UPPER HUTT CITY

Developing the 2014 Rural Strategy



Identifying rural issues, outcomes and options | a summary of the first round of consultation



Developing the 2014 Rural Strategy

The Upper Hutt City Council (Council) has commenced the preparation of a Rural Strategy. The first round of consultation was held between November 2013 – February 2014 over which time almost 250 surveys were completed and 9 public workshops were held.

The Rural Strategy will identify a range of social, economic and environmental issues to create a vision for what rural Upper Hutt should look like in the next 10-20 years. It will also create a roadmap, outlining how we will achieve this vision.

The purpose of this first stage of consultation was to identify the key rural issues which the strategy should address and the 'desired outcomes' sought for Upper Hutt's rural areas.

The purpose of this document is to:

- provide commentary on the outcomes of consultation; make sure we have correctly identified the key issues for rural Upper Hutt as presented during consultation, and the outcomes sought; signal an initial range of potential options that will be evaluated further in the development of the Rural Strategy and seek feedback on these;
- set out the relationship between the Rural Strategy, other Council strategies and tools for implementation; and
- set out Council's jurisdictional functions and responsibilities (noting any funding consequences).

The structure of the document is as follows:

Part 1 summarises consultation feedback against 'topics' and the desired outcomes raised during consultation. Potential options Council could take to address the desired outcomes are outlined.

Part 2 outlines the statutory responsibilities of key agencies that are involved in delivering outcomes sought. It also sets out how Council projects are funded through the Long Term Plan and Annual Planning process.

Part 3 briefly explains other Council strategies which the Rural Strategy will need to take into account and which could be used to help address issues raised in consultation.

Please note that all survey responses and workshop summaries are also available online at www.consultation.upperhuttcity.com/ruralstrategy and should be viewed together with this report.

It is important that all three parts of this report are read in conjunction with one another. Whilst Part 1 is a summary of what we have heard through consultation, Parts 2 and 3 provide statutory and strategic context which needs to be considered as this will impact on the proposed Rural Strategy.

Please read through this document and let us know if the information displayed in Part 1 is representative of what you want, and whether you support the potential options we have identified. These options are generally categorised into the different responsibilities and functions of the Council, and represent initial ideas for action. Your feedback on this document will allow us to further evaluate and test these options.

As part of the evaluation and drafting of the Rural Strategy, Council will be required to consider the range of different and sometimes competing aspirations and balance these against Council's statutory and jurisdictional functions and responsibilities. Where actions are required outside the ambit of Council's responsibility, the use of information, partnerships and advocacy will be investigated.

A large number of responses and suggestions requested outcomes that were beyond the statutory responsibility of Upper Hutt City Council and how Council operates under 'business as usual'. In some cases, these outcomes were the responsibility of GWRC. In other cases, Council does not have the staff levels or funding to deliver some of the proposals raised during consultation. Delivering those outcomes would require recovering revenue either through not undertaking other projects, increasing rates or leveraging significant community input. We must be realistic when developing the Rural Strategy to ensure it provides clear and achievable outcomes.

It should also be noted that all funding decisions for specific projects are made through the Long Term Plan and Annual Plan.

Where we are in the process and where to from here?

As shown in Diagram 1 overleaf, we have (and are testing through this document) 'identified the rural issues' through undertaking a survey, holding public workshops and running an online forum. We have 'collated the information' received via these channels and are now 'seeking feedback' on the issues, desired outcomes and potential options to address them. The opportunity to provide feedback will run from 26 March – 30 April; coinciding with public consultation on the draft Annual Plan (please note that these are two separate processes and should be commented on individually). At the close of this submission period we will not be providing an opportunity for oral responses to this document to be heard; that opportunity will be provided once a draft strategy is released and formal submissions are invited.

Feedback received on this document will assist in evaluating the potential options identified in Part 1. This will be informed by the responses received during this stage of consultation. These options will be assessed in the development of a proposed Rural Strategy which will be released for formal consultation under the Local Government Act 2002. Formal 'submissions' will be sought during this stage and submitters will be able to present their submission to the Council at a public hearing.

The 2007 Urban Growth Strategy review process

The 2007 Urban Growth Strategy (UGS) is being reviewed at the same time as the Rural Strategy is being developed. Through consultation on the Rural Strategy, it has become evident that numerous issues or 'themes' are relevant to both the rural and urban environments. In some cases, they are strongly linked to one another (for example the protection of natural values and character, recreation, public transport and subdivision and housing).

Do you think the two documents should be combined and developed into one comprehensive strategy for Upper Hutt City or do you think the two should remain as two separate strategies (refer to Diagram 1 overleaf)? Please let us know what you think when you provide us with your feedback.

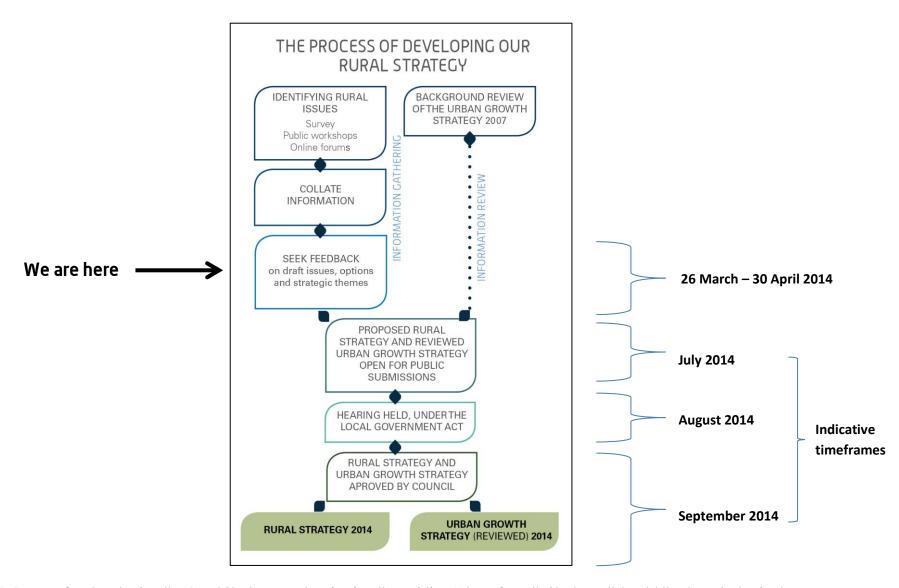


Diagram 1: Process for developing the Rural Strategy and reviewing the existing Urban Growth Strategy (*should the two strategies become one strategy for Upper Hutt? Let us know what you think via the feedback form).

Part 1: The issues and desired outcomes you've identified and options for action to achieve these outcomes

Part 1 is a summary of feedback from the first round of consultation. The summary is based on 16 topics and for each, lists the 'desired outcomes' sought during consultation and signals potential options Council could take to address these. These topics are similar to those that were contained in the online survey and are addressed in no particular order.

- 1. Natural values
- 2. Waterways
- 3. Public access
- 4. Waste
- 5. Rural character and amenity
- 6. Subdivision and housing
- 7. Recreation
- 8. Heritage

- 9. Road safety and quality
- 10. Water supply, wastewater and stormwater
- 11. Natural hazards
- 12. Telecommunications and power
- 13. Business
- 14. Tourism
- 15. Household sustainability
- 16. Community

Whilst reading through each topic, please think about whether we have captured the issues and outcomes accurately and let us know your views on the potential options identified to address them. Your feedback on this is important to ensure we further evaluate the most suitable options.

Please note that as we have received a large volume of information during the course of the workshops and survey, the information has been summarised into what we have understood the main issues and outcomes to be. These high-level outcomes will be used to inform Council's identification of the appropriate underlying principles of the Rural Strategy. This process will also be informed by affordability considerations. We understand that specific suggestions and ideas were raised at the workshops and in surveys - much of that detailed information has assisted in understanding outcomes, or informing the options identified.

Topic 1: Natural values

Desired outcomes

- **1.1** Planting of riparian margins to help prevent runoff and erosion, to maintain rural amenity and river quality.
- **1.2** Native trees are planted to promote biodiversity values and regenerate native bush
- **1.3** Future development considers the surrounding environment and is in keeping with the natural values of the rural area.
- 1.4 Fencing of riparian margins to prevent stock accessing waterways.
- **1.5** The unique rural environment is protected (waterways, vegetation and biodiversity).
- **1.6** Landowners are encouraged to protect their land (informal and formal mechanisms for protection).

Commentary

Over the consultation period general support was expressed for the maintenance, enhancement and protection of the natural values associated with rural Upper Hutt. These natural values are for many people, the reason why they live, work and spend time in the rural areas of the city.

Suggested ways to retain a high quality natural environment included:

- Enhancing biodiversity by planting more native plant species and protecting native fauna.
- Having a more coordinated approach to the management of pests and weeds.

Protecting our waterways and native bush.

Recognising bee corridors.

In terms of the built environment and infrastructure, feedback noted the need to recognise and consider the effects from new development that may adversely affect the natural values of the rural environment.

Greater Wellington Regional Council's (GWRC) management of the effects of using freshwater, land, air and coastal water, and Council's management of the use of land (including subdivision) will each have a significant impact on natural values. GWRC's Regional Policy Statement outlines a range of regulatory and funding mechanisms to manage natural values. These include minimising the effects of earthworks and vegetation disturbance, for example.

The Greater Wellington Pest Management Strategy (2002-2022) allocated primary responsibility to GWRC for a range of measures to control pests. Previous GWRC funding has enabled landowners to proactively plant and fence riparian margins.

Council has a range of options for the management of land to protect natural values, including regulating land use through the District Plan and providing for esplanade strips or reserves. Esplanade areas (reserves or strips) may be required by a rule in the District Plan when land is subdivided, reclaimed, or developed; or when a road is stopped. Additionally, an esplanade strip may be created voluntarily at any time.

Council does not presently have funding or a regulatory requirement to proactively plant forestry.

Potential options to evaluate for natural values

Investigations	Identify the natural values (vegetation, wetlands and waterways) in the rural areas and understand the potential opportunities for maintenance and enhancement, the constraints and possible management options for them (including Council-owned land).
Review the District Plan	 Review policy and rules relating to the acquisition and management of esplanade strips and reserves to protect natural values. Develop a program to identify and evaluate 'Significant Natural Values' and a range of mechanisms (including District Plan changes) necessary to ensure their protection and enhancement.
	 Review District subdivision and housing provisions and the relationship of these to the maintenance and enhancement of rural natural values.
Information	Provide information to landowners on QEII covenants and other private initiated landowner protection mechanisms.
Partnership with GWRC	UHCC can investigate the current GWRC funding for pest control, planting and fencing riparian areas, advocate for its continuation, and provide information to landowners on the accessibility of this funding.

Topic 2: Waterways

Desired outcomes

- **2.1** Riparian margins are managed in a way that prevents erosion and contaminants entering the waterways enhancing water quality.
- **2.2** Rural wetlands are preserved and re-vegetated with native species.
- **2.3** Rural households have their own water tanks (being self-sufficient).
- **2.4** The amount of water flowing through rivers is managed sustainably to prevent algal build up and maintain healthy ecosystems.
- **2.5** Rural households have highly efficient waste water management systems.
- 2.6 The quality of waterways is improved.

Commentary

The response to water quality in the rural areas varied depending upon location and was reflective of the local water quality. For example, the topic of water quality arose more often during discussions on the Mangaroa River than during discussions on the Akatarawa River.

The importance of water quality was understood and appreciated by those who participated in consultation and a general sentiment to improve it was held. Some workshop participants noted that they want their grandchildren to be able to swim in the rural rivers, as they once did.

A number of concerns were raised in regard to the management of water flow and the taking of water from the Hutt and Mangaroa Rivers, for both urban and rural purposes. Some members of the community suggested this is contributing to increased algal blooms and is harming fish stocks.

Preventing stock access to rivers was also encouraged. Fencing off waterways from stock was suggested as a method to achieve this, along with riparian planting to prevent stock effluent runoff getting into rivers and streams.

The overall desire from those involved with consultation was to improve water quality for ecological and recreational purposes. It was recognised that to do this, preventing erosion and contamination of waterways is required.

Many of the options available to Council that have already been noted against natural values are equally important for the protection of waterways. In particular the acquisition and use of esplanade strips and reserves can improve water quality by good riparian management.

Council ensures that all new dwellings that do not have access to reticulated water can be provided with a suitable alternative water supply. Typically rain water is relied on for potable water and this is administered through the building consent process. Any resource consents for the

taking of water are administered by GWRC. GWRC also regulate discharges of contaminants to water or to land where it might enter water, whereas the Council manages land uses in proximity to waterways, and the effects of subdivision.

Potential options to evaluate for waterways

Investigations	Investigate the rural waterways, including consultation with GWRC to gather information on the state of rural Upper Hutt's waterways, and understand the potential opportunities for maintenance and enhancement of waterway health, the constraints and possible management options.
Review the District Plan	 Review the District Plan provisions relating to the management of riparian margins and development in close proximity to waterways. Develop a program to identify and evaluate 'Significant Natural Areas' (including wetlands) and a range of mechanisms (including District Plan changes) necessary to ensure their protection and enhancement. Review subdivision density to ensure that lot sizes can accommodate on-site waste water systems.
Regulatory processes	Increased monitoring of existing waste water and potable water supply systems.
Information	Align with the Sustainability Strategy and provide information to landowners on ways to operate households more sustainably, including the use and management of their own water and septic tanks.
Partnership with GWRC	 Advocate for financial assistance from GWRC to assist with planting and fencing that improves water quality (education and management of run off and development). Highlight water quality as being an issue through future discussions around governance and ensure that any future growth in the city minimises demands for water takes.

Topic 3: Public access to rivers and streams

Desired outcomes

3.1 Public access to rivers and streams is appropriately provided for (access is easy and legible).

Commentary

The majority of survey respondents agreed that adequate access is provided to rivers and streams in rural Upper Hutt.

Improvements could be made however, including clear and legal access to waterways to further enable the enjoyment of this resource. Conversely, concern about the impact of public access on private land was raised and this would need to be managed appropriately.

Council provides for public access to rivers and streams by way of formed roads, paper roads, Council reserves, esplanade strips and esplanade reserves. Esplanade areas (reserves and strips) may be required by a rule in the District Plan when land is subdivided, reclaimed, or developed; or when a road is stopped. Additionally, an esplanade area may be created voluntarily at any time by agreement.

In addition, informal access can be provided in agreement with private landowners. At present there is little incentive on landowners to provide public access, particularly when considering the disadvantages that increased public access brings to private landowners.

Potential options to evaluate for public access to rivers and streams

Investigations	Identify Council's existing esplanades throughout the rural areas and ascertain where new connections could benefit the overall corridor, as well as reviewing the existing access arrangements (reserves and access strips) and whether improved access arrangements should be provided for.
Review the District Plan	Review the District Plan provisions relating to Council reserves and esplanade strips to ensure that they are meeting their strategic requirements (prioritising the appropriate areas and the appropriate purpose).
Long Term Plan and Annual Plan	Consider the need for and funding consequences of rates relief to landowners who actively set aside areas of land that can be accessed by the public.

· ·	Consider the development of an Open Space Strategy that provides a range of tools to achieve an appropriate network of Council open spaces across rural and urban areas of Upper Hutt.

Topic 4: Waste

Desired outcomes

- **4.1** Illegal dumping of rubbish is avoided.
- **4.2** Restoration of areas subject to illegal dumping.

4.3 Appropriate refuse services are available to rural areas.

Commentary

Addressing matters of waste disposal in rural areas arose. These included the illegal dumping of rubbish, green waste disposal and the availability of refuse facilities.

In 2012 Council contracted out waste collection for the entire city, enabling all residents to choose the cheapest waste collection for their property. Waste collection is treated the same for all residents of the city, relying on a contractual arrangement with individual waste service providers. The provision of waste collection is addressed during the Long Term Plan process.

Waste management is addressed in the Solid Waste bylaw 2005. Council continues to clean up any illegal dumping. Since adopting the new scheme there has been no noticeable change in the incidence of illegal dumping. Most objects dumped are those that cannot be collected by weekly refuse collection, and which should otherwise be taken directly to the tip.

Potential options to evaluate for waste

Regulatory processes	Monitor and take action in relation to illegal dumping.
Information	 Publicise those found guilty of illegal dumping. Educate on the environmental impacts of inappropriate waste disposal.
Long Term Plan and Annual Plan	 Consider the provision of waste disposal facilities and systems. Facilitate clean-up projects initiated by community groups.

Topic 5: Rural character and amenity

Desired outcomes

- **5.1** Rural character and amenity values are recognised, described and recorded.
- **5.2** Future development maintains and enhances rural character and amenity values which people live in the rural areas for (e.g. 'small town' and 'village' feel is retained).

Commentary

Rural character and amenity values are reasons why people live, work and spend time in rural Upper Hutt. Rural characteristics such as open space, biodiversity, quietness, high quality landscapes and low housing density are valued by those who participated in the first round of consultation. The general sentiment expressed by those who partook in the first rounds of consultation was to preserve these values for the future.

When questioned what the values associated with rural Upper Hutt were, responses included:

"Rural is not 1700 houses planned for Maymorn, but somewhere where people can walk, ride horses, enjoy the beautiful and safe surroundings without busy traffic".

"An area which maintains open space and landscape character".

Some respondents to the survey suggested better managing buildings, subdivision and earthworks, and protecting the rural skyline to preserve rural amenity.

During development of the Urban Growth Strategy, Council considered the need to enable development in a range of future growth areas to accommodate anticipated population growth within the city. These options included a number of existing urban areas, as well as the development of land at Maymorn. The development of Maymorn would convert affected parts of the city from rural to residential, and in so doing significantly impact on existing rural character and amenity.

Potential options to evaluate for rural character and amenity

Investigations	Undertake landscape character assessments of rural character areas (as defined by the Hutt Valley Landscape Study) and use the information from the consultation workshops to understand, describe and record the rural landscape character and amenity values for each area.
Review the District Plan	Review the District Plan provisions (policy, rules and assessment matters) to ensure the effects of development on rural character and amenity are appropriate.
Investigations as part of the Urban Growth Strategy review	Reconsider the Maymorn Structure Plan.

Topic 6: Subdivision and housing

Desired outcomes

- **6.1** Future subdivision and housing is in keeping with the surrounding environment and ensures that the rural landscape and amenity/natural values are maintained.
- **6.2** Ensure infrastructure is safe and can appropriately accommodate development.
- **6.3** The right of existing activities are protected.

Commentary

A range of opinions about the subdivision potential in rural areas was expressed during consultation. Some people did not want more intensive development and wanted the 'status quo' to remain (according to existing provisions in the District Plan) and others wanted more provision for lifestyle blocks and the ability to subdivide their larger sections into smaller lot sizes.

Concerns raised in response to subdivision and housing were the effects on the environment; including rural character, amenity and natural values, traffic generation, road safety and the impact on water quality and biodiversity.

Overall, there was generally support for keeping the rural areas 'rural' and aiming to limit future development in order to retain the rural character which people value. Intensive development of an urban scale is not supported. Many references were made to the proposed development at Maymorn; the overall feeling was that development of an urban scale should be promoted within existing urban zones (e.g. infill housing).

There were also concerns that new houses in some areas have resulted in complaints against activities that were there first - creating a 'reverse sensitivity'. Examples include the Hutt Valley Gun Club and use of roads by cattle.

Those community members that participated in the first round of consultation were generally not strongly opposed to development, but it was noted that any development should consider its surroundings and be in keeping with the rural environment. A more coordinated approach to the provision of housing and infrastructure was supported and an investigation into the provision of second dwellings on rural lots was mentioned.

The District Plan currently controls subdivision by imposing minimum lot sizes that vary according to whether the area is zoned rural hill (20ha), rural valley floor (4ha) or rural lifestyle (1ha). A resource consent is always required for subdivision and once lodged, Council will then assess each subdivision consent on its merits, having regard to its environmental effects as well as objectives and policies of the District Plan. Resource consent can be sought to subdivide below the identified minimum lot sizes. Such consents are assessed according to a more rigorous consent

process than would occur if the lot size was contemplated by the District Plan. Resource consent applications for land use (such as new houses) are also managed in a similar manner.

Potential options to evaluate for subdivision and housing

Investigations	 Investigate a range of options for managing future subdivision and the effects of development in the rural area. This could include a capacity analysis, where the status quo is assessed against other forms of density to illustrate what effects lot sizes have on rural character and amenity. Other constraints (such as ecological features) could also be considered. As part of this analysis, consider the consequences to infrastructure investment, and options for cost recovery. Investigate options for promoting uptake of waste water treatment options that are above compliance standard in areas off-mains.
Review the District Plan	 Review the District Plan rural subdivision and land use provisions in light of the findings above to test how well they deliver appropriate subdivision, use and development. This could include more onerous consent requirements for some land uses, and less onerous consent requirements for others. Ensure resource consent applications consider the impacts of new activities on existing established activities.
Information	 Investigate how effective a design guide for development in the rural area would be in promoting good design. Encourage resource consent applicants to seek pre-application meetings with Council.

Topic 7: Recreation

Desired outcomes

7.1 An open space network which provides safe recreational opportunities for cyclists, horse riders and pedestrians.

7.2 The rural area is a safe environment for all recreational users.

Commentary

The amount and quality of recreational opportunities that rural Upper Hutt offers is one of the main reasons people value the area so highly. Regional parks, walks and cycling opportunities were mentioned often. However, concerns were raised at every workshop about the demand placed on local roads from cars, trucks, cyclists, horse riders and walkers and that space needs to be provided for walking, cycling and horse riding – separate from cars. This was highlighted as a safety issue.

Opinions differed as to who is creating the safety issue, but the solutions provided by the community to resolve the issue were similar – provide separate bridle paths and walkways for horses, cyclists and walkers.

Cycling events through Mangaroa/Whitemans Valley were mentioned frequently as being hazardous, with residents requesting better communication from the Council about when these occur and which roads they would affect.

There was undoubtedly concern from those who participated in consultation about the management of traffic (cars/cyclists/horses/walkers) in the rural areas and the provision of adequate space for each party to undertake their respective activities - especially as the rural areas are highly utilised for recreation purposes.

Council cannot prevent the use of roads by cyclists or others during cycling events. There is presently no obligation on any road user to inform Council of their intention to use a road, unless the activity is associated with a resource consent application, or necessitates the road being closed. In those situations Council would request a traffic management plan, and would ensure that activities are undertaken to ensure safety, and minimise disruption to the road network. The greater proportion of recreational traffic is not associated with any resource consent or road closure process.

The costs of additional bridle tracks and pedestrian links need to be understood before any decisions are made on the best locations for such tracks and their intended usage. Pedestrian links and bridle tracks would not provide suitable options for road cyclists, for example, as they require well-sealed paths. One way in which these costs can be better scoped and understood, and relative priorities developed is through the

development of an 'Open Space Strategy' which could consider how best to utilise the open space network (such as formed roads, reserves, and the wider road reserve –including possible use of berms and paper roads). Such a strategy could identify options to resolve recreational conflicts in particular locations before selecting a preferred course of action. It could also consider outcomes identified under other topics (including infrastructure and public access). Another way to address recreational conflicts more specifically could be through the development of a 'Cycling, Walking and Bridle Path Strategy'. There is also the potential to address these issues under one combined strategy.

'Activation' is the team responsible for active recreation in Upper Hutt, aiming to improve the health and wellbeing of residents by connecting them to active spaces and opportunities. It sits under Recreation Services, which has the mandate to enable Upper Hutt people to become more active, more often through working with infrastructure, facilities, clubs and the community.

Potential options to evaluate for recreation

Investigations	Map Council's existing parks and reserves in the rural areas and understand the demands on these spaces, any planned works and investigate any potential linkages which would provide an improved network of connected Council open spaces for walkers, cyclists and horse riders. Use the information gathered at the consultation workshops as a starting point for ideas and potential walkway linkages.
	 Review the GWRC regional park management plans to understand the key focus for future projects, as well as consult with officers at GWRC.
	Investigate the cost associated with additional walkways, cycle ways and bridle tracks, in order to understand the implications on Long Term Planning.
Other Council strategies	Consider the development of an Open Space Strategy that would provide a range of tools to achieve a strategic network of Council open spaces across rural and urban areas of Upper Hutt.
	Consider the development of a Cycling, Walking and Bridle Path Strategy to achieve a network that provides for these recreational opportunities in Upper Hutt.
	Consider the development of an event strategy to build on existing community event planning and look more specifically at what could be achieved in rural areas.

Council promotion	 Promote community events and facilitate their coordination through Council media. Promote our existing recreational activities (e.g. Rail Trail and Regional Parks).
Partnership with community and recreation groups	 Investigate ways to work with main cycling groups to encourage them to adhere to safe riding practices. Educate drivers to 'share the road' and maintain a minimum passing distance for all cyclists.

Topic 8: Heritage

Desired outcomes

- **8.1** The heritage that remains in rural Upper Hutt is understood.
- 8.2 Identified heritage values and sites are protected.

8.3 Promote the heritage values that exist in rural Upper Hutt.

Commentary

The majority of respondents to the survey agreed with the statement that the 'protection of our local heritage is important to me'. Heritage was not a 'hot topic' at public workshops however, but those who did discuss it wanted to preserve the remaining heritage in rural Upper Hutt. This included the Rimutaka rail trail, for example.

Survey respondents sought the identification and preservation and/or protection of historic sites; requesting that the remaining heritage in rural Upper Hutt be protected.

Potential options to evaluate for heritage

Investigations	Carry out a desktop exercise and gather information on rural heritage. Generate a map identifying unique sites, areas, and places of interest. This information will add to the description and understanding of rural Upper Hutt.
Review the District Plan	Review the heritage protection provisions in the District Plan and identify those areas/sites/objects which should be managed by the District Plan.
Other Council strategies	Consider the development of an Arts, Culture and Heritage Strategy that identifies heritage values and evaluates different methods for preservation/protection.
Council promotion and partnership with landowners	Promote heritage as a tourism opportunity such as through the creation of a heritage trail.

Topic 9: Road safety and quality

Desired outcomes

- **9.1** Safety of road users (including horses, cyclists and pedestrians) is improved.
- **9.2** A good quality road network that provides for the safe access of vehicles and other modes of transport, and which is maintained and managed effectively.
- **9.3** Rural traffic is well managed and the conflicts between different users are addressed.
- **9.4** Speed limits are appropriate for the road conditions.

Commentary

Road safety

As in the recreation section (Topic 7), rural roads are being used by different users and for different purposes. At times, these users conflict with one another and this is causing concerns for safety.

The issue tends not just to be the amount of traffic on rural roads, but the speed of some drivers and potential conflicts between horses, pedestrians, cyclists and cars. Separating different users was suggested as one management method. Others included lowering speed limits and educating cyclists about safe riding practices. Other suggestions include widening rural roads and maintaining them more effectively. The removal of blind corners and providing 'pull over areas' were other suggestions mentioned and a number of participants noted that wider roads would detract from the rural feel and encourage speeding.

Road safety and quality are issues that link with subdivision and housing (e.g. should future development of the rural area continue the demands on rural roads will only increase).

Council has identified a range of road upgrade options, including improving visibility, widening projects and improved road markings through rural road improvement plans. Those rural improvement plans are subject to the funding processes outlined in the Long Term Plan.

Council determines speed limits in accordance with the 'setting of speed limits rule', a process which is administered by the New Zealand Transport Agency. That process obliges consideration of the safe and appropriate speed limit for a road with regard to the function, nature and use of the road, its environment, land use patterns and whether the road is in an urban traffic area or a rural area. Subsequent enforcement of traffic speeds are the responsibility of the Police.

The provision of public transport is a responsibility of GWRC.

Road quality

The general sentiment from the community was that the quality of rural roads requires upgrading and a better level of ongoing maintenance. The types of upgrades required were different, but generally it was accepted that more money could be spent on improving the rural road network.

Suggestions for improvement included widening the road corridor, providing better drainage, providing better seal and enabling the use of berms by horses and pedestrians.

The ability to recover costs of maintenance and upgrade is limited by the Local Government Act and Resource Management Act. Council presently recovers some costs via 'development contributions' (refer to Part 3). The remainder of costs are recovered as a general levy on rates which is applied equally across the entire city. The lower rating base in rural areas results in a transfer of non-rural rates being used on rural roads.

Council does not recover costs for road maintenance through 'financial contributions' (refer to Part 3) under the District Plan.

The maintenance cost of roads varies according to vehicle volumes, and design standard. In 2010/11, the average cost of maintaining rural roads was \$6448/km, compared with \$2534/km for urban roads.

Potential options to evaluate for road safety and quality

Investigations	Analyse information Council currently holds on road capacity for the main rural roads and determine the implications this has for managing subdivision and housing development in rural areas.
	Review the Council's road upgrade plans, as they relate to the rural areas and the implications on the Long Term Plan and Annual Plan funding.
	Map Council's existing parks and reserves in the rural areas and better understand the demand on these spaces, any planned works and investigate any potential linkages which would provide an improved network of connected Council open spaces for walkers, cyclists and horse riders. Use the information gathered at the consultation workshops as a starting point for ideas and potential walkway linkages.

	 Investigate the cost associated with providing additional walkways and bridle tracks in order to understand the implications on Long Term Planning. Review funding options for road maintenance and upgrade costs associated with subdivision and land use activities.
Roading investigations	Continue to review speed limits in the rural area to determine if they are appropriate.
District Plan	Review the District Plan to understand how effective it is for managing safe and efficient road networks.
Liaise with GWRC	Consider the current Regional Transport Strategy and Regional Public Transport Plan and understand where the priorities for public transport connections are to rural areas and invite GWRC to consider certain nodes which may assist future public transport usage in Upper Hutt.
Other Council strategies	Consider the development of an Open Space Strategy that provides a range of tools to achieve a strategic network of Council open spaces across rural and urban areas of Upper Hutt.
Partnership with community and recreation groups	Work with event organisers to improve communication with rural communities on upcoming events in their areas to minimise disruption to residents.

Topic 10: Water supply, wastewater and stormwater

Desired outcomes

- **10.1** Rural houses have adequate wastewater disposal systems, available water supply and stormwater drainage systems.
- **10.2** Septic tanks are safe and not leaching into waterways.
- 10.3 Hydraulic neutrality is promoted.

Commentary

Discussions about water focussed primarily on the quality of rivers and streams, but it was noted that old septic tanks, ineffective drainage and the disposal of waste/storm water contributed to this.

Currently, every new building that requires building consent in the rural area has to show that it can provide on-site drainage and have a maintenance regime in place. Adequate potable water supply must be made available on the site (where no reticulated system is in place) and an on-site wastewater disposal system must also be provided for.

GWRC's Regional Plan for Discharges to Land regulates on-site sewage treatment and disposal and depending on the design may be a permitted activity, or require a discharge permit from GWRC.

Potential options to evaluate for water supply, wastewater and stormwater

Investigations	 Consult with GWRC on the findings of their 'state of the environment' report on the water quality of Upper Hutt's rural waterways and understand what they consider the key pressures to be. Investigate the effectiveness of any other Council that has implemented 'hydraulic neutrality' as part of their stormwater management system, and/or as part of subdivision and land use development considerations.
Review the District Plan	Assess how well the District Plan currently gives effect to the Wellington Regional Policy Statement with respect to integrated land use and infrastructure, particularly the rural subdivision provisions where reticulated wastewater is not available to connect new lots to.

Liaise with GWRC	Liaise with GWRC and investigate the potential to develop a monitoring regime for septic tanks.
Other Council strategies	Align with the Council's Sustainability Strategy and provide information on sustainable options for household water, waste consumption and discharges.

Topic 11: Natural hazards

Desired outcomes

11.1 Reduce the consequences of flooding and erosion in rural Upper 11.2 Ensure future development adequately manages the risk of Hutt.

damage from natural hazards.

Commentary

The impact of natural hazards was raised at public workshops and in survey commentaries.

Comments included researching natural hazards, investing in flood protection structures, and the ability of civil defence facilities to deal with natural hazards to help protect people and property.

District Plan Change 15 ('flood and erosion hazard areas') was mentioned by some affected landowners as having a negative impact on property values.

There were also queries regarding the structural stability of the Birchville Dam and Twin Lakes.

Rural fire fighting was also raised during consultation. The Wellington Rural Fire Authority (WRFA) is the organisation (after a first response from the 111 fire service) responsible for rural fire fighting. Council is a stakeholder and funder of WRFA with representatives on their board.

GWRC are responsible for managing rivers and flood control. This includes direct investment by GWRC in structural methods (such as stop banks), and necessitating the adoption of non-structural methods (such as rules in District Plans) by local councils in accordance with the Regional Policy Statement. The Council has responsibility to manage land use in relation to natural hazards.

Council routinely investigates the integrity of its assets and structures and periodically requests information from GWRC on the integrity of their assets such as Birchville Dam and Twin Lakes.

Potential options to evaluate for natural hazards

Review the District Plan	Consider a range of methods to manage land uses in hazard prone areas.	
	Support future developments to be more resilient to natural hazards.	
	Review the District Plan with respect to the resilience of rural housing to fire risk.	
Liaise with GWRC	Consult GWRC and discuss any work programmes (policy or project related) underway for areas within rural Upper Hutt where significant flood risk and erosion prone land has been identified.	
	Work with GWRC to identify other methods for managing flood protection.	

Topic 12: Telecommunications and power

Desired outcomes

- **12.1** Access to high quality telecommunications/internet for all rural residents.
- **12.2** Reliable power supplied to all rural residents.
- **12.3** Ensure any new infrastructure considers the surrounding environment.

Commentary

It was clear that access to reliable broadband, telecommunications and power is important in rural Upper Hutt. Any new infrastructure should consider the existing environment and be in keeping with its character.

The unreliability/non-existence of these services is proving to be a barrier for successful business operation and could pose a safety risk (i.e. communicating accidents on farms and in civil defence emergencies).

Council does not have legislative ability to require telecommunications or power companies to provide connections. Council can however, work with telecommunications companies to encourage improved service levels.

The District Plan provides policy and rules for the provision of network utilities including telecommunications and electricity transmission. Central Government have also set National Environmental Standards which relate to both these types of utilities. Consequently, the Council has the District Plan and the National Environmental Standards to review and administer in respect of cell sites and other infrastructure related to the provision of telecommunications and electricity transmission.

Council can work with any prospective telecommunications or electricity provider prior to them lodging any required resource consent applications.

Potential options to evaluate for telecommunications and power

Review the District Plan	Review the District Plan network utility provisions to ensure they give effect to relevant National Policy Statements, the Wellington Regional Policy Statement and reference the relevant National Environmental Standards.
	Ensure the District Plan considers the constraints on utility operators as well as the environmental constraints on the future maintenance, upgrade and development of telecommunication and electricity transmission facilities.
	Work with utility companies, and ensure that District Plan provisions appropriately consider the effects of infrastructure on the environment.
Liaise with utility operators	 Advocate to telecommunications companies for improved access to high-speed broadband. Request updates from telecommunications and power providers regarding demand, installation and service levels.

Topic 13: Business

Desired outcomes

- **13.1** Ensure that the rural zone continues to provide for rural activities, traditional farming and rural business opportunities.
- **13.2** Future employment opportunities are created in the rural areas.
- 13.3 Encourage home-based employment in the rural areas.
- **13.4** Ensure that any future businesses are suited to the rural environment and provide for rural residents'/visitors' needs.

Commentary

There was a mixed response to business in rural Upper Hutt. Some participants suggested that rural businesses should be promoted, and others did not think the rural area was somewhere where non-traditional rural activities/business should be operating from.

Those who supported rural business generally believed that boutique/artisan businesses could operate and that they should be of a rural 'theme'. Other businesses fitting this 'theme' could be a café, farmers market and gardens.

Suggestions were also made to promote village 'hubs' with one specific location being on Council land by the Wallaceville Church. Feedback noted that this space could be used as a community meeting place and farmers market for example. A community kitchen would be required to ensure this is successful and a public-private partnership to establish this would be useful.

Council's Environmental Health Division is responsible for the promotion of public health and safety within the community. Any premises with community kitchens (especially if selling food to the public) need to comply with any relevant regulations; these are enforced by this department.

Many respondents to the survey and those that participated at the workshops expressed a desire to continue to carry out small-scale farming in the future. Some even noted the productive capacity of the soils around the Mangaroa Valley, and range of opportunities available for food production. Suggestions were also made that rural producers could sell their goods in Upper Hutt ('produce in rural, process in town').

It was accepted that the rural economy needs to be maintained or grow in a manner which does not detract from the rural character and amenity which is valued by the community.

Council owns a number of reserves and facilities within the rural area. These are available for use for community purposes, such as farmers markets, with prior approval from Council. Council does not have the funding or staff resourcing to manage market days or other similar business

events. It can, however, assist these types of events by making land and facilities available, and assisting with marketing and identification of key people who may have similar ideas.

The District Plan manages land use activities and can require resource consent to manage the effects of activities (including traffic and noise).

Council also administers environmental health regulations, which are set by Central Government.

Potential options to evaluate for business

Investigations	Identify what types of businesses are appropriate for the rural areas.
Review the District Plan	 Review the Rural Zone rules and assess the effectiveness of delivering good outcomes for businesses (including home occupations) and rural character. Ensure District Plan provisions do not discourage traditional farming activities.
Other Council initiatives	Consider whether the Council's Sustainable Business Initiatives (refer to Part 3 'Sustainability Strategy') programme and budget can facilitate the sharing of ideas (such as through business mentors) that can actively lead to coordinated business opportunities.
	 Assist rural retail activities by providing for occasional events on Council land. Work with rural business owners to enable rural business opportunities.
	Facilitate the sharing of ideas that can actively lead to coordinated business opportunities.

Topic 14: Tourism

Desired outcomes

- **14.1** Rural tourist activities are managed in a way that does not detract from the rural character and amenity values that existing residents appreciate.
- **14.2** Promote tourism that impacts positively on the rural and urban economy.
- **14.3** Promote rural Upper Hutt as a tourism destination.

Commentary

Views on tourism differed. Those in favour of more tourism suggested that Council should better promote tourist activities in our rural area because it is one of our best assets. Rural Upper Hutt could build on its strength as a destination for adventure tourism, rural camping, proximity to regional parks, walking trails, as well as a small farm experience.

Although there was an acknowledgement that tourism has the potential to bring significant numbers of visitors to the City, the opportunities for leveraging economic opportunities to the rural area appear to be under-utilised. Discussion also often focussed on the negative impacts of tourism, in particular the danger posed by cyclists or other vehicles on rural roads and the increased numbers of visitors it would attract (potentially detracting from the quietness that is valued).

Potential options to evaluate for tourism

Review the District Plan	Review the District Plan and assess the effectiveness of delivering good outcomes for businesses (including tourism) and rural character.
Other Council initiatives	 Assist rural tourism activities by providing for occasional events on Council land. Work with rural landowners who are interested in developing rural tourism.

Topic 15: Household sustainability

Desired outcomes

15.1 Support and promotion from Council on self-sufficient practices and development.

15.2 Increased number of households working toward self-sufficiency.

Commentary

Some survey respondents and workshop participants were interested in household sustainability; being self-sufficient and practicing energy efficiency.

Council's Sustainability Strategy considers strategic priorities and implementation actions for water quality, energy efficiency and waste minimisation. It already provides limited funding for a range of initiatives.

Potential options to evaluate for household sustainability

Review the District Plan	Review the District Plan provisions regarding small-scale renewable energy generation.
Other Council strategies	Align with the Council's Sustainability Strategy and provide information on sustainable options for household water, waste disposal, household solar and other renewable energy generation options.
Promotion/other Council strategies	Promote self-sufficient practices such as local food production, waste minimisation and energy efficiency and align with the Sustainability Strategy (refer to Part 3) where it provides guidance on these matters.

Topic 16: Community

Desired outcomes

- **16.1** Establish and foster the growth of community facilities and support groups.
- **16.2** Improve connections between Council, rural communities and community groups.
- **16.3** Promote the establishment of community networks.
- **16.4** Facilitate events that promote rural community spirit.
- **16.5** Rates for rural landowners are appropriate.

Commentary

Ideas suggested for better rural community facilities included amenities around Maymorn/Parkes Line Rd/Maclaren St (e.g. playground and non-vehicle access). It was suggested that providing places for people to congregate could be beneficial and developing a community 'hub' at the Council land near Wallaceville Church could provide a community space that could be used by everyone. It was also noted that this could help contribute to community spirit, which some people said was lacking in rural Upper Hutt.

Farmers markets, cafes and picnic facilities were other ideas which could enhance community spirit. A farmers market was mentioned numerous times in the survey and at the public workshops as something which would benefit local rural food producers and the community. Some suggested Council should provide a greater diversity of community facilities.

It was noted that better communication networks within the community and with the Council are required to achieve many of the projects suggested by the community. It was noted often that the public workshops had been a useful forum for rural landowners to meet one another and discuss issues of which they shared views, for example.

Support is required from the Council to ensure rural projects come to fruition and are ongoing, and it was suggested that Council needs to better understand rural ways of life.

Council presently recovers 'financial contributions' (refer to Part 3) at the time of subdivision to pay for community facilities. These provisions are outlined in the District Plan.

As with tourism, Council's role in leading community events is constrained by staff levels and available resources. Historically the best attended events have been community driven, and supported by Council.

Potential options to evaluate for community

Investigations	Evaluate different locations for appropriate community facilities in rural areas.	
Review the District Plan	Review the District Plan to ensure that community facilities are appropriately provided for.	
Other Council strategies and initiatives	Consider the use of Council land for community activities and facilities (such as a farmers market or community 'hub').	
	Facilitate community events in appropriate areas.	

Part 2: Achievable outcomes: a review of Council's roles and responsibilities – our legislative requirements and mechanisms for funding

The role of Upper Hutt City Council is to lead and represent the community. We must engage the community and encourage community participation in local decision-making, whilst considering the current and future needs of community members. This section outlines the statutory functions of Council and GWRC under the Local Government Act 2002 (LGA), the Resource Management Act 1991 (RMA) and the Land Transport Management Act 2003 (LTMA) – relevant legislation, given the issues that were raised during consultation.

A large number of responses and suggestions requested outcomes that were beyond the statutory responsibility of Upper Hutt City Council and how Council operates under 'business as usual'. In some cases, these outcomes were the responsibility of GWRC. In other cases, Council does not have the staff levels or funding to deliver some of the proposals raised during consultation. Delivering those outcomes would require recovering revenue either through not undertaking other projects, increasing rates or leveraging significant community input. We must be realistic when developing the Rural Strategy to ensure it provides clear and achievable outcomes.

It should be noted that all funding decisions for specific projects are made through the Long Term Plan and Annual Plan.

Local Government Act 2002

The purpose of the Local Government Act 2002 is:

- to enable democratic decision-making and action by, and on behalf of, communities.
- to meet the current and future needs of communities for good-quality local infrastructure, local public services and performance of regulatory functions in a way that is most cost-effective for households and businesses.

Council and GWRC have the following responsibilities under the LGA:

Upper Hutt City Council	Greater Wellington Regional Council
 Sustainable district well-being The provision of local infrastructure, including water, sewerage, storm water and roads Environmental safety and health, district emergency management and civil defence preparedness, building control, public health inspections and other environmental health matters 	 Sustainable regional well-being Managing the effects of using freshwater, land, air and coastal waters, by developing regional policy statements and the issuing of consents Managing rivers, mitigating soil erosion and flood control Regional emergency management and civil defence
	 Preparedness Regional land transport planning and contracting passenger services Harbour navigation and safety, oil spills and other marine pollution

The LGA also requires Council to produce a **Long Term Plan** (LTP). The plan provides a platform for future strategy, investment, and development of a given 'long term' period.

Upper Hutt's LTP covers a period of ten years and is re-evaluated every three years. It is guided by the City Vision (refer to Part 3) and outlines Council's strategy to achieve that vision.

The LTP is supported by an **Annual Plan** (AP). The AP is Council's budget for one financial year. It explains how the Council intends to finance the activities and services it provides during that year as directed by its LTP. The AP supports the LTP by providing integrated decision making and coordination of the Council's resources.

Click here (if reading online) to view Council's <u>Long Term Plan</u> and <u>Annual Plan</u>. The 2014/2015 Annual Plan is currently out for public consultation; click <u>here</u> to join that conversation.

Development contributions and financial contributions

Council is required under the Local Government Act 2002 (see Part 2) to adopt a policy on 'development contributions' as part of its Long Term Plan.

Development contributions are taken in order to fund capital expenditure on roading in eight specific catchments and in one catchment (Mangaroa) for water supply and wastewater. Development contributions are triggered when one or more additional lots in the Akatarawa Rd, Mangaroa, Katherine Mansfield extension, Blue Mountain, Moonshine Hill Rd and Swamp Rd catchments are created via a resource consent for subdivision. This expenditure is required to address the effects on roading infrastructure of increased traffic in those catchments resulting from household growth.

The District Plan requires financial contributions to be made when additional allotments are created as part of a subdivision and when additional dwellings are erected on a site. Financial contributions are received for reserves and leisure facilities and may be used anywhere in the City for things such as community facilities, protecting amenity values and providing access to rivers and streams. The allocation of such contributions is made through the Annual Plan process.

Resource Management Act 1991

The RMA sets out the statutory requirements that Council must consider and deliver when preparing, reviewing and administering the District Plan. The purpose of the RMA is to promote the sustainable management of natural and physical resources and is based on a series of underlying principles.

The RMA seeks the integrated management of resources (land, water, air and the coast) and this is to be achieved at city, region and nation-wide levels. The RMA assigns territorial and regional councils with separate lists of functions and responsibilities. There is some crossover on topics such as biodiversity and natural hazards.

Council is responsible for managing subdivision and land use, whereas GWRC is responsible for water quality, minimum flow levels of rivers and streams, and discharges to land, sea and air for example. Soil conservation and pest management are also managed by GWRC. To get the most effective results, the management of these issues is to be integrated (as subdivision and land use may affect water quality, for example).

Diagram 2 overleaf shows the resource management policy and planning framework and outlines which national, regional or local documents apply where.

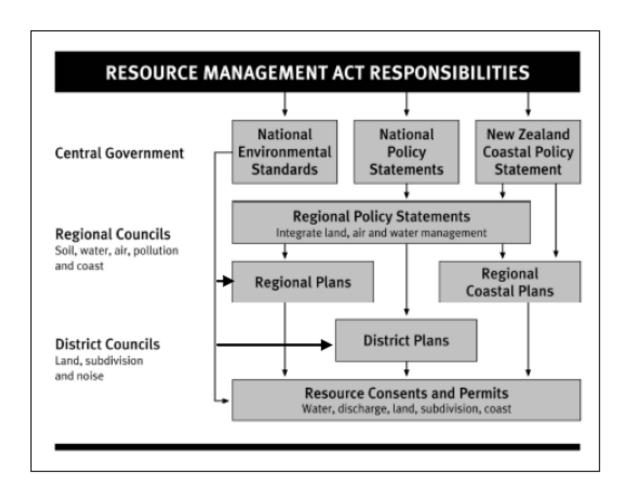


Diagram 2: The resource management planning framework (source: Ministry for the Environment).

The RMA requires the **District Plan** to be reviewed every 10 years. Council has adopted a rolling review process whereby parts of the plan are reviewed on a rolling cycle. The rural provisions of the District Plan are now due for review and the Rural Strategy will help with that process. The Council will also need to ensure it gives effect to the Wellington Regional Policy Statement and any relevant National Policy Statements when reviewing the District Plan.

Land Transport Management Act 2003

The Land Transport Management Act 2003 ('LTMA') is relevant to the Rural Strategy because it sets out the planning and funding framework that channels central government funding in roading, public transport and traffic safety – issues that were raised during consultation.

The LTMA sets out the requirements and processes for Council to obtain funding for roading construction and maintenance, and for the funding of Police on-road enforcement. The LTMA also:

- Established the National Land Transport Fund that funds the NZ Transport Agency and local government to deliver land transport projects and services.
- Established the NZ Transport Agency, which is responsible for allocating the National Land Transport Fund, co-funding local road and public transport activities, and managing the State Highway Network.
- Sets out central and local government transport plans that must be followed in order to allocate funds from the National Land Transport Fund to projects and services.

Part 3: Other Council strategies

Strategic documents like the Rural Strategy allow for the consideration and coordination of Council's functions and responsibilities to achieve community and Council goals. These types of documents provide a snapshot of where the community and Council wishes to head, and how the Council can help in getting there. This 'snapshot' in time does mean that the regular review of these documents is important to ensure that they are still relevant and appropriate to any changing objectives over time.

Council has a number of existing strategies that provide direction for the future development of the City and are themselves guided by the 'City Vision'. These include the Urban Growth Strategy and the Sustainability Strategy. It is important that the Rural Strategy acknowledges the role and function of these existing documents as there will be crossover between them on many of the issues raised in consultation. Council will seek to ensure that there is no duplication between the documents when the Rural Strategy is prepared; ensuring they are linked and support one another.

A brief description of the City Vision and each of these strategies is outlined below.

City Vision

The City Vision outlines five vision statements for our 'Environment', 'Community', 'City Centre', 'Economy' and 'Transport'.

Environment

- We're blessed with beautiful surrounds and seasons that are colourful and changeable.
- Our families enjoy our community parks and modern facilities, and teams compete on our sports grounds.
- Our clean river, our bio-diverse bush, and our majestic regional parks attract tourists, events, and business.

Community

- We're proud of our heroes, our success stories, and our uniqueness.
- We celebrate our heritage and culture, and we thrive through our diversity.
- We're a caring and connected community that is safe, healthy, and enjoys quality wellbeing for all ages.

City Centre

- Our city centre is an expression of our identity and our heart; it's
 where locals meet, where many of us do business, where we shop,
 and where we celebrate.
- We loyally support the range of busy stores within our city.
- Visitors stop in to enjoy our unique style, our attractions, our stores, as well as our special green spaces within the city.

Economy

- Our local businesses, our city centre, and our educational facilities develop and prosper.
- We attract new business investment and clean industries with sustainable, high-growth capability.
- Our educational and cultural facilities, together with our leisure opportunities attract employers and employees.
- Many of our people enjoy working locally and shopping locally.

Transport

- We move easily and efficiently around our city and along our streets and country roads.
- Our rail, bus, and road transport networks provide residents and visitors with easy access connections between our CBD and neighbouring cities.
- We're cycle and pedestrian friendly, and parking is never a problem.

Urban Growth Strategy

The 2007 Urban Growth Strategy ('UGS') was developed to manage future urban growth in Upper Hutt and set the foundation for future development within the City. It is timely that UGS is being reviewed at the same time as the Rural Strategy is being developed to ensure the strategies align and provide clear direction for Upper Hutt's future. The reviewed UGS will be made available for public submissions at the same time as submissions are invited on a proposed Rural Strategy. This will also allow the community to comment on both documents.*

*Please note: this will depend upon whether the possibility of merging the two strategies into one strategy for Upper Hutt is supported – please let us know what you think via the feedback form.

Sustainability Strategy

The 2012-2022 Sustainability Strategy has two broad aims:

- A more sustainable community: through building and strengthening partnerships between our people, businesses and organisations, a range of sustainability initiatives and projects are to be implemented and where necessary, funded via the Long Term Plan 2012-2022.
- A more sustainable Council: Upper Hutt City Council will undertake a range of sustainability initiatives and has already made progress towards its internal sustainability goals.

A number of projects and initiatives have been identified to achieve these two aims. These projects and initiatives may help to achieve some of the desired outcomes identified as part of the Rural Strategy. They include: the river restoration project, the ecological corridor project, the community education and action programme, sustainable business and green growth initiatives, the Love Food Hate Waste education initiative, the energy efficient homes initiative, the eco-design homes initiative, the building resilience to natural disasters initiative, and the school travel planning programme.

Council's strategic framework is shown in Diagram 3. It outlines how regional policy influences Council documents and methods for implementing strategy and policy.

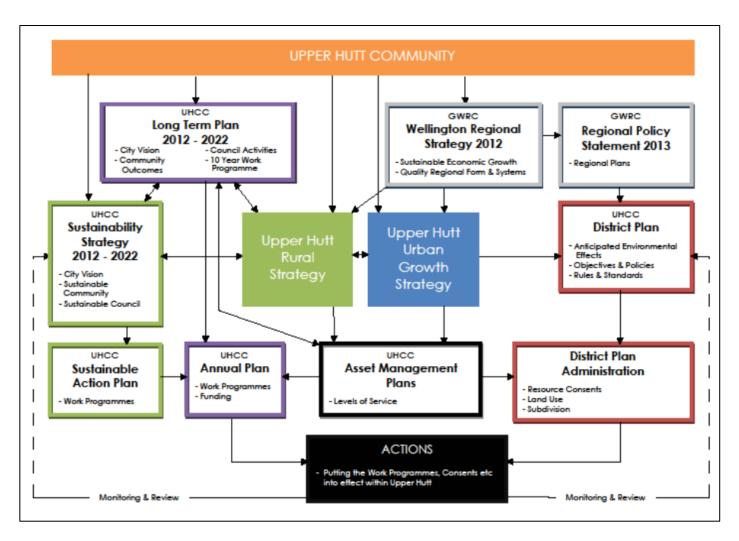


Diagram 3: The Upper Hutt City Strategic Framework.