In particular, the Sites and Areas of Significance to Māori, Natural Character, Ecosystems and Indigenous Biodiversity and Earthworks chapters.

- A permissive activity status also has an economic benefit, although this benefit is minimal.
- In general, providing for visitor accommodation supports the Lower Hutt economy by providing places to stay for tourists and other people visiting the city.

Social

- The social benefits of the precinct-specific policy and rules for visitor accommodation are the benefits for people who stay at the visitor accommodation.

Cultural

- No cultural benefits have been identified for the precinct-specific policy and rules.

Effectiveness and efficiency summary

The proposed provisions are the most effective method of meeting the objective for the Hutt Park Visitor Accommodation Precinct. They provide set a policy and rule framework that ensure that visitor accommodation and associated activities

continue to be provided for within the precinct, including as a permitted activity. The approach of permitting visitor accommodation, associated carparking and an associated residential unit is a highly efficient approach as it ensures they are provided for in a way that does not incur consenting costs.

Other reasonably practicable options for achieving the objective

No specific policies or rules for visitor accommodation within the Hutt Park Visitor Accommodation Precinct

Under this alternative, there would be no specific policies or rules for visitor accommodation within the precinct, effectively relying on the ordinary policies and rules for the Sport and Active Recreation Zone. This would result in visitor accommodation requiring resource consent as a discretionary activity, and ancillary carparking and residential units requiring resource consent as non-complying activities.

This alternative is not recommended as it would not be as effective at achieving the objective for the precinct (which seeks to enable visitor accommodation within the precinct) and would not be as efficient at implementing the objective given the costs that would be incurred through the resource consent process.