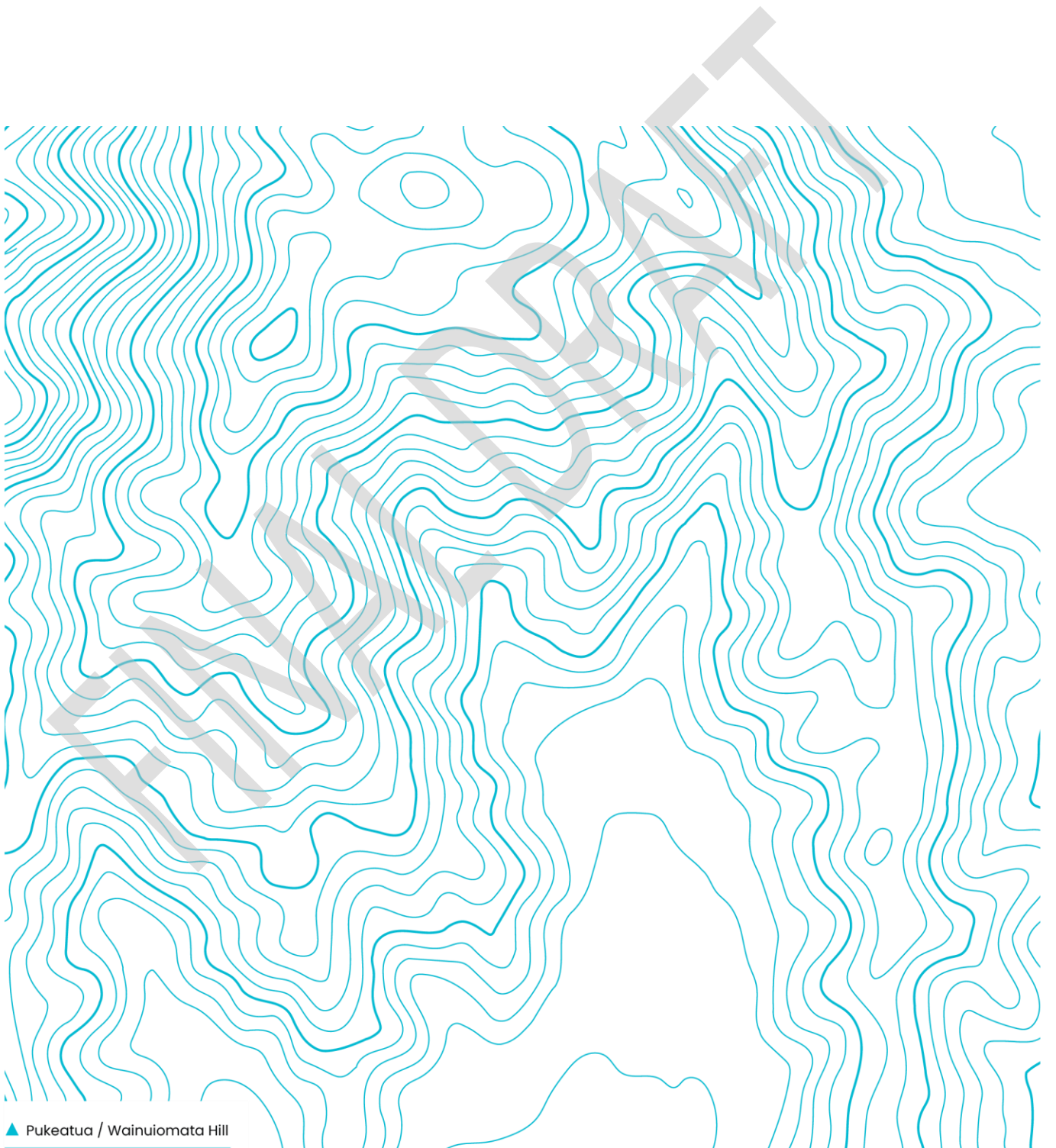


Section 32 Evaluation RESIDENTIAL ZONES



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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 the Residential Zones.
- (2) This report is a record of the review with regard to the three Residential Zone chapters, and includes an evaluation of objectives and provisions for the proposed District Plan to address the Residential 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 District Plan and should be read alongside the General report for matters common to all Plan topics.

Residential zones of Lower Hutt

- (4) The residential areas of Lower Hutt include areas in the Hutt Valley floor suburbs in the western hills (with smaller residential areas in the eastern hills), Stokes Valley, Wainuiomata and the Eastern Bays.
- (5) Residential Zones predominantly provide for residential activities with a mix of building types and other compatible activities, which are essential for Lower Hutt residents to provide for their health, social, economic, and cultural wellbeing.
- (6) Residential zones are characterised by their dominant use as a residential area, which results in:
 - A degree of consistency in the density, size, and scale of buildings with a reasonable amount of private open space
 - An adequate ratio of private to public open space and accessibility to such open space
 - Attractive and safe streetscapes
 - An adequate degree of privacy; access to sunlight; low levels of noise, vibration, odour, and dust
 - A safe and functional road network for traffic and pedestrians.

- (7) However, the built environment and amenity changes over time to meet the changing needs of the community. More intensive forms of residential development require good design to ensure positive residential character and amenity outcomes are achieved.
- (8) The operative Medium and High Density Residential Activity Areas were amended and introduced respectively under Plan Change 56 (PC56) in 2023 to give effect to new requirements that were introduced to the RMA through the *Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021* (the Housing Supply Act). Because of this, proposed changes in the High and Medium Density Residential Zone chapters of the proposed District Plan are generally limited to align the chapters with the National Planning Standards, streamline and rationalise objectives and policies, and adjustments to activity rules.
- (9) The proposed Large Lot Residential Zone effectively replaces the Hill Residential and Landscape Protection Residential Activity Areas of the operative District Plan (residential zones that apply to residential areas that typically contain relatively steep slopes, high levels of vegetation coverage, and often have infrastructure constraints) although the exact area of the proposed zone differs to that of the operative District Plan.
- (10) The evaluation in this section 32 report demonstrates that the proposed provisions are the most appropriate option as:
- The objectives and policies provide direction and certainty to plan users on the outcomes expected for the residential zones and precincts
 - The provisions provide for the efficient and effective use and development of residential areas to create a well-functioning urban and residential environment, while enabling people to provide for their health, safety, wellbeing, and social, economic, and cultural needs.
 - Rules provide certainty to the community about the type and scale of activities that can occur as permitted activities and requiring certain standards to be met.

- Activities requiring resource consent are limited to those that breach the permitted activity standards and/or have potential for adverse effects on the environment, which enables a case-by-case assessment.
- The objectives and policies give effect to the National Planning Standards and higher order direction including the National Policy Statement for Urban Development and the MDRS.

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3 Statutory and Policy Context

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

3.1 Resource Management Act 1991

- (12) An evaluation is required of how the proposed Residential Zone chapters achieve the purpose and principles in Part 2 of the RMA, including consideration of Sections 5 to 8.

3.1.1 Section 5 – Purpose and Principles

- (13) The purpose of the RMA is set out in Section 5. The purpose is to promote the sustainable management of natural and physical resources.

- (14) 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

- (15) 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 the Residential Zones are:

Section	Relevant Matter
Section 6(a)	<p><i>“the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development”</i></p> <p>Some areas of the Residential Zones are located in the coastal environment. Appropriate management of the Residential Zones is therefore required to give effect to this matter.</p> <p>Natural character in the coastal environment, wetlands, lakes, rivers, and their margins is managed by the Coastal Environment, Natural Character, and Activities on the Surface of Water chapters.</p>
Section 6(d)	<p><i>“the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers”</i></p> <p>Parts of the Residential Zones border rivers, streams, and the coastal marine area throughout Lower Hutt. Public access is managed by the Public Access chapter.</p>
Section 6(e)	<p><i>“the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga”</i></p> <p>Provision for papakāinga in the Residential Zones enables Māori to live on ancestral land in a way that reflects the culture and traditions. Provision for papakāinga is enabled by the Papakāinga chapter and through rules in relevant zones, including residential zones. In addition to this, appropriate management of sites and areas of significance to Māori (including wāhi tapu) is required within residential areas</p>

	throughout Lower Hutt. Sites and areas of significance to Māori are managed by the provisions of the Sites and Areas of Significance to Māori chapter.
Section 6(f)	<p><i>“the protection of historic heritage from inappropriate subdivision, use, and development”</i></p> <p>Places and areas in Lower Hutt have unique and significant historic heritage values that should be protected from inappropriate subdivision, use, and development. Heritage values are managed by the Historical Heritage chapter.</p>
Section 6(h)	<p><i>“the management of significant risks from natural hazards”</i></p> <p>Parts of the Residential Zoned land in Lower Hutt are potentially affected by significant risks from natural hazards. Appropriate management of residential land is therefore required to give effect to this matter. Natural hazards are managed by the Natural Hazards and Coastal Environment chapters.</p>

3.1.3 Section 7 – Other Matters

- (16) 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 the Residential Zones are:

Section	Relevant Matter
Section 7(a)	<p><i>“kaitiakitanga”</i></p> <p>Provision for papakāinga in the Residential Zones enables Māori to exercise kaitiakitanga over their natural and physical resources through the use and development of papakāinga. Provision for papakāinga is enabled by the Papakāinga chapter, with rules in relevant zone chapters, including residential zone chapters.</p>

Section 7(b)	<p><i>“the efficient use and development of natural and physical resources”</i></p> <p>Residential areas, particularly housing, are a significant physical resource for the community. These areas also contain activities that support the health and wellbeing of the community, such as schools and medical centres.</p>
Section 7(ba)	<p><i>“the efficiency of the end use of energy”</i></p> <p>Development patterns and built form in the Residential Zones can influence the efficiency of the end use of energy.</p>
Section 7(c)	<p><i>“the maintenance and enhancement of amenity values”</i></p> <p>Residential areas contain character and amenity values that are valued by the community, creating environments where people want to live.</p>
Section 7(d)	<p><i>“maintenance and enhancement of the quality of the environment”</i></p> <p>Residential areas contain environmental qualities that are valued by the community, creating places where people want to live.</p>
Section 7(g)	<p><i>“any finite characteristics of natural and physical resources”</i></p> <p>Residential areas of the city are constrained by the availability of the land, which is influenced by environmental constraints including the surrounding hills, which contain natural character, biodiversity, vegetation, and soil values, which should be protected.</p>
Section 7(i)	<p><i>“the effects of climate change”</i></p> <p>Subdivision, use, and development in the Residential Zones needs to be resilient to the effects of climate change, including the impacts of sea level rise, increased frequency and severity of rainfall events, and impacts on the supply of drinking water.</p>

3.1.4 Section 8 – Treaty of Waitangi

- (17) 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.
- (18) 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.
- (19) 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 residential zones.
- (20) 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

- (21) Section 75(3)(a) of the RMA requires district plans to give effect to any national policy statement.
- (22) The national policy statement directly relevant for the Residential Zones is the National Policy Statement on Urban Development 2020 (NPS-UD).
- (23) The relevant objectives and policies of this national policy statement are outlined in full in Attachment 1. At a high level, the NPS-UD aims to support well-functioning urban environments to provide for current and future community wellbeing. Hutt City Council is within the Wellington "Tier 1" urban environment.

3.3 New Zealand Coastal Policy Statement

- (24) Section 75(3)(b) of the RMA requires district plans to give effect to any national policy statement.
- (25) 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.
- (26) While the Residential Zone chapters do not contain any specific provisions for activities in the Coastal Environment, areas of the Residential Zones are located within the Coastal Environment.
- (27) The NZCPS has objectives and policies which aim to protect and preserve the coastal environment while providing for appropriate activities, including providing for population growth, managing change to the built environment, and encouraging consolidation of coastal settlements and urban areas where this will avoid or mitigate sporadic urban growth or sprawl. Additionally, the NZCPS policies seek to manage coastal hazard risk by locating new development away from hazard prone areas.

3.4 Medium Density Residential Standards

- (28) The Medium Density Residential Standards (MDRS) are a set of requirements, conditions, and permissions set out under Schedule 3A to the RMA that must be applied to relevant residential zones, which include the High Density, Medium Density, Low Density, and General Residential Zones.
- (29) The MDRS requires these zones to incorporate a set of objectives, policies, and standards (including density, development, and performance standards) in the zones. The MDRS also includes requirements for subdivisions and notification of resource consent applications.
- (30) Territorial authorities can modify the MDRS requirements to be more enabling of development by either omitting a standard or including more lenient rules that regulate the same effect as a standard.

- (31) Territorial authorities may make the MDRS less enabling of development in relation to an area within a relevant residential zone to address a 'qualifying matter' listed in the RMA, but only to the extent necessary to accommodate the qualifying matter.
- (32) The operative District Plan was amended through Plan Change 56 in 2023 to incorporate the MDRS and give effect to Policies 3 and 4 of the NPS-UD. Further detail is provided on this in section 4 of this report.

3.5 National environmental standards

- (33) There are no national environmental standards which are directly relevant to the residential zone chapters.

3.6 National Planning Standards

- (34) Section 75(3)(ba) requires district plans to give effect to national planning standards.
- (35) The relevant aspects of the national planning standards to the residential zones are outlined in full in Attachment 3.

3.7 Regional Policy Statement for the Wellington Region

- (36) Section 75(3)(c) of the RMA requires district plans to give effect to regional policy statements. Section 74(2)(a)(i) of the RMA requires Council to have regard to any proposed regional policy statement when preparing its district plan.
- (37) 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.

(38) Proposed RPS Change 1 was notified in August 2022. It seeks to enable urban development and infrastructure in appropriate locations, implement objectives regarding Te Mana o Te Wai and freshwater, respond to climate change, and strengthen provisions indigenous ecosystems and biodiversity. While Greater Wellington Regional Council has notified its decisions on Proposed RPS Change 1, these decisions have been appealed.

(39) The relevant objectives and policies of the RPS for the Residential Zones are set out below. In addition, the proposed changes to the RPS are included in the below table (changes are explained, or where applicable, proposed additions have been underlined and proposed deletions ~~struckthrough~~):

Reference	Comment
Objective 22 Regional form, design, and function	<p>Objective 22 is aimed at compact, well-designed, and sustainable regional form that has an integrated, safe, and responsive transport network, and the following relevant matters:</p> <p>...</p> <ul style="list-style-type: none"> b. an increased range and diversity of activities in and around the regionally significant centres to maintain vibrancy and vitality c. sufficient industrial-based employment locations or capacity to meet the region’s needs <p>...</p> <ul style="list-style-type: none"> e. urban development in existing urban areas, or where beyond urban areas, development that reinforces the region’s existing urban form <p>...</p>

	<p>g. A range of housing (including affordable housing)</p> <p>h. Integrated public open spaces</p> <p style="padding-left: 40px;">i. integrated land use and transportation</p> <p>'''</p> <p style="padding-left: 40px;">k. efficiently use existing infrastructure (including transport network infrastructure)</p> <p style="padding-left: 40px;">l. essential social services to meet the region's needs.</p> <p>The changes to Objective 22 under Proposed Plan Change 1 shift the objective's focus to enabling urban development where it achieves well-functioning urban environment principles, such as:</p> <p style="padding-left: 40px;">a. Being compact and well-designed</p> <p style="padding-left: 40px;">b. Providing sufficient development capacity to meet current and future needs</p> <p style="padding-left: 40px;">c. Improving overall health, well-being, and quality of life</p> <p style="padding-left: 40px;">d. Prioritising protection and enhancement of freshwater</p> <p style="padding-left: 40px;">e. Achieving RPS objectives relating to natural environment values</p> <p style="padding-left: 40px;">f. Supporting the transition to low-emission and climate resilient transport</p> <p style="padding-left: 40px;">g. Providing a variety of homes that meet the needs, in terms of type, price, and location of different households</p> <p style="padding-left: 40px;">h. Enabling Māori to express their cultural and traditional norms</p> <p style="padding-left: 40px;">i. Supporting improvements in housing affordability and intensification</p>
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	<ul style="list-style-type: none"> j. Providing for appropriately located commercial and industrial development k. Providing for multi-modal transport connectivity. <p>The Residential Zones play a key role in creating well-functioning urban environments consistent with the principles set out in the above objective.</p>
<p>Policy 30</p> <p>Regional form, design, and function</p> <p>(Amended under PC1)</p>	<p>Policy 30 requires district plans to include policies and rules that enable and manage a range of land use activities that maintain and enhance the viability and vibrancy of regionally <u>and locally</u> significant centres. Lower Hutt is listed as a regionally significant centre, and Petone as a locally significant centre under this policy.</p> <p>Residential Zones support the viability and vibrancy of centres by concentrating residential development near centres, encouraging people to live, work, and play locally and support activity within adjacent centres.</p>
<p>Policy 31</p> <p>Regional form, design, and function</p> <p>(Amended under PC1)</p>	<p>Policy 31 requires district plans to:</p> <ul style="list-style-type: none"> a. Identify centres suitable for higher density development a. Identify locations with good access to the strategic public transport network, suitable for higher density development b. Include policies, rules, and methods to encourage higher density development <u>enable a range of building heights and densities.</u> <p>Similar to Policy 3 of the NPS-UD, areas of the Residential Zones near centres with high accessibility are suitable for taller and higher density residential</p>

	development, and the Residential Zone chapters must provide for this.
<u>Policy UD.1</u> (Proposed under PC1)	<p>Policy UD.1 introduced as part of Proposed Change 1 requires district plans to provide for the occupation, use, development, and ongoing relationship of mana whenua / tangata whenua with their ancestral lands.</p> <p>The primary tool to give effect to this policy in the Residential Zones is by enabling papakāinga provisions, which are contained within a separate Papakāinga chapter.</p>
<u>Policy UD.2</u> (Proposed under PC1)	<p>Policy UD.2 introduced as part of Proposed Change 1 requires district plans to enable Māori cultural and traditional norms.</p> <p>As above, primary tool to give effect to this policy in the Residential Zones is by enabling papakāinga provisions, which are contained within a separate Papakāinga chapter.</p>
<u>Policy FW.3</u> (Proposed under PC1)	<p>Policy FW.3 introduced as part of Proposed Change 1 requires district plans to manage the effects of urban development on freshwater and the coastal marine area.</p> <p>In relation to the Residential Zones, stormwater runoff is the main way that development has an effect on freshwater and the coastal marine area. Effective stormwater management is necessary to give effect to this policy. Stormwater is managed by the Three Waters chapter.</p>
<u>Policy CC.4</u>	Policy CC.4 introduced as part of Proposed Change 1 requires nature-based solutions for climate change

<p><u>(Proposed under PC1)</u></p>	<p>mitigation and adaption to improve resilience of people, biodiversity, and the natural environment.</p> <p>Residential development can be made more resilient to climate change risks by controlling factors such as permeable surfaces, managing stormwater runoff and flooding, and location in relation to natural hazard risk areas.</p>
<p><u>Policy CC.14</u> <u>(Proposed under PC1)</u></p>	<p>Policy CC.14 introduced as part of Proposed Change 1 requires district plans to enable and encourage climate-resilient urban environments.</p> <p>As above, residential development can be made more resilient to climate change risks by controlling factors such as permeable surfaces, managing stormwater runoff and flooding, and location in relation to natural hazard risk areas.</p>
<p>Policy 42 Regional form, design, and function <u>(Amended under PC1)</u></p>	<p>Policy 42 has been amended as part of Proposed Change 1, and now requires district plans to support well-functioning urban environments and a reduction in transport-related greenhouse gas emissions.</p> <p>The spatial distribution of residential areas affects how a population is distributed across a city. Coupled with the availability of different transportation modes and access to amenities (for living and work), the Residential Zones can influence the impacts of urban form and development on greenhouse gas emissions.</p>
<p>Policy 54</p>	<p>Policy 54 requires district plans to have particular regard to achieving the region’s urban design principles. The principles are set out in Appendix 2 to the RPS and include: context, character, choice,</p>

Regional form, design, and function	<p>connections, creativity, custodianship, and collaboration.</p> <p>Linked to Objective 22, Residential Zones play a key role in creating well-functioning urban environments, which feature these seven principles.</p>
Policy 57 Regional form, design, and function	<p>Policy 57 lists matters that need to be given particular regard when considering proposals in terms of their effect on land transport outcomes. It requires consideration of the Wellington Regional Land Transport Strategy and lists several criteria. Key for residential activities include:</p> <ul style="list-style-type: none"> a. Whether any traffic generated can be accommodated within the existing transport network, including efficiency, reliability, and safety. b. Connectivity with key centres of employment activity or retail activity, open spaces, or recreational areas. c. Whether there is good access to the strategic public transport network. <p>The spatial distribution of residential development and availability of different transport modes to residents needs to be considered for the Residential Zones.</p> <p>Council has worked with Waka Kotahi / NZTA and the Wellington Regional Council in its role as public transport operator, and infrastructure providers to inform the application of the NPS-UD's principles.</p>
Policy 58	<p>Policy 58 requires that particular regard is given to whether proposed development is located to make</p>

<p>Regional form, design, and function</p>	<p>efficient use of existing infrastructure capacity when considering proposals, including district plan reviews.</p> <p>The Residential Zones have the highest densities enabled where service availability is highest (in terms of proximity to living and working amenities, different transport modes, and three waters services). Residential densities are lower where these services are more constrained.</p>
<p>Policy 67 Regional form, design, and function</p>	<p>Policy 67 has been amended as part of Proposed Change 1, and now requires district plans to establish and maintain the qualities and characteristics of well-functioning urban environments.</p> <p>As above, Residential Zones play a key part in creating and maintaining a well-functioning urban environment, as set out in the objectives and policies of the NPS-UD, and Objective 22 and Policy 54 of the Wellington RPS.</p>
<p>Objective 1 Air quality</p>	<p>Objective 1 is aimed at ensuring the discharge of odour, smoke and dust do not adversely affect amenity values and people’s wellbeing.</p> <p>Managing reverse sensitivity effects from industrial land uses will be important where the Residential Zones have an interface with the Industrial Zones.</p>
<p>Policy 1 Air quality</p>	<p>Policy 1 requires district plans to include policies and rules that discourage new sensitive activities from locating near activities that emit odour, smoke or dust which can affect the health of people and reduce amenity values, and conversely to discourage activities that emit odour, smoke, or dust from locating near sensitive activities.</p>

	As above, managing reverse sensitivity effects from industrial land uses will be important where the Residential Zones have an interface with the Industrial Zones.
Objective 9 Energy	Objective 9 is aimed at improving the efficiency of the end use of energy, diversify the type and scale and maximise the use of renewable energy resources. It also seeks a reduction in the dependency on fossil fuels and greenhouse gas emissions from transportation. As above, the spatial distribution of residential areas, availability of transportation modes, access to amenities (for living and work), and energy sources and consumption, result in the potential for Residential Zones to have significant effects on greenhouse gas emissions.

3.8 Operative regional plan

(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) The following objectives, policies and rules of the operative regional plan are relevant to the Residential Zones insofar as managing effects at the zone boundaries where they adjoin natural features and values, managing the effects of residential development and intensification on those values, and recognising and providing for kaitiakitanga and Māori relationships with ancestral land, water, sites, waahi tapu, and other taonga:

Provision	Comment
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Objective O1	This objective requires that there is an integrated approach to the management of air, land, freshwater bodies, and the coastal marine area resources.
Objective O17	This objective is aimed at preserving and protecting the natural character of the coastal marine area, natural wetlands, rivers, lakes, and their margins.
Objective O44	This objective seeks that the adverse effects of land use activities on soil and water are minimised.
Objective O48	This objective seeks stormwater discharges from stormwater networks and urban land use to be improved over time in terms of quality and quantity.
Chapter 3 Objectives	<p>3.1 Ki uta ki tai: mountains to the sea</p> <p>3.2 Beneficial use and development</p> <p>3.3 Māori relationships</p> <p>3.7 Sites with significant values</p> <p>3.10 Land use</p> <p>3.11 Discharges to land and water</p>
Chapter 4 Policies	<p>4.1 Ki uta ki tai and integrated catchment management</p> <p>4.2 Beneficial use and development</p> <p>4.3 Māori relationships</p> <p>4.6 Sites with significant values</p> <p>4.8 Water and land quality</p>

Chapter 5 Rules	Relevant rules include Rules R71 to R76 around on-site domestic wastewater, particularly for development on unserviced land.
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3.8.1 Proposed NRP Change 1

- (42) 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).
- (43) Proposed NRP Change 1 was notified 30 October 2023. This proposed change seeks to manage key activities to control their effects on water quality and ecological health, as well as amendments to rules relating to air quality, beds of lakes and rivers, and new sites with significant biodiversity values.
- (44) Some policies and rules of Proposed RPS Change 1 are relevant to the Residential Zones as they impose standards and/or restrictions on the redevelopment of existing urbanised sites, unplanned greenfield development, new impervious surfaces and stormwater management, and earthworks and sediment runoff.

3.9 Iwi management plans

- (45) 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.
- (46) However, are no iwi management plans have been lodged with Hutt City Councilt.

3.10 Hutt City Council plans, policies, and strategies

- (47) Relevant plans and strategies prepared under other Acts (such as the Local Government Act 2002) must be considered when preparing a District Plan.
- (48) In addition, there are other plans, policies, and strategies of Council that, while not directly prepared under a specific Act, 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.
- (49) The following Council plans, policies and strategies are relevant for the Residential Zones:

Plan/Policy/Strategy	Comment
10 Year Plan 2024-2034	<p>Long term plans are required under the Local Government Act 2002. The purpose of a long term plan is to:</p> <ul style="list-style-type: none"> a. Describe the activities of the local authority. b. Describe the community outcomes of the local authority's district or region. c. Provide integrated decision-making and co-ordination of the resources of the local authority. d. Provide a long-term focus for the decisions and activities of the local authority . e. Provide a basis for accountability of the local authority to the community. <p>The 10 Year Plan sets out Council's planned investments to provide infrastructure and</p>

	public facilities to support growth in population, housing, and economic activity.
Development and Financial Contributions Policy 2024-2034	A policy on development contributions and financial contributions is required under the Local Government Act. The Financial Contributions chapter gives effect to this policy.
Infrastructure Strategy 2024-2034	Infrastructure strategies are required as part of long term plans under the Local Government Act. This strategy is an important input into the Long Term Plan's decisions on infrastructure spending and provision.
Urban Growth Strategy 2012	This strategy sets out Lower Hutt's goals to support population growth with housing and economic development. However, as it pre-dates the requirements of the NPS-UD, much of the direction of the strategy has been superseded.
Integrated Transport Strategy 2022	Guides Council's approach to the integration of land use and transport planning and integration of transport planning with other agencies.
Central City Transformation Plan 2019	Sets out Council's goals for development and urban design in the central city.
Petone 2040	Petone 2040 is a long-term strategy for Petone, Moera and Korokoro.

<p>The Lower Hutt Climate Action Pathway Te Ara Whakamua o Te Awa Kairangi ki Tai 'Ka whai te tai, ka pao te tōrea! Our race against time'</p>	<p>Sets out a pathway for the city to achieve zero emissions target. This includes where future effort should be targeted, to reduce transport, energy and waste emissions.</p> <p>Of particular relevance to the residential zones are the actions relating to future city design and transport, including reducing car use.</p>
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3.11 District plans of adjacent territorial authorities

- (50) 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.
- (51) The following territorial authorities are adjacent to Lower Hutt or also form part of the Wellington urban area:
- Kāpiti Coast,
 - Porirua,
 - Upper Hutt,
 - Wellington, and
 - South Wairarapa.
- (52) No residential areas (or areas proposed to be include in Residential Zones under the proposed District Plan) are adjacent to these territorial authorities. In addition, there are no cross boundary issues for the proposed District Plan in relation to the adjacent territorial authorities.
- (53) Given these consideration, there is little need to be consistent with the plans or proposed plans of adjacent territorial authorities (other than that it may be convenient for people involved in land use and development in other parts of the region).

3.12 Other statutory and non-statutory plans, policies, strategies, and guidance

- (54) In addition to Hutt City Council's plans, policies, and strategies (discussed above), there are regional and national plans, policies, and strategies that, while not mandatory considerations for the District Plan Review, should still be considered as they form part of the management regime for natural

and physical resources in the district, and considering these documents can aid integrated management.

(55) The most significant policy that has informed the proposed District Plan is the Wairarapa-Wellington-Horowhenua Future Development Strategy (the FDS)

(56) The FDS is a spatial plan, developed by local government, central government, and iwi partners in the Wellington region and Horowhenua region to provide councils and iwi in the region with an agreed regional direction for growth and investment.

(57) The FDS describes how the region will deliver well-functioning urban environments, and provide enough development capacity in the next 30 years to meet at least the expected demand. In particular, it identifies where future housing and business development should occur by outlining:

- Broad locations for homes and businesses, and the social and physical infrastructure needed to support them.
- The areas we should not develop on, so that we can limit risks to our communities and infrastructure and protect our taonga.

(58) The development of the FDS took account of key development constraints, including:

- Sites with significant mana whenua values
- Ngā Whenua Rāhui - covenanted areas on Māori-owned land to protect indigenous biodiversity
- Existing environmental protections
- Recreation land
- Earthquake fault rupture and deformation zones
- Significant hazards
- Drinking water protection areas
- Highly productive land
- Significant infrastructure

(59) The FDS contains six strategic direction areas:

- Ensuring urban development and infrastructure planning is integrated to create thriving communities
- Providing for affordable housing that meets our needs and for compact well-designed towns and cities
- Realising iwi and hapū values and aspirations
- Plan development for a low-emissions future
- Prioritising nature, climate and culture through protection and restoration
- Providing opportunity for productive, and sustainable local employment

(60) The FDS identifies priority development areas in the region for the next 30 years. For Lower Hutt, these are:

- Lower Hutt Central, and
- Waterloo

(61) The FDS also identifies areas around the Strategic Public Transport (particularly around train stations) for intensification.

(62) The following other statutory and non-statutory plans, policies, strategies and guidelines are also relevant for the Residential Zones:

Plan, Policy, Strategy, or Guidelines	Comments
Understanding and implementing intensification provisions of the National Policy Statement on Urban Development, September 2020 (Ministry for the Environment)	This guide is intended to help local authorities understand and implement the requirements of the intensification provisions in the National Policy Statement on Urban Development 2020 (NPS-UD).

<p>Introductory guide to the National Policy Statement on Urban Development 2020 (Ministry for the Environment)</p>	<p>This document provides a high-level overview of the National Policy Statement on Urban Development 2020, introducing a series of fact sheets and guides to help with implementation.</p>
<p>Wellington Regional Economic Development Plan 2022 (Wellington Regional Leadership Committee)</p>	<p>A plan to guide the long-term direction of the Wellington region economy, identify issues and opportunities in key focus areas and help prioritise initiatives over the next 10 years. The plan sets a vision <i>"to build a future-focused, creative, sustainable and thriving Wellington region for all to be proud of."</i></p>
<p>Wellington Regional Land Transport Plan 2021 (Greater Wellington Regional Council)</p>	<p>The RLTP is a blueprint for the region's transport network, aiming to enable a connected region, with safe, accessible and liveable places. The plan sets targets, identifies regional priorities and sets out the transport activities GWRC intends to invest in. It sets 5 objectives:</p> <p>O1: People in the Wellington Region have access to good, affordable travel choices.</p> <p>O2: Transport and land use are integrated to support compact urban form, liveable places, and a strong regional economy.</p> <p>O3: People can move around the Wellington Region safely.</p> <p>O4: The impact of transport and travel on the environment is minimised.</p> <p>O5: Journeys to, from and within the Wellington Region are connected, resilient and reliable.</p>

	<p>The RLTP aims to achieve 40% fewer deaths and serious injuries on roads, 35% less carbon emissions from transport, and 40% increase in the share of trips by active travel and public transport.</p>
<p>National Medium Density Design Guide 2022 (Ministry for the Environment)</p>	<p>The guide is aimed at three-unit developments up to three stories that are permitted under the MDRS. However, it is noted that the design elements/principals covered in the guide do provide guidance that can be applicable for other residential development.</p>
<p>New Zealand Urban Design Protocol 2005 (Ministry for the Environment)</p>	<p>This protocol is acknowledged as being a useful guideline for quality urban design, which is defined as being concerned with the design of buildings, places and spaces, and the ways people use them.</p> <p>It notes that local government can contribute to achieving good urban design through several actions, including through its own developments, the use of appropriate statutory policies, rules, and guidance, and working collaboratively with the private sector.</p> <p>The protocol identifies six attributes that it considers successful towns and cities share and notes that quality urban design contributes to achieving all six attributes. They are:</p> <ol style="list-style-type: none"> a. Competitive, thriving, creative and innovative b. Liveable c. Environmentally responsible

	<ul style="list-style-type: none"> d. Opportunities for all e. Distinctive identity f. Shared vision and good governance. <p>It then identifies seven design qualities that are considered to create quality urban design, which in turn will contribute to achieving the attributes of successful towns and cities, known as the seven Cs. These are:</p> <ul style="list-style-type: none"> • Context • Character • Choice • Connections • Creativity • Custodianship • Collaboration. <p>The protocol provides guidance on how to interpret and apply each quality, and what outcome define quality urban design for each of the seven Cs.</p>
<p>National Guidelines for Crime Prevention Through Environmental Design 2005 (Ministry of Justice)</p>	<p>This document provides guidance on how the built environment can be designed and used in a way to both reduce the opportunity for crime and reduce people’s fear of crime. It identifies the following four principles for built environments to achieve the desired outcomes:</p> <ul style="list-style-type: none"> • Surveillance – people are present and can see what is going on. • Access management – methods are used to attract people and vehicles to some places and restrict them from others. • Territorial reinforcement – clear boundaries encourage community ‘ownership’ of the space.

	<ul style="list-style-type: none"> Quality environments – good quality, well maintained places attract people and support surveillance. <p>To achieve the above, seven qualities for well-designed, safer places are described and guidance provided for their implementation, these being:</p> <ul style="list-style-type: none"> Access: Safe movement and connections Surveillance and sightlines: See and be seen Layout: Clear and logical orientation Activity mix: Eyes on the street Sense of ownership: Showing a place is cared for Quality environments: Well-designed, managed and maintained environments Physical protection: Using active security measures.
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3.13 Other legislation or regulations

(63) 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.

(64) The following legislation or regulations are relevant to the Residential Zones:

Legislation or regulation	Comments
Building Act 2004	The Building Act 2004 provides for the regulation of building work and sets performance standards for buildings through the New Zealand Building Code. The Act also regulates the management of

	<p>earthquake prone buildings. It is particularly relevant given the density of buildings in commercial areas and the presence of heritage buildings in these zones.</p>
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FINAL DRAFT

4 Resource management issues

4.1 Background

- (65) The residential areas of Lower Hutt include areas in the Hutt Valley floor suburbs in the western hills (with smaller residential areas in the eastern hills), Stokes Valley, Wainuiomata and the Eastern Bays.
- (66) Residential Zones predominantly provide for residential activities with a mix of building types and other compatible activities, which are essential for Lower Hutt residents to provide for their health, social, economic, and cultural wellbeing.
- (67) Residential zones are characterised by their dominant use as a residential area, which results in:
- A degree of consistency in the density, size, and scale of buildings with a reasonable amount of private open space
 - An adequate ratio of private to public open space and accessibility to such open space
 - Attractive streetscapes
 - An adequate degree of privacy; access to sunlight; low levels of noise, vibration, odour, and dust
 - A safe and functional road network for traffic and pedestrians.
- (68) However, residential character and amenity changes over time to meet changing residential lifestyle needs. More intensive forms of residential development require good design to ensure positive residential character and amenity outcomes are achieved.
- (69) Non-residential activities that support the functioning of the residential areas are also appropriate provided they are compatible with the residential character and amenity values of the zone. Examples of non-residential activities in residential areas include schools, community

facilities, home businesses and small-scale retail, healthcare, and professional services.

4.2 Evidence base

(70) For the Residential Zone component of the District Plan Review, Council has reviewed the Operative District Plan, reviewed approaches taken in other district plans, and co-ordinated advice from the Planning team and advisers to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

4.2.1 Existing approach of City of Lower Hutt District Plan

(71) The operative District Plan uses 'activity areas' instead of zones. There are currently four residential activity areas, which are the Medium Density, High Density, Hill, and Landscape Protection Residential Activity Areas.

Medium Density and High Density Residential Activity Areas

(72) The Medium and High Density Residential Activity Areas were amended and introduced respectively under Plan Change 56 (PC56) in 2023 to incorporate the MDRS and give effect to Policies 3 and 4 of the NPS-UD.

(73) The High Density Residential Activity Area (HDRAA) applies to areas within the walkable catchments of train stations, the city centre and Petone metropolitan centre. Due to the regular spatial distribution of train stops along the valley floor, a significant proportion of residential areas in the Hutt fall within this walkable catchment.

(74) The HDRAA incorporates the MDRS while also giving effect to Policy 3(c) of the NPS-UD, by having a more permissive building height limit across the entire zone that permits buildings with a height of 22m (again, subject to meeting other standards and requirements of the District Plan).

- (75) The Medium Density Residential Activity Area applies to the residential areas not encompassed by the HDRAA.
- (76) The Medium Density Residential Activity Area (MDRAA) incorporates the MDRS, with some modifications to be more enabling of development by providing for additional building height around the suburban centres of Stokes Valley, Wainuiomata, and Eastbourne. This includes permitting three-storey buildings and three residential units per site in the zone (subject to meeting other standards and requirements of the District Plan).
- (77) Development and performance standards for both zones cover density, building coverage, building height, height in relation to boundary, setbacks, setbacks and height in relation to boundary for sites abutting Marae, permeable surfaces, outdoor living spaces, accessory buildings, screening and storage, demolition, stormwater detention, outlook spaces, windows to street, landscaped areas, light spill, vibration, and vegetation removal.
- (78) Precincts and scheduled sites with modified rules and standards applying for specific activities in the HDRAA include the Tertiary Education Precinct, Heretaunga Settlement and Riddlers Crescent Heritage Precincts, and the Bellevue Hotel, 313 Hautana Square, and the Boulcott Housing scheduled sites.
- (79) Scheduled sites with modified rules and standards applying for specific activities in the MDRAA include the Wainuiomata Elderly Housing and Silverstream Retreat scheduled sites.

Hill Residential and Landscape Protection Residential Activity Areas

- (80) The Hill Residential and Landscape Protection Residential Activity Areas largely apply to areas of residential land in the hill suburbs of Lower Hutt, including in the eastern and western hills of the Hutt Valley and in parts of Stokes Valley, Wainuiomata and the Eastern Bays. The Hill Residential Activity Area provides for low density residential development while

managing site constraints such as steep slopes, constrained access, and extensive areas of vegetation and native bush.

- (81) The Landscape Protection Residential Activity Area further limits residential development in response to the same constraints at a more severe scale, but also recognises and seeks to protect the landscape character and amenity values of the undeveloped hillsides as a visual backdrop to the city.
- (82) Development and performance standards for both zones include minimum net site area, minimum yard requirements (setbacks), recession planes (height in relation to boundary), building and structure height, site coverage, permeable surfaces, dust, odour, light spill and glare, vibration.
- (83) Specific rules enable emergency facilities at 3 Howard Road, enable educational activities at 27 Matuhi Street, and restrict buildings, structures, and vegetation removal at 76 Normandale Road in the Hill Residential Activity Area. An identified area on Maungaraki Road has a specific building envelope standard.
- (84) Specific rules enable community activities and facilities, healthcare services, housing for the elderly, and residential facilities at the Wesleyhaven site (255 Rata Street) in the Landscape Protection Residential Activity Area. The site also has specific standards relating to maximum height and earthworks near streams.

Effectiveness and efficiency of the operative District Plan

- (85) The current provisions for built development and density in the HDRAA and MDRAA are new additions to the District Plan, having only become operative on 21 September 2023. As a result, there is not much data or information on how effective or efficient these chapters have been in achieving the objectives of the operative District Plan. In addition, the activity rules for these areas are also relatively new additions to the District Plan, having been introduced through Plan Change 43 (which was operative on 23 February 2021).
- (86) The operative Hill and Landscape Protection Residential Zones have been relatively effective and efficient in their current approach in providing for

low density development while managing site constraints such as steep slopes, constrained access, and extensive areas of vegetation and native bush. However, these chapters cannot be retained in their current forms due to their inconsistency with the National Planning Standards.

4.2.2 Analysis of other District Plans

(87) Current practice has been considered in respect of this topic, with a review undertaken of the other district plans for councils in the Wellington Region.

(88) A summary of the key findings follows:

- There are local variations in the number and content of objectives and policies as they can be very tailored specifically for their community and environment.
- All Tier 1 councils have incorporated the MDRS and given effect to the intensification policies of the NPS-UD through intensification planning instruments (as required by the RMA).
- Similar activities are provided for in residential zones, with some local variations.
- Other tailored differences between Plans appear to have been refined during submissions and hearing processes to cater to community needs and expectations.

4.2.3 Advice from mana whenua

(89) Section 32(4A) requires evaluation reports prepared in relation to a proposed plan to include a summary of:

- All advice received from iwi authorities concerning the proposal; and
- The response to that advice, including any proposed provisions intended to give effect to the advice.

(90) Under Clause 4A of Schedule 1 of the RMA local authorities are also required to:

- Provide a copy of any draft policy statement or plan to any iwi authority previously consulted under clause 3 of Schedule 1 prior to notification;
- Allow adequate time and opportunity for those iwi authorities to consider the draft and to supply advice; and
- Have particular regard to any advice received before notifying the plan.

(91) As noted previously in this report, Council has engaged with mana whenua on the District Plan review as outlined in the Overview s32 report. No specific matters for the Residential Zones were raised.

(92) However, from a general perspective, Mana Whenua have been clear and consistent in their direction and vision throughout the district plan consultation process, which has been led by the conceptual desire to continue to connect to their ancestral lands and work with Council via the treaty to achieve the purpose of section 5 of the Act in a sustainable manner whilst respecting both tikanga (traditional customs) and Te Taiao (the environment).

4.2.4 Stakeholder and community engagement

(93) To help inform the proposed District Plan, a draft District Plan was released for public feedback in late 2023. This included High Density, Medium Density and Large Lot Residential Zones.

(94) Feedback on the draft High and Medium Density Residential Zones was relatively similar, and raised the following matters:

- Sought to strengthen urban design measures to improve urban form and function, consider and manage effects on neighbours.
- Sought to modify rules, standards, and zoning pattern to improve urban form and function, e.g. concentrating development near centres.
- Support for measures regarding sustainability and resilience (e.g. water sensitive urban design, greenspaces, landscaping, off-street parking with charging facilities).

- General opposition to the rules and standards as they are too permissive (noting these are largely carried over from mandatory MDRS).
- Introduce provisions for papakāinga and other forms of community housing.
- Re-introduce character precincts.
- Miscellaneous amendments to rules and standards (e.g. modify activity statuses, permitted standards).
- Minor corrections.
- Rezoning requests for specific sites and areas.

(95) Feedback received on the draft Large Lot Residential Zone raised the following matters:

- Support for the minor residential unit provisions.
- Sought that more development be enabled than one primary residential unit and one minor residential unit.
- The Large Lot Residential Zone should not be used as a tool to restrict development on steep sites, as this constraint can be overcome with engineering solutions. Density on these sites can be managed via other regulatory and non-regulatory methods, e.g., sloped sites are less likely to be developed due to cost of engineering solutions and natural hazards are managed via overlays.
- The Large Lot Residential Zone should not be used as a tool to protect ecological and natural character values.
- Introduce provisions for papakāinga and other forms of community housing.
- Miscellaneous amendments to rules and standards (e.g., modify activity status, permitted standards).
- Minor corrections.
- Rezoning requests for specific sites and areas.

4.2.5 Technical information and advice

(96) The following table outlines the technical inputs that have informed the development of (or provide context for) the District Plan review:

Evidence	Description
Wellington Regional Housing and Business Development Capacity Assessment (HBA)	<p>The HBA is an assessment of:</p> <ul style="list-style-type: none"> • The demand for housing and business land for the Wellington urban environment • The development capacity needed to sufficiently meet that demand • The development capacity provided for by district plans of the Wellington urban environment. <p>The most recent full HBA was completed in 2023. The HBA is a requirement for tier 1 and 2 local authorities under the NPS-UD.</p>
Lower Hutt Residential Character Assessment	<p>The Residential Character Assessment is a district-wide assessment of the character of areas in residential zones under the operative District Plan. The Residential Character Assessment was prepared for the District Plan review.</p> <p>The Residential Character Assessment assesses residential character across the city to identify the current character and pattern of residential development, and determine the nature and spatial extent of any areas that demonstrate distinctive or unique residential character.</p> <p>The assessment identifies three distinct character areas in Lower Hutt:</p> <ul style="list-style-type: none"> • Beach and Bay Street in Petone

	<ul style="list-style-type: none"> • Tui, Kiwi, and Moe Street, Te Mome Road, and Beaumont Avenue in Alicetown • Massey Avenue, Ludlam Crescent, Manuka Avenue, and Puriri Street in Woburn.
Lower Hutt Walkable Catchment Study	The Walkable Catchment Study is an investigation of the location and extent of the walkable catchments for Lower Hutt's commercial areas and train stations. This study was undertaken to inform PC56.
Hutt City: Planning for the Future	<p>Hutt City: Planning for the Future is a report that evaluates how urban development could be provided for in Lower Hutt through residential intensification.</p> <p>This report is from 2016, and informed Council's previous plan change on residential intensification (Plan Change 43, notified for submissions in 2017).</p> <p>Given recent amendments to the RMA and NPS-UD, some of the assessments of this report are out of date. However, the report includes a multi-criteria analysis of the city's suburbs and suburban centres. This multi-criteria analysis has informed the identification of the proposed District Plan's intensification areas under Policy 3(d) of the NPS-UD.</p>
Draft District Plan Climate Change Review	<p>The Draft District Plan Climate Change Review found that the Residential Zones responded relatively well in terms of climate change adaption, but improvement could be made with regard to emission reductions.</p> <p>The Review recommended amendments to the planned urban environment objectives for the MRZ and HRZ to provide for well-connected low emissions communities, and the urban design outcomes</p>

	policies to include reference to climate resilience with regard to shading during high temperatures.
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4.3 Summary of issues analysis

(97) The following resource management issues have been identified for Residential Zones:

- Issue 1: The District Plan needs to provide for well-functioning urban environments, with sufficient residential development capacity and affordable housing.
- Issue 2: Residential development needs to be able to be supported by infrastructure and services.
- Issue 3: Residential development can be vulnerable to natural hazard risk.
- Issue 4: Residential development can contribute to climate resilience through reducing emissions and improving climate change adaption.
- Issue 5: Some areas in the district have a residential character that is specific to that area. However, there can be a tension between protecting residential character and providing for sufficient residential development.
- Issue 6: There is little information on the effectiveness and efficiency of the High Density and Medium Density Residential Activity Areas of the operative District Plan, in part because these chapters have only been operative since 2013.
- Issue 7: The operative Hill Residential and Landscape Protection Residential Activity Areas of the operative District Plan are inconsistent with the National Planning Standards.

5 Scale and significance assessment

5.1 Evaluation of scale and significance

- (98) Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.
- (99) This section assesses the scale and significance of the residential zone provisions to determine the level of analysis required. In assessing that scale and significance the Council has had regard to:

Matters of national importance	Low – There is no substantive intersection between the Residential Zones and potential effects on Section 6 matters.
Other matters	Moderate – There is national and regional direction relating to the functioning of urban environments, notably the NPS-UD, MDRS, and the Wellington Regional Policy Statement.
Degree of change from the operative plan	While there will be little change for the High Density and Medium Density Residential Zones, there would be a moderate degree of change for areas that would be rezoned to the Large Lot Residential Zone, particularly with regard to the density of development provided for within the Zone.
Geographic scale of effects	High – Residential zones cover a large spatial area.

Number of people affected	High – Most residents of the district live in residential areas.
Duration of effects	Moderate – The proposed provisions are anticipated to be in effect for the next 10 years (medium term).
Economic impacts	Potentially high – Workability of residential zone provisions and functionality of the zone have the potential to economically affect developers and residents respectively, both positively and negatively.
Social and cultural impacts	High – The quality of residential areas has the potential to improve or degrade the social fabric of communities. For cultural impacts, the proposed residential zone chapters would introduce new provisions to provide for papakāinga. Some sites and areas of significance to Māori that have been identified through the District Plan Review are within residential zones.
Environmental impacts	Potentially high, due to the large spatial extent of the residential zone.
Health and safety impacts	Potentially high – Most residents live in residential zones, meaning that they have a high potential to affect the health and wellbeing of communities.
Degree of interest from mana whenua	Moderate. Mana whenua have expressed a particular interest in how the District Plan can provide for papakāinga in Lower Hutt.

Degree of interest from the public	High - Most residents of the district live in residential areas, meaning many people will be affected by the changes.
Degree of risk or uncertainty	<p>For the High Density and Medium Density Residential Zone, the degree of risk and uncertainty is low as much of the chapters are required by the MDRS and Policy 3 of the NPS-UD.</p> <p>However, the risk and certainty for residential zones in general is low, as the types of activities provided for within the zones through the proposed District Plan are not substantially different from those provided for through the operative District Plan, and the effects of these activities are well-understood.</p>

(100) Overall, the scale and significance of the effects of the Residential Zones are **moderate**, largely due to the high level of interest in this topic, but with a relatively small degree of change from the operative District Plan, particularly for the Medium Density and High Density Residential Zones.

6 Proposed District Plan objectives and provisions

(101) The following zone framework has been selected for the Residential Zones (the zone descriptions are those provided by the National Planning Standards):

Zone	Description
High Density Residential Zone	Areas used predominantly for residential activities with high concentration and bulk of buildings, such as apartments, and other compatible activities.
Medium Density Residential Zone	Areas used predominantly for residential activities with moderate concentration and bulk of buildings, such as detached, semi-detached, and terraced housing, low-rise apartments, and other compatible activities.
Large Lot Residential Zone	Areas used predominantly for residential activities and buildings such as detached houses on lots larger than those of a Low density residential and General residential zone, and where there are particular landscape characteristics, physical limitations or other constraints to more intensive development.

(102) The High and Medium Density Residential Zones were selected due to the mandatory direction and requirements of the MDRS and NPS-UD (set out in further detail in section 6.2 below).

(103) The Large Lot Residential Zone was selected as it most appropriately aligns with the development objectives for the areas of residential land at the edges of the urban environment. It can also provide for residential

activities at a lower density than other residential zones, which allows site constraints to be managed.

6.1 Application of zoning

- (104) The High Density Residential Zone has been applied to much of the residential areas within the district, mostly along the Hutt valley floor. This is because Policy 3(c) of the NPS-UD requires building heights of at least 6 storeys within a 'walkable catchment' of existing and planned rapid transit stops and the edge of city centre (Hutt city centre) and metropolitan centre zones (Petone commercial centre). Due to the regular spatial distribution of train stops along the valley floor, a significant proportion of residential areas in the Hutt fall within this walkable catchment.
- (105) The Medium Density Residential Zone has been applied to residential areas not encompassed by above walkable catchments that delineate the High Density Residential Zone, but are not constrained by any of the factors that define the Large Lot Residential Zone (outlined below).
- (106) The Large Lot Residential Zone has been applied to residential areas where medium to high density development is generally inappropriate due to servicing constraints, access constraints and low levels of access to commercial and community services.

6.2 Overview of proposed provisions

- (107) The proposed provisions relevant to the Residential Zones are set out in detail in the High Density, Medium Density, and Large Lot Residential Zone chapters in the proposed District Plan and should be referenced in conjunction with this evaluation report. A summary of the provisions of each chapter are set out below, with a notation where the objective, policy, or standard is required by the MDRS.

6.2.1 High Density Residential Zone chapter

- (108) The High Density Residential Zone includes four objectives that address:
- Purpose of the High Density Residential Zone (MDRS)

- Activities in the High Density Residential Zone
- Provision of housing (MDRS)
- Planned urban built character of the High Density Residential Zone.

(109) These objectives are implemented by policies covering:

- Compatible activities in the High Density Residential Zone,
- Provision and variety of housing,
- Streets and open spaces (MDRS),
- Housing needs (MDRS),
- High quality development (MDRS),
- Specific height control overlay,
- Retirement villages,
- Changing urban environment,
- Quality development,
- Quality large scale developments,
- Non-residential activities,
- Other activities, and
- Reverse sensitivity effects on the Māori Purpose Zone.

(110) The rule framework for the zone is as follows:

Activity	Activity status
Construction and demolition activities	Permitted
Buildings, structures, additions, and alterations	Permitted, subject to standards Restricted discretionary where standards not met
Residential activities	Permitted, subject to standards Restricted discretionary where standards not met
Home business	Permitted, subject to standards Restricted discretionary where standards not met
Visitor accommodation	Permitted, subject to standards

	Restricted discretionary where standards not met
Education facilities (including Kohanga Reo)	Permitted, subject to standards Restricted discretionary where standards not met
Commercial activities not otherwise provided for	Restricted discretionary, subject to standards Discretionary where standards not met
Healthcare activities	Restricted discretionary, subject to standards Discretionary where standards not met
Retirement villages	Restricted discretionary
Marae	Restricted discretionary
Community facilities	Restricted discretionary
Emergency service facilities	Restricted discretionary
All other activities not otherwise specified	Discretionary
Rural activities	Non-complying
Industrial activities	Non-complying

(111) Standards for the zone include:

- Number of residential units per site (MDRS),
- Building coverage (MDRS),
- Building height (uplifted from MDRS + uplifted in areas adjoining centres zones),
- Height in relation to boundary (MDRS + more generous for sites with 4+ units),
- Setbacks (MDRS + exception for an accessory building),
- Height in relation to boundary and setbacks for site boundaries adjoining Marae in the Community Iwi Activity Area,
- Permeable surface,

- Outdoor living space (MDRS),
- Screening and storage (MDRS),
- Outlook space (per residential unit) (MDRS),
- Windows to street (MDRS), and
- Landscaped area (MDRS).

6.2.2 Medium Density Residential Zone chapter

(112) The Medium Density Residential Zone includes four objectives that address:

- Purpose of the Medium Density Residential Zone (MDRS),
- Activities in the Medium Density Residential Zone,
- Provision of housing (MDRS), and
- Planned urban built character of the Medium Density Residential Zone.

(113) These objectives are implemented by policies covering:

- Compatible activities in the Medium Density Residential Zone,
- Provision of housing (MDRS),
- Streets and open spaces (MDRS),
- Housing needs (MDRS),
- High quality development (MDRS),
- Specific height control overlay,
- Retirement villages,
- Changing urban environment,
- Quality development,
- Quality large scale developments,
- Non-residential activities,
- Other activities, and
- Reverse sensitivity effects on the Māori Purpose Zone.

(114) The rule framework for the zone is as follows:

Activity	Activity status
Construction and demolition activities	Permitted

Buildings, structures, additions, and alterations	Permitted, subject to standards Restricted discretionary where standards not met
Residential activities	Permitted, subject to standards Restricted discretionary where standards not met
Home business	Permitted, subject to standards Restricted discretionary where standards not met
Visitor accommodation	Permitted, subject to standards Restricted discretionary where standards not met
Education facilities (including Kohanga Reo)	Permitted, subject to standards Restricted discretionary where standards not met
Rural activities	Permitted, subject to standards Non-complying where standards not met
Healthcare activities	Restricted discretionary, subject to standards Discretionary where standards not met
Retirement villages	Restricted discretionary
Marae	Restricted discretionary
Community facilities	Restricted discretionary
Emergency service facilities	Restricted discretionary
All other activities not otherwise specified	Discretionary
Industrial activities	Non-complying

- (115) Standards for the zone include:
- Number of residential units per site (MDRS),
 - Building coverage (MDRS),
 - Building height (MDRS + uplifted in areas adjoining suburban centres),
 - Height in relation to boundary (MDRS + more generous in areas subject to height uplift),
 - Setbacks (MDRS + exception for an accessory building),
 - Height in relation to boundary and setbacks for site boundaries adjoining Marae in the Community Iwi Activity Area,
 - Permeable surface,
 - Outdoor living space (MDRS),
 - Screening and storage (MDRS),
 - Outlook space (per residential unit) (MDRS),
 - Windows to street (MDRS), and
 - Landscaped area (MDRS).

6.2.3 Large Lot Residential Zone chapter

- (116) The Large Lot Residential Zone includes three objectives that address:
- Purpose of the Large Lot Residential Zone,
 - Activities in the Large Lot Residential Zone, and
 - Planned residential environment of the Large Lot Residential Zone.

- (117) These objectives are implemented by policies covering:
- Compatible activities in the Large Lot Residential Zone,
 - Non-residential activities,
 - Other activities,
 - Residential character and amenity, and
 - Higher density residential development.

- (118) The rule framework for the zone is as follows:

Activity	Activity status
Construction and demolition activities	Permitted

Buildings, structures, additions, and alterations	Permitted, subject to standards Restricted discretionary where standards not met
Residential activities	Permitted, subject to standards Restricted discretionary where standards not met
Home business	Permitted, subject to standards Restricted discretionary where standards not met
Visitor accommodation	Permitted, subject to standards Restricted discretionary where standards not met
Education facilities (including Kohanga Reo)	Permitted, subject to standards Restricted discretionary where standards not met
Rural activities	Permitted, subject to standards Discretionary where standards not met
Healthcare activities	Restricted discretionary, subject to standards Discretionary where standards not met
Marae	Restricted discretionary
Emergency service facilities	Restricted discretionary
Retirement villages	Discretionary
Community facilities	Discretionary
All other activities not otherwise specified	Discretionary
Industrial activities	Non-complying

(119) Standards for the zone include:

- Number of residential units per site,
- Building coverage,
- Building height,
- Height in relation to boundary,
- Setbacks, and
- Permeable surface.

(120) The Large Lot Residential Zone also includes the Silverstream Retreat Precinct. This precinct applies specifically to the site of the Silverstream Retreat. The Large Lot Residential Zone includes precinct-specific objectives, policies and rules in relation to conference facilities, places of assembly and visitor accommodation, which apply in addition to the other objectives, policies and rules for the zone (effectively providing for a greater range of non-residential activities than would ordinarily be provided for within the zone).

7 Evaluation of objectives

- (121) This section is the evaluation of objectives, as required through s32(1)(a) of the RMA.
- (122) 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.
- (123) Under s75(1)(a) of the Resource Management Act, a district plan must state the objectives for the district.
- (124) 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.

7.1 Evaluation of objectives for the High Density Residential and Medium Density Residential Zones

HRZ-O1 Purpose of the High Density Residential Zone

MRZ-O1 Purpose of the Medium Density Residential Zone

Why these objectives are included in the proposed District Plan:

HRZ-O1 and MRZ-O1 are objectives that both implement the MDRS and the NPS-UD. The objective sets a desired outcome for the urban environment that links to the purpose of the RMA (to promote sustainable management of natural and physical resources) and provides clarity as to the role these zones play in a well-functioning urban environment.

How these objectives achieve the purpose of the RMA:

The objectives set outcomes for the urban environment that directly relates to the purpose of the RMA of enabling people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety.

Relevance

- The proposed objectives address the resource management issues of providing for residential activities in these zones and the role these zones play in contributing to a well-functioning urban environment. These objectives relate to Objective 1 of the MDRS, and the NPS-UD.

Usefulness

- The proposed objectives support the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).
- The proposed objectives are supported by a range of policies which provide further detail relating to residential and non-residential activities, and the built urban environment.

Reasonableness

- The proposed objectives clearly state the role that the Medium and High Density Residential zones play in a well-functioning urban environment.

Achievability

- The outcome sought by the proposed objective can be achieved without impose a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

Alternatives

Include objective from MDRS in both zones, rather than making this specific

- This alternative would be to include Objective 1 of the MDRS directly into both of these zones. It is considered that this objective is better placed in the Strategic Direction section of the plan as it is relevant to many zones. The proposed objectives are preferred to including Objective 1 directly, as the proposed objectives provide more specificity for how these zones will contribute to a well-functioning urban environment.

HRZ-O2 Activities in the High Density Residential Zone**MRZ-O2 Activities in the Medium Density Residential Zone****Why these objectives are included in the proposed District Plan:**

HRZ-O2 / MRZ-O2 are intended to support HRZ-O1 / MRZ-O1 by further specifying the types of activities anticipated in the zones in order to support the objective of a well-functioning urban environment as set out in HRZ-O1 / MRZ-O1.

How these objectives achieve the purpose of the RMA:

The objectives support a range of activities that will enable people and communities to provide for their economic, social and cultural wellbeing, while discouraging activities that would detract from the functionality of the residential environment and the health and wellbeing of residents.

Relevance

- The proposed objectives address the resource management issues of providing for residential activities, contributing to a well-functioning urban environment, while also providing clarity on when non-residential activities are potentially appropriate.
- The objectives support a range of activities that will enable people and communities to provide for their economic, social and cultural wellbeing, while discouraging activities that would detract from the functionality of the residential environment and the health and wellbeing of residents.

Usefulness

- The proposed objectives clearly state the outcomes sought for the types of activities anticipated in the Medium and High Density Zone. They provide more specificity than the Operative Plan, in particular relating to non-residential activities.
- The proposed objectives support the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).
- The proposed objectives are supported by a range of policies which provide further detail relating to residential and non-residential activities.

Reasonableness

- The proposed objectives seek an outcome for residential and non-residential activities that is reasonable for the high and medium density residential zone. It is consistent with the outcomes sought by the ODP (noting that further specificity is provided relating to non-residential activities).
- While the objectives may result in resource consenting requirements, particularly for non-residential activities, this is considered reasonable to manage identified issues, such as effects arising from non-residential activities.

Achievability

- The outcome sought by the proposed objective can be achieved without impose a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

Alternatives

The following alternatives have also been considered:

- **Objectives which are more specific**

This alternative would result in the objectives containing more specificity relating to the types of activities anticipated in the residential zones. This is not the preferred option, as a level of flexibility is considered beneficial.

- **Objective to cover residential activities only, with no guidance on non-residential activities**

This alternative would result in the District Plan not having clear guidance on the outcomes sought in regard to non-residential activities. Given the strategic objective (which is required by the MDRS) of a well-functioning urban environment that enables all people and communities to provide for their social, economic and cultural wellbeing, and for their health and safety now and into the future, it is considered necessary to provide guidance on non-residential activity outcomes, as these activities are part of a well-functioning urban environment.

HRZ-O3 Provision of housing**MRZ-O3 Provision of housing****Why these objectives are included in the proposed District Plan:**

HRZ-O3 / MRZ-O3 are mandatory objectives from the RMA that supports the MDRS and must be incorporated into the District Plan.

How these objectives achieve the purpose of the RMA:

The objectives enable people and communities to provide for their economic, social, and cultural wellbeing by providing for a variety housing to suit the diverse needs and demands of people and communities.

Relevance

- HRZ-O3 / MRZ-O3 are mandatory objectives from the RMA that supports the MDRS and must be incorporated into the District Plan. HRZ-O3 reflects the greater density that the HRZ is enabling compared with the MDZ. This reflects the increased building heights enabled within walkable catchments as required Policy 3 of the NPS-UD.
- The objectives address the resource management issue of providing for well-functioning urban environments with sufficient residential development capacity, through making clear that the outcome sought in both zones is to achieve housing types and varieties that respond to demand.

Usefulness

- The proposed objectives clearly state the outcomes sought for the types of activities anticipated in the Medium and High Density Zone. It provides more specificity than the Operative Plan, in particular relating to non-residential activities.
- The proposed objectives supports the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).
- The proposed objectives are supported by a range of policies of rules which provide further detail relating to the planned urban built character.

Reasonableness

- The proposed objectives implement the MDRS.

Achievability

- The outcome sought by the proposed objective can be achieved without imposing a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

Alternatives

The following alternatives have also been considered:

- **Higher building heights in both zones**

This option would include six-storey buildings as part of the planned urban built character of both zones. This is not considered appropriate given the intent of the MRZ is to provide for medium density housing primarily, at a lesser density than what is permitted under the HRZ.

- **Three storey building heights for both zones**

Conversely, the option of including three-storey building heights as part of the planned urban built character for the HRZ is not considered enabling enough for this zone.

HRZ-O4 Planned urban built character of the High Density Residential Zone

MRZ-O4 Planned urban built character of the Medium Density Residential Zone

Why these objectives are included in the proposed District Plan:

HRZ-O4 / MRZ-O4 support the preceding three objectives in each chapter by specifying what outcomes should be achieved by built development (managed by O2 and O3) in contributing to the planned high and medium density residential contexts (as set out in O1). These objectives also achieve the requirements of clause 3.35 of the NPS-UD, which requires that the objectives for the Medium Density and High Density Residential Zones describe the development outcomes intended for the zones.

How these objectives achieve the purpose of the RMA:

The objectives set outcomes for the planned urban built environment that built development should achieve in order to support purpose of the RMA of enabling

people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety.

Relevance

- These objectives support the preceding three objectives in each chapter by specifying what outcomes should be achieved by built development (managed by O2 and O3) in contributing to the planned high and medium density residential contexts (as set out in O1).
- These objectives achieve the requirements of clause 3.35 of the NPS-UD, which requires that the objectives for the Medium Density and High Density Residential Zones describe the development outcomes intended for the zones. They also implement Policy 3 of the NPS-UD, which requires that district plans enable specified building heights.
- These objectives also implement the Regional Policy Statement, noting that these objectives and related policies seek a compact, well designed and sustainable regional form, with a range of housing, including affordable housing.
- These objectives are supported by policies rules and standards, including those which implement the MDRS, which provide further detail relating to the planned urban built character of the zones.
- The objectives address the resource management issue of providing for well-functioning urban environments, through a built environment that enables peoples and communities to provide for their social, economic and cultural wellbeing, and for their health and safety now and into the future.

Usefulness

- The proposed objectives clearly state the outcomes sought from the built environment in the Medium and High Density zones.
- The proposed objectives supports the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).

Reasonableness

- The proposed objectives seek outcomes for built development in these zones which are considered reasonable for residential environments.

- While the objectives may result in resource consenting requirements, this is considered reasonable to manage identified issues, such residential amenity, urban design and integration with infrastructure.

Achievability

- The outcome sought by the proposed objective can be achieved without impose a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

7.2 Evaluation of objectives for the Large Lot Residential Zone

LLRZ-01 Purpose of the Large Lot Residential Zone

Why these objectives are included in the proposed District Plan:

LLRZ-01 sets out the role that the Large Lot Residential Zone plays in a well-functioning urban environment.

How these objectives achieve the purpose of the RMA:

This objective supports a range of activities and provisions for the zone which will enable communities to provide for their economic, social and cultural wellbeing.

Relevance

- The proposed objectives address the resource management issue of providing for an appropriate level of residential development, while also recognising that parts of the city face constraints and are less suited to the level of density and development in other zones such as Medium Density and High Density Residential.

Usefulness

- The proposed objective supports the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).
- The proposed objectives are supported by a range of policies which provide further detail relating to development in the Large Lot Residential Zone.

Reasonableness

- The proposed objective sets out an appropriate purpose for the Large Lot Residential Zone. It is largely consistent with the outcomes sought by the ODP for the Hill Residential and Landscape Protection Residential Zones.
- While the objective may result in resource consenting requirements, particularly for more intensive residential development in this zone, this is considered reasonable to manage identified issues and constraints.

Achievability

- The outcome sought by the proposed objective can be achieved without imposing a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

LLRZ-O2 Activities in the Large Lot Residential Zone

Why this objective is included in the proposed District Plan:

The objective sets a desired outcome for the urban environment that directly links to the purpose of the RMA (to promote sustainable management of natural and physical resources) and the RMA definition of sustainable management. The objective also specifies the type of activities are anticipated within the zone in order to support a well-functioning residential environment, while recognising the natural and physical constraints that make lower-density development more appropriate.

How this objective achieves the purpose of the RMA:

The objective sets intended outcomes for the residential environment that directly relates to the RMA's purpose of enabling people and communities to provide for

their social, economic, and cultural wellbeing and for their health and safety. The objective supports a range of activities that will enable people and communities to provide for their economic, social, and cultural wellbeing, while discouraging activities that would detract from the functionality of the residential environment and the health and wellbeing of residents.

Relevance

- The proposed objectives address the resource management issues of providing for residential activities, contributing to a well-functioning urban environment, while also providing clarity on when non-residential activities are potentially appropriate.
- The objectives support a range of activities that will enable people and communities to provide for their economic, social and cultural wellbeing, while discouraging activities that would detract from the functionality and amenity of the low density residential environment and the health and wellbeing of residents.

Usefulness

- The proposed objective clearly states the types of activities that are considered appropriate in the Large Lot Residential Zone. They provide more specificity than the Operative Plan, in particular relating to non-residential activities.
- The proposed objectives support the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).
- The proposed objectives are supported by a range of policies which provide further detail relating to residential and non-residential activities in the Large Lot Residential Zone.

Reasonableness

- The proposed objectives seek an outcome for residential and non-residential activities that is reasonable for the Large Lot Residential Zone.
- While the objectives may result in resource consenting requirements, particularly for non-residential activities, and higher density residential development, this is considered reasonable to manage identified issues. This

includes effects arising from non-residential activities, and constraints that may apply to higher density residential development such as lack of infrastructure, effects on the transport network and urban design issues.

Achievability

- The outcome sought by the proposed objective can be achieved without imposing a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

Alternatives

The following alternatives have also been considered:

No specific mention of higher density residential development

- This option would only include reference to low density residential development in the objective. Referring to higher density development in the zone recognises that if site constraints such as servicing or the transport network can be resolved, higher density development may be appropriate in the zone. The proposed objective is preferred to this alternative as it provides clarity in regard to higher density development in the zone.

LLRZ-O3 Planned residential environment of the Large Lot Residential Zone

Why this objective is included in the proposed District Plan:

LLRZ-O3 supports LLRZ-O1 and LLRZ-O2 by specifying what outcomes should be achieved by built development in contributing to the planned large lot residential context of the zone.

How this objective achieves the purpose of the RMA:

The objective sets the intended development outcomes for the planned residential built environment that will support the RMA's purpose of enabling people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety.

Relevance

- This objective addresses the resource management issue of providing for well-functioning urban environments, through a built environment that enables peoples and communities to provide for their social, economic and cultural wellbeing, and for their health and safety now and into the future.
- This objective is supported by policies rules and standards, which provide further detail relating to the planned urban built character of the zone.

Usefulness

- The proposed objective clearly states the outcomes sought from the built environment in the Large Lot Residential Zone.
- The proposed objectives supports the Council function of controlling the actual and potential effects of land use and development (a function under s31(1)(b) of the RMA).

Reasonableness

- The proposed objectives seek outcomes for built development in the Large Lot Residential Zone which is considered reasonable for a lower density residential environment.
- While the objective may result in resource consenting requirements, this is considered reasonable to manage identified issues, such residential amenity, urban design and integration with infrastructure.

Achievability

- The outcome sought by the proposed objective can be achieved without imposing a significant regulatory burden on people undertaking land use and development under the District Plan (although the policies and rules that implement the objective would have a greater influence on this).

8 Evaluation of Policies and Rules

- (125) Policies and rules implement, or give effect to, the objectives of a plan.
- (126) 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.
- (127) 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.*
- (128) 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.*

- (129) The policy and rule approach proposed in the PDP has largely been carried over from the ODP for the Medium and High Density Residential Zones, which was updated through Plan Change 56. Plan Change 56 implemented the MDRS and NPS-UD requirements, as outlined above. The requirement to implement these documents continues to apply, including incorporating the specific objectives, policies, rules and standards of the MDRS.
- (130) Given that many of the policies, rules and standards for these two zones were evaluated and tested through Plan Change 56, which was made operative in September 2023, the evaluation below focusses on policies and rules which are substantively different to what is contained in the ODP.
- (131) The Large Lot Zone, however, was not subject to Plan Change 56. The MDRS does not apply to this zone, as it is not a 'relevant residential zone', as defined by the RMA. While this zone largely applies to areas which were previously zoned Hill or Landscape Protection Residential, given the PDP combines these two areas and makes other changes, a more comprehensive assessment of these policies and rules is provided below.

Quantification of benefits and costs

- (132) Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.
- (133) Specific quantification of all benefits and costs associated with the proposed District Plan is considered neither practicable nor readily available, particularly given the wide range of sites within residential zones and the wide range of potential land uses. In general, a qualitative assessment of costs and benefits associated with the proposed District Plan is considered sufficient, and this is provided for in the assessment of policies and rules.

Risk of Acting / Not Acting

- (134) 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.
- (135) It is considered that there is sufficient information on which to base the proposed provisions, as they have been canvassed through the previous Plan Change 56 process and through community engagement. As set out previously, there are several aspects of the chapters that cannot be altered due to the requirements of the MDRS. For the remaining provisions, there is there is a high degree of confidence that they reflect desired community outcomes.

8.1 Evaluation of policies and rules for the High Density Residential and Medium Density Residential Zones

Evaluation of policies and rules for the High Density Residential and Medium Density Residential Zones	
OBJECTIVES	
HRZ-O1 / MRZ-O1: Purpose of the zones	HRZ-O4 / MRZ-O4: Planned character and planned urban built environment of the zones
HRZ-O2 / MRZ-O2: Activities in the zones	
HRZ-O3 / MRZ-O3: Provision of housing	
POLICIES	
<ul style="list-style-type: none"> • HRZ-P1 / MRZ-P1: Compatible activities • HRZ-P2 / MRZ-P2: Non-residential activities • HRZ-P3 / MRZ-P3: Other activities • HRZ-P4 / MRZ-P4: Provision of housing • HRZ-P5: Benefits of sufficient housing capacity and variety • MRZ-P5: Benefits of medium-density housing • HRZ-P6 / MRZ-P6: Streets and open spaces • HRZ-P7 / MRZ-P7: Housing needs • HRZ-P8 / MRZ-P8: High-quality development 	<ul style="list-style-type: none"> • HRZ-P9 / MRZ-P9: Specific height control overlay • HRZ-P10 / MRZ-P10: Retirement villages • HRZ-P11 / MRZ-P11: Changing urban environment • HRZ-P12 / MRZ-P12: Urban design outcomes by meeting standard or assessment • HRZ-P13 / MRZ-P13 – Urban design outcomes for non-residential activities and developments of more than three units • HRZ-P14 / MRZ-P14 – Urban design outcomes (exclusions) • HRZ-P15 / MRZ-P15 – Manage effects on the Māori Purpose Zone
RULES AND STANDARDS	

- HRZ-R1 / MRZ-R1: Repair and maintenance
- HRZ-R2 / MRZ-R2: Demolition
- HRZ-R3 / MRZ-R3: Construction, alterations and additions
- HRZ-R4 / MRZ-R4: Residential activities
- HRZ-R5 / MRZ-R5: Home businesses
- HRZ-R6 / MRZ-R6: Visitor accommodation
- HRZ-R7 / MRZ-R7: Childcare services
- HRZ-R8 / MRZ-R8: Supported residential care facilities
- HRZ-R9: Commercial activities not otherwise provided for
- MRZ-R9 / HRZ-R10: Healthcare facilities
- MRZ-R10 / HRZ-R11: Educational facilities
- MRZ-R11 / HRZ-R12: Retirement villages
- MRZ-R12 / HRZ-R13: Marae
- MRZ-R13 / HRZ-R14: Community facilities
- MRZ-R14 / HRZ-R15: Emergency service facilities
- MRZ-R15 / HRZ-R16: Activities not otherwise provided for
- MRZ-R16 / HRZ-R17: Industrial activities

- MRZ-R17 / HRZ-R18: Rural activities, Intensive indoor primary production, Rural industry, Top soil stripping and Turf farming
- MRZ-R18 / HRZ-R19: Quarrying activities and mining activities
- MRZ-R19 / HRZ-R20: Outdoor storage and work areas
- MRZ-R20 / HRZ-R21: Servicing
- HRZ-S1 / MRZ-S1: Number of residential units per site
- HRZ-S2 / MRZ-S2: Building coverage
- HRZ-S3 / MRZ-S3: Building height
- HRZ-S4 / MRZ-S4: Height in relation to boundary
- HRZ-S5 / MRZ-S5: Setbacks
- HRZ-S6 / MRZ-S6: Height in relation to boundary and setbacks for site boundaries adjoining Marae
- HRZ-S7 / MRZ-S7: Permeable surface
- HRZ-S8 / MRZ-S8: Outdoor living space
- HRZ-S9 / MRZ-S9: Outlook space
- HRZ-S10 / MRZ-S10: Windows to street
- HRZ-S11 / MRZ-S11: Landscaped area

Efficiency and effectiveness

Costs	Benefits
<p>Environmental</p> <ul style="list-style-type: none"> • Permitted activities, particularly residential development given it is the predominant land use for the zones, have the potential to generate adverse 	<p>Environmental</p> <ul style="list-style-type: none"> • The provisions of the proposed HRZ and MRZ do not significantly depart from the approach of the Operative District Plan, and therefore generally maintain the core

effects on the character and amenity values where consent is not required from Council. However, for residential development, the permitted activity rules are effectively set by the MDRS and NPS-UD, and the District Plan can only be more enabling of development than these.

- As the chapters must incorporate the requirements of the NPS-UD and MDRS, the provisions will result in a gradual change in the density, character, and amenity of the HRZ and MRZ compared to the current residential environment (noting that as per Policy 6 of the NPS-UD, this is not in itself considered an adverse effect).
- New development (particularly intensification in the HRZ and MRZ) will result in increased pressure on infrastructure and servicing.

Economic

- There are general economic costs associated with activities where resource consent is required, including through the cost of obtaining a resource consent and costs associated with some activities being discouraged from occurring due to the resource consent requirements.
- No reduction in employment opportunities or economic growth have been identified.

Social

- Some people may be affected or concerned about change in character or amenity value from more intensive development and non-residential activities (noting that this is not substantially different from what

characteristics and amenity values of existing residential areas, with residential activity remaining the predominant land use.

- The proposed provisions are clear and provide certainty for community as to the future level of change or development it can expect.
- The proposed standards and urban design policies will result in better quality housing and urban design outcomes.

Economic

- The provisions are similarly enabling compared to the operative Plan, but provide more certainty over what activities can occur and what outcomes need to be managed, resulting in less cost and uncertainty for landowners.
- Increased opportunities for a range of housing choices across the Hutt.
- Employment and economic growth opportunities will be created by additional development enabled in the zones.

Social

- The provisions provide for a variety of residential activities and ancillary activities, or activities that support the overall functioning of the zones and the needs of its current and future residents.
- This should result in subsequent social benefits and provide for thriving residential communities while maintaining the attributes that communities value about their residential environments.

<p>is enabled in the operative District Plan, and the level of development provided for in the zones is in keeping with the requirements of the MDRS and NPS-UD).</p> <ul style="list-style-type: none"> Some non-residential activities require resource consent. This may present a barrier to some community or other non-residential activities that support residential areas. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. Some sites and areas of significance to Māori have been identified in residential areas, and there is the potential for these to be impacted by land use and development. However, this matter is addressed through the Sites and Areas of Significance to Māori chapter. 	<ul style="list-style-type: none"> Contributes to meeting the short, medium and long-term land capacity and supply for housing. <p>Cultural</p> <ul style="list-style-type: none"> There is specific provision for kōhanga reo and papakāinga within the zones.
<p>Effectiveness and efficiency summary</p> <p>The proposed provisions do not significantly alter the existing effectiveness and efficiency of the District Plan as they largely continue the general approach of the District Plan in the operative High Density and Medium Density Residential Activity Areas.</p> <p>This option is the most appropriate way to achieve the proposed objectives because:</p> <ol style="list-style-type: none"> It enables development and land use in each zone to be effectively managed, recognising the existing and intended residential character of the zones The policies provide clear direction as to the intent, purpose, and character of the zones The rule framework reflects the amenity anticipated in the zones by controlling development through rules and activity standards 	

- d. The building and performance standards are aligned with the anticipated nature and scale of built development in the zones; and
- e. The provisions align with the National Planning Standards, the NPS-UD, and the MDRS and will allow appropriate activities to establish and operate in the zones.

Other reasonably practicable options for achieving the objectives

More enabling provisions for the High Density and Medium Density Residential Zones

Under this alternative, the provisions for the High Density and Medium Density Residential Zone would be more enabling of development. This could be through more lenient standards on density and built development (such as increased building height and decreased boundary setback standards) or by permitting a greater range of non-residential activities within the zones.

Recently, the level of development enabled in most area in these zones was substantially increased through Plan Change 56 in order to meet the new requirements of the RMA to incorporate the Act's Medium Density Residential Standards and give effect to Policy 3 of the NPS-UD (regarding building height and density in urban environments). Plan Change 56 became operative in September 2023.

Development standards in a District Plan need to strike a balance of providing for development capacity while managing the potential impacts of development on the surrounding area. The level of development that must be enabled as required by the MDRS represents a significant increase in the level of built development and density from what currently exists, where the predominant built form is single and two-storey, stand-alone dwellings.

The types of costs and benefits for this alternative are similar to those of the proposed provisions, but with a shift in the potential magnitude of the costs/benefits.

There would potentially be additional economic benefits from more enabling provisions, developments and activities that produce an economic return. In addition, there may be additional social benefits through additional facilities and housing

opportunities that would be enabled. However, the magnitude of these benefits would depend on the extent to which the additional opportunities provided for by the provisions are taken up, noting that the provisions of the proposed Medium Density and High Density Residential Zone chapters would also provide for a substantial increase in development (including non-residential activities) from what currently exists in residential areas of Lower Hutt.

More enabling provisions may detract from the amenity values appreciated by some people who value the amenity typically associated with an area with a relatively low level of built development and with limited non-residential development. However, this may improve amenity values appreciated by others, including future generations, including by providing increased and varied housing densities and types.

The additional development enabled under this alternative may have greater impacts on infrastructure, and there would be an economic cost associated with new infrastructure or upgrades to existing infrastructure to support that additional development.

8.2 Evaluation of policies and rules for the Large Lot Residential Zone

Evaluation of policies and rules for the Large Lot Residential Zone

OBJECTIVES

- LLRZ-O1: Purpose of the Large Lot Residential Zone
- LLRZ-O2: Activities in the Large Lot Residential Zone
- LLRZ-O3: Planned residential environment of the Large Lot Residential Zone
- LLRZ-PREC1-O1: Activities and Built Development for the Silverstream Retreat Precinct

POLICIES

- LLRZ-P1: Compatible activities
- LLRZ-P2: Non-residential activities
- LLRZ-P3: Other activities
- LLRZ-P4: Residential character and amenity
- LLRZ-P5: Higher density residential development
- LLRZ-PREC1-P1: Silverstream Retreat Precinct Activities

RULES AND STANDARDS

- LLRZ-R1: Repair and maintenance
- LLRZ-R2: Demolition or removal
- LLRZ-R3: Construction, alterations and additions
- LLRZ-R4: Residential activities
- LLRZ-R5: Home businesses
- LLRZ-R6: Visitor accommodation
- LLRZ-R7: Childcare services
- LLRZ-R8: Supported residential care facility
- LLRZ-R9: Education facilities
- LLRZ-R10: Healthcare activities
- LLRZ-R11: Community facilities
- LLRZ-R12: Marae
- LLRZ-R13: Emergency service facilities
- LLRZ-R14: Retirement villages
- LLRZ-R15: Rural activities
- LLRZ-R16: Non-residential activities not otherwise provided for
- LLRZ-R17: Industrial activities
- LLRZ-R18: Outdoor storage and work areas
- LLRZ-R19: Servicing
- LLRZ-S1: Number of residential units per site
- LLRZ-S2: Building coverage
- LLRZ-S3: Building height
- LLRZ-S4: Height in relation to boundary
- LLRZ-S5: Setbacks
- LLRZ-S6: Permeable surface
- LLRZ-PREC1-R1: Conference facilities and places of assembly in the Silverstream Retreat Precinct
- LLRZ-PREC1-R2: Visitor accommodation in the Silverstream Retreat Precinct

Efficiency and effectiveness**Costs****Benefits**

Environmental

- Permitted activities have the potential to generate adverse effects on the character and amenity values where consent is not required from Council.
- The provisions will result in a small change in the character and amenity compared to the current residential environment.
- New development may result in increased pressure on infrastructure and servicing (e.g., new minor dwellings in areas with limited service capacity).

Economic

- Limited loss of current permitted activity rights where permitted activity rules or standards have been adjusted.
- Where an activity is not permitted, there are costs associated with obtaining a resource consent, including costs associated with preparing the consent application. Consent requirements may discourage some activities from taking place, which can have an economic impact.
- No reduction in employment opportunities or economic growth have been identified.

Social

- Some people may be affected or concerned about change in character or amenity value from the slightly more intensive development enabled by the provisions.
- Some non-residential activities are restricted and require resource consent. This may present a barrier to some

Environmental

- The provisions of the proposed LLRZ represent a modest adjustment compared to the approach the approach of the operative District Plan but generally continue with the core direction of the Hill and Landscape Protection Residential Activity Areas. The provisions will therefore generally maintain the core characteristics and amenity values of existing residential areas, with residential activity remaining the predominant land use of the zone.
- The proposed provisions are clear and provide certainty for community as to the future level of change or development it can expect.
- The proposed standards will result in similar quality housing layout and design outcomes.

Economic

- The provisions are more enabling compared to the operative Plan, particularly compared to the provisions of the Landscape Protection Residential Activity Area. However, the proposed provisions provide more certainty over what activities can occur and what outcomes need to be managed, resulting in less cost and uncertainty for landowners.
- Increased opportunities for a range of housing choices.
- Residential development opportunities are provided in locations supported by existing or planned infrastructure and community facilities.
- Contributes to meeting the short, medium and long-term land capacity and supply for housing.

community or other non-residential activities that support residential areas.

Cultural

- No direct or indirect costs have been identified.

- Employment and economic growth opportunities will be created by marginally more development being enabled in the zone.
- For the Silverstream Retreat Precinct, the added policy and rules provide for additional commercial activities at the site that can result in an economic benefit.

Social

- The provisions provide for a variety of residential activities and ancillary activities, or activities that support the overall functioning of the zones and the needs of its current and future residents.
- This should result in subsequent social benefits and provide for thriving residential communities while maintaining the attributes that communities value about their residential environments.
- For the Silverstream Retreat Precinct, the added policy and rules provide for additional activities, including places of assembly, that may have a social benefit for people using the facilities at the site.

Cultural

- There is specific provision for kohanga reo and papakāinga within the zone.

Effectiveness and efficiency summary

The proposed amendments largely continue the existing approach of the District Plan in the operative Hill and Landscape Protection Residential Activity Areas, with some refinements to align the chapters with the National Planning Standards, streamline and rationalise objectives and policies, and adjustments to activity rules and development standards.

This option is the most appropriate way to achieve the preferred objectives, mostly because they are efficient in terms of reducing consenting costs for landowners, and effective in terms of sustainably managing resources. It is considered that this option will achieve the objectives in the Plan because:

- a. It enables development and land use in the zone to be effectively managed, recognising the existing and intended residential character of the zone
- b. The policies provide clear direction as to the intent, purpose, and character of the zone
- c. The rule framework reflects the amenity anticipated in the zone by controlling development through rules and activity standards
- d. The building and performance standards are aligned with the anticipated nature and scale of built development in the zone; and
- e. The chapters and definitions align with the National Planning Standards and will allow appropriate activities to establish and operate in the zone.

Other reasonably practicable alternatives

Status Quo

Under this alternative, the District Plan would continue its existing approach for the areas identified by the Large Lot Residential Zone, and simply align the District Plan with the National Planning Standards with no additional changes.

The status quo provisions are similar to those of the proposed provisions (assessed above), but are less permissive, notably with regard to residential density for areas previously in the Landscape Protection Residential Activity Area, and through consent requirements on minor additional dwellings.

As a result, there are fewer opportunities for a range of housing choices, particularly in the LPRAA.

The environment, economic, social and cultural effects of the status quo provisions and the proposed provisions are similar.

The status quo provisions arguably have greater benefits for the natural environment through the restrictions on additional development. The added restrictions can also have social benefits through amenity values for people who value areas with lower density and less built development. However, this comes with economic costs (through constraints on activities and development that could add value to a property or result in an economic return) and social costs (through restrictions on development that make a positive contribution to social wellbeing, including community facilities and additional housing opportunities).

Rezoning the areas to the Medium Density Residential Zone

Under this alternative, the areas currently in the Hill Residential Activity Area and Landscape Protection Residential Activity Area would be rezoned to the Medium Density Residential Zone, and as a result, the same objectives, policies and rules would apply to these areas as what would apply to other areas in that Zone, including provisions that provide for greater density and built development (permitting three residential units per site and three-storey buildings).

This alternative could result in a significant change in the character of these areas if the opportunities for greater density are taken up by property owners and developers. This could also shift the amenity values for the areas to values more similar to those of other residential areas of Lower Hutt.

There may be potential impacts on the natural environment where development involves the removal of vegetation and earthworks, although the impacts from these activities are addressed through the Ecosystems and Indigenous Biodiversity and Earthworks chapters, not the zone chapters.

Greater development in these areas may also impact infrastructure networks through added demand. In some cases there may not be capacity to support the additional development without significant upgrades. The costs for these upgrades may be incurred by developers in these areas (through a combination of Council's Development and Financial Contributions).

However, the more enabling activities could result in economic benefits (through potential activities and development that could add value to a property or result in an economic return) and social benefits (through enabling development that can make a positive contribution to social wellbeing, including community facilities and additional housing opportunities).

FINAL DRAFT

9 Summary

- (136) This evaluation has been undertaken in accordance with Section 32 of the RMA to identify the need, benefits and costs, and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means of achieving the purpose of the RMA.
- (137) The evaluation demonstrates that this proposal is the most appropriate option as:
- The objectives and policies provide direction and certainty to plan users on the outcomes expected for the residential zones and precinct
 - The provisions provide for the efficient and effective use and development of residential areas to create a well-functioning urban and residential environment, while enabling people to provide for their health, safety, wellbeing, and social, economic, and cultural needs.
 - Rules provide certainty to community about the type and scale of activities that can occur as permitted activities and requiring certain standards to be met
 - Activities requiring resource consent are limited to those that breach the Permitted standards and/or have potential for adverse effects on the environment, which enables a case-by-case assessment of the proposed activity.
 - The objective and policies meet the requirements of the RMA and give effect to higher order direction, including the National Policy Statement for Urban Development and Regional Policy Statement for the Wellington Region.

10 Attachments

Attachment 1: Relevant provisions of the National Policy Statement on Urban Development

Attachment 2: Overview of activity status changes and rationale

Attachment 3: Overview of standard changes and rationale

FINAL DRAFT