



PERCEPTION PLANNING
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Appendix 4: Section 32A Analysis

Rural Land Use Assessment for Upper Hutt

PREPARED FOR UPPER HUTT CITY COUNCIL
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PERCEPTION PLANNING LIMITED

This table looks at the broad options in the report and identifies some of the factors which will inform a future s32 analysis.

OPTION PUT FORWARD IN THIS REPORT	BENEFITS	COSTS	OPPORTUNITIES FOR ECONOMIC GROWTH AND EMPLOYMENT	RISKS OF ACTING OR NOT ACTING
<p>Introduce subdivision and site design standards in the Rural zones to promote and facilitate cluster subdivision, which may utilise balance lots.</p>	<p><u>Environmental</u></p> <p>Promotes integrated site design that is considerate to natural features and topography, retaining rural character¹.</p> <p>Ability to protect environmentally sensitive areas or natural features of the development site.</p> <p>Risks from natural hazards can be mitigated by clustering development away from</p>	<p><u>Economic</u></p> <p>Maintenance of open/recreational space requires formation of home owner’s associations to manage upkeep and other legal issues, with associated fees, which may be higher than the sum of individual maintenance expenses. Alternatively, this may end up being the responsibility of the district council.</p> <p><u>Environmental</u></p> <p>Cluster developments are more difficult to implement</p>	<p>Cluster subdivisions can offer efficiencies of scale, less money spent on land, but with the same price per unit. Cluster developments may increase property values, due to access to increased open space. Potential for increased productivity from agricultural land.</p>	<p><u>Risks of acting</u></p> <p>The local community may resist this model of development, based on bias towards traditional large lot rural lifestyle blocks and adverse perceptions of loss of personal space. Good cluster development is reliant on proper site design, community education as to how it can be done well and selling the advantages of increased open space or</p>

¹ <https://www.planning.org/pas/reports/report135/> accessed 05 August 2019

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	<p>hazard-prone areas, including in relation to wildfire risk².</p> <p>Retention of productive agricultural land.</p> <p>Minimisation of non-point source pollution through reducing impervious surfaces.</p> <p>Reduced risk of flooding and erosion from stormwater.</p> <p><u>Social</u></p>	<p>when wastewater and water is not reticulated⁵. Soil conditions, topography, system design may necessitate a certain area of land for septic systems, inhibiting smaller lot sizes. This can be resolved with package wastewater treatment plants, or biofilters⁶.</p> <p><u>Social</u></p> <p>Shared spaces can be a source of conflict between residents, it may be difficult to agree on the use of that</p>		<p>land for communal agriculture⁷.</p> <p><u>Risks of not acting</u></p> <p>Continued unsympathetic subdivision will continue to erode rural character and amenity over time.</p> <p>Continued loss of indigenous biodiversity, increased risk of natural hazards and flooding, loss of productive land, loss of flexibility to manage productive land</p>

² <https://planningforhazards.com/cluster-subdivision> accessed 05 August 2019

⁵ <https://www.planning.org/pas/reports/report135/> accessed 05 August 2019

⁶ Anderson, Larz. Planning the Built Environment, 2000, American Planning Association

⁷ https://en.wikipedia.org/wiki/Residential_cluster_development accessed 05 August 2019

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	<p>Opportunity to improve social connectivity/sense of community yet retain privacy. Mitigates visual impacts of built development and improves rural outlook.</p> <p>May encourage increase in active travel.</p> <p>Frees up space that can be used for open space or recreation.</p> <p><u>Economic</u></p> <p>Reduced spending on infrastructure and long term maintenance, due to decrease in areas of hardstanding, decrease in distance for utilities (roads, power, telecommunications),</p>	<p>space. Resistance to the concept, based on a perception of lack of personal/private space.</p> <p>Lack of care for communal spaces, can result in poorly kept spaces.</p>		<p>given unknown impacts of climate change.</p>

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	<p>more optimal stormwater management.</p> <p>Improved efficiency of use of productive land³.</p> <p>Potentially reduced individual maintenance costs, economies of scale for maintenance of larger areas⁴.</p>			
<p>Use Structure Plans, Outline plans and Precincts for infill rural development</p>	<p><u>Economic</u></p> <p>Provides a clear steer to developers of the Council's aspirations for particular areas</p>	<p><u>Economic</u></p> <p>There will be upfront costs associated with the production of and consultation on spatial plans.</p>	<p>May facilitate economic growth by providing a clear steer to businesses as to the appropriateness of different land uses.</p>	<p><u>Risk of acting</u></p> <p>Previous attempts to introduce Structure Plans have met with community resistance. May be seen as</p>

³ https://en.wikipedia.org/wiki/Residential_cluster_development, accessed 05 August 2019

⁴ <https://www.planning.org/pas/reports/report135/> accessed 05 August 2019

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	<p>May assist to improve efficiency of use of productive land, by directing land uses to the most efficient locations</p> <p><u>Environmental</u></p> <p>Can be used to identify and protect sensitive areas and features, promotes more sustainable patterns of movement and less reliance on vehicles</p> <p><u>Social</u></p> <p>Provides for better integration of land use, and community connectivity, more opportunities for active travel.</p>	<p><u>Environmental and Social</u></p> <p>None identified.</p>	<p>Improved efficiency of use of productive land.</p>	<p>an attempt to ‘urbanise’ rural areas.</p> <p><u>Risk of not acting</u></p> <p>Rural infill development will continue to happen in an inefficient, piecemeal manner, putting pressure on the rural road network and eroding rural character and amenity.</p>

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<p>Improve future connectivity through Outline Plans, easements, creation of shared paths and esplanade strips</p>	<p><u>Environmental</u></p> <p>Provides opportunities for active travel and an alternative to vehicles, reducing greenhouse gas emissions.</p> <p><u>Economic</u></p> <p>A network of safe shared paths can create opportunities for recreation and active tourism businesses.</p> <p><u>Social</u></p> <p>A network of shared paths improves connectivity of local communities and provides opportunities to improve health and wellbeing.</p>	<p><u>Economic</u></p> <p>There will be costs for the Council associated with procurement of land/rights, construction, and maintenance of this network.</p>	<p>A network of safe shared paths can create opportunities for recreation and active tourism businesses.</p>	<p><u>Risk of acting</u></p> <p>The Council may not be willing to take on these substantial costs and maintenance responsibilities in the rural area, where assets will be less utilised than in urban areas.</p> <p><u>Risks of not acting</u></p> <p>A pattern of development will be established that relies on travel by vehicle. This will reduce the sustainability of future development and is a lost opportunity to provide for safer active travel. There will continue to be conflicts between different rural road users, especially if further rural residential development occurs.</p>

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<p>Facilitate the provision of open space and recreation by reviewing the plan provisions</p>	<p><u>Social</u></p> <p>Facilitating open space and recreation provides for the wellbeing of rural communities.</p> <p><u>Economic</u></p> <p>Provision of open space can create opportunities for recreation and active tourism businesses</p> <p><u>Environmental</u></p> <p>Provision of open space can provide an opportunity for joint protection of ecological values, and reduce pressure on more sensitive ecological assets, such as Forest or Regional parks.</p>	<p><u>Economic</u></p> <p>There will be costs for the Council associated with procurement, development, and maintenance of any open space.</p>	<p>Provision of high quality open space can create opportunities for recreation and active tourism businesses</p>	<p><u>Risk of acting</u></p> <p>The Council may not be willing to take on these substantial costs and maintenance responsibilities in the rural area, where assets will be less utilised than in urban areas.</p> <p><u>Risks of not acting</u></p> <p>There will be a lost opportunity to provide for rural community wellbeing and recreation. Greater pressure will be placed on more sensitive ecological assets, such as Forest or Regional Parks.</p>

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<p>Use the ‘Rural Settlement’ zone to identify community hubs and locations where a mix of uses and higher density development would be appropriate.</p>	<p><u>Environmental</u></p> <p>Clustering of more intensive rural uses can assist to retain rural amenity in other areas.</p> <p><u>Economic</u></p> <p>Provides enabling zoning for rural businesses.</p> <p><u>Social</u></p> <p>Supports rural community development and connectivity.</p>	<p><u>Environmental</u></p> <p>There may be an intensification of reverse sensitivity issues on the boundaries of Settlement zones, if these are not carefully managed.</p> <p><u>Social and economic</u></p> <p>None anticipated.</p>	<p>Provides an enabling approach to facilitate growth of rural businesses.</p>	<p><u>Risks of acting</u></p> <p>There may be community resistance to what is seen as an intensification of land use in rural areas.</p> <p><u>Risks of not acting</u></p> <p>The current plan provisions are less enabling and may be stifling rural development and innovation.</p>
<p>Respond to climate change. Review building setbacks from forestry and</p>	<p><u>Environmental</u></p> <p>Will have less environmental impacts on water quality,</p>	<p><u>Economic</u></p> <p>Introduces a greater level of complexity to the planning process, which is</p>	<p>There may be negative impacts on economic opportunities initially through a reduction in rural residential</p>	<p><u>Risks of acting</u></p> <p>Perceived reduction in rural land use values.</p>

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<p>hazards, introduce controls over building platform locations, rezone remote or hazard prone areas currently zoned Rural Lifestyle to a more restrictive rural zone (in relation to rural residential development). Restrict rural residential development without improvements to roading infrastructure to improve capacity and resilience.</p>	<p>quantity, productivity of soil.</p> <p><u>Economic</u></p> <p>Will increase resilience and reduce adaptation costs in the long term.</p> <p><u>Social</u></p> <p>Will improve community resilience and readiness for climate change.</p>	<p>likely to increase costs of compliance when provisions are first introduced. However, over time, there will be cost savings associated with increased resilience and protection of expensive assets and people.</p> <p><u>Social and environmental</u></p> <p>None anticipated.</p>	<p>development opportunities (opportunity costs). Long term, it is expected that there will be economic opportunities associated with innovation in resilience and adaptation technologies.</p>	<p>Community resistance to change in light of uncertainty around the scale of climate change.</p> <p><u>Risks of not acting</u></p> <p>Further subdivision and increased population in remote localities is likely to increase the number of people and assets exposed to risks associated with climate change.</p> <p>Higher density living in remote locations does not encourage sustainable patterns of movement. Increased population may increase demand for improvements to utilities and infrastructure, which is not economical to provide in remote locations.</p>

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<p>Create more flexibility in rural zone provisions to allow rural industries to adapt and respond to climate change opportunities and threats</p>	<p>As for 'climate change responses' above.</p>	<p>As for 'climate change responses' above.</p>	<p>Provides an enabling approach to facilitate growth and innovation by rural businesses. There may be new economic opportunities associated with a 'climate change response' economy.</p>	<p><u>Risks of acting</u></p> <p>Perceived reduction in rural character and amenity</p> <p>Community resistance to change in light of uncertainty around the scale of climate change.</p> <p><u>Risks of not acting</u></p> <p>The current plan provisions are less enabling and may be stifling rural development and innovation.</p>
<p>Providing for and managing the effects of primary industries, including strengthening</p>	<p><u>Economic</u></p> <p>Provides a clear framework to support efficient and effective business decisions.</p>	<p><u>Economic</u></p> <p>There will be some additional costs associated with compliance, but in the long term, this should</p>	<p>Providing a clear framework for supporting and managing primary industries will enable businesses to make efficient and effective</p>	<p><u>Risk of acting</u></p> <p>There will be a need to balance competing interests for rural land.</p>

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<p>protection of highly productive land.</p>	<p><u>Social</u></p> <p>Will help to manage reverse sensitivity issues and impacts on rural character and amenity, as well as safety.</p> <p><u>Environmental</u></p> <p>Opportunity to address a range of potential adverse impacts, like loss of productive soils, loss of indigenous vegetation, impacts on water quality, urban encroachment.</p>	<p>encourage more sustainable rural industries.</p> <p><u>Social and Environmental</u></p> <p>None anticipated</p>	<p>land management decisions.</p>	<p><u>Risk of not acting</u></p> <p>Reverse sensitivity issues are likely to cause major conflict and adverse impacts in rural areas.</p>
<p>Accommodate future urban expansion?</p>	<p><u>Economic</u></p> <p>Urban expansion would bring new residents and businesses to the area.</p>	<p><u>Environmental</u></p> <p>Urban expansion is likely to result in the loss of indigenous biodiversity, impacts on water quality,</p>	<p>Urban expansion would provide opportunities for both economic growth and greater employment opportunities.</p>	<p><u>Risks of acting /not acting</u></p> <p>Any decision to accommodate wider needs for urban expansion would need to be coordinated with</p>

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	<p><u>Social</u></p> <p>There may be access to more and better social/community facilities due to a greater rating base from which to draw funding.</p> <p><u>Environmental</u></p> <p>Depending on alternatives, development here might protect other more sensitive locations elsewhere.</p>	<p>permanent loss of productive soils and adverse impacts on landscape values.</p> <p><u>Social</u></p> <p>Significant urban expansion is likely to reduce rural character and amenity.</p> <p><u>Economic</u></p> <p>There will be opportunity costs associated with urban expansion, including the loss of productive land and opportunities for rural industry.</p>		<p>other districts in the wider Wellington region, and be subject to a full assessment of capacity, likely impacts and associated risks.</p>
<p>Identify key strategic or significant resource management</p>	<p>Provides an opportunity to signal the key economic, social, and cultural issues for the rural environment and to</p>	<p>None anticipated.</p>	<p>None anticipated.</p>	<p><u>Risks of acting/not acting</u></p> <p>At some point the Plan will need to adopt this Standard. Doing it at the same time as</p>

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issues for the rural area (District-wide Matters Standard)	align the Plan with the National Planning Standards.			<p>preparing the plan change may increase complexity, but could also generate some efficiencies in the process.</p> <p>This is an opportunity to set a strategic direction for the rural environment.</p>
<p>Retain existing zoning (Rural Valley Floor and Rural Hill) in more isolated rural localities, and where Rural Lifestyle zoning exists in isolated localities (Akatarawa Valley), rezone to Rural Valley or Rural Floor (or</p>	<p><u>Environmental</u></p> <p>Reduces potential for unsustainable patterns of commuting over long distances.</p> <p><u>Economic</u></p> <p>Retains productive land for productive uses.</p> <p><u>Social</u></p> <p>Removes risk over time, of communities</p>	<p><u>Economic</u></p> <p>There may be an opportunity cost associated with the rezoning of existing Rural Lifestyle to more general rural zoning.</p> <p><u>Environmental and Social</u></p> <p>None anticipated.</p>	<p>Retains productive land for productive uses.</p>	<p><u>Risk of acting</u></p> <p>There may be some resistance to rezoning of existing Rural Lifestyle areas, due to the opportunity cost associated with subdivision potential. Likewise, there may be pressure to rezone to more permissive zones for rural lifestyle living, given the demand for rural living in the City.</p>

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<p>whichever Planning Standard Zone will eventually apply).</p>	<p>becoming isolated by extreme weather events, loss of infrastructure etc.</p>			<p><u>Risk of not acting</u></p> <p>Over time, allowing further development and an increased population in remote localities is likely to increase the number of people and assets exposed to risks associated with climate change.</p> <p>Higher density living in remote locations does not encourage sustainable patterns of movement.</p> <p>Increased population may increase demand for improvements to utilities and infrastructure, which is not economical to provide in remote locations.</p>

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<p>Introduce landscape responsive planning controls – landscape assessments, controls over building platforms and shadow building platforms, landscape sensitive allotment boundaries</p>	<p><u>Environmental</u></p> <p>Will result in sensitive development which maintains rural character and amenity. Will potentially assist to retain indigenous vegetation.</p> <p><u>Economic</u></p> <p>Retention of rural character and amenity will preserve land values.</p> <p><u>Social</u></p> <p>Mitigates visual impacts of built development and improves rural outlook.</p>	<p><u>Economic</u></p> <p>Introduces a greater level of complexity to the planning process, which is likely to increase costs of compliance.</p> <p><u>Social and Environmental</u></p> <p>None identified.</p>	<p>None identified.</p>	<p><u>Risk of acting</u></p> <p>A greater level of control may be met with resistance. There may be a capacity gap in terms of the expertise needed to prepare and peer review landscape assessments.</p> <p><u>Risk of not acting</u></p> <p>Over time, further rural residential development will continue to erode rural character and amenity, and result in loss of indigenous biodiversity.</p>

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<p>Realign zone boundaries to be landscape-responsive</p>	<p>See 'landscape responsive planning controls'</p>	<p>See 'landscape responsive planning controls'</p>	<p>None identified.</p>	<p><u>Risk of acting</u></p> <p>May require further expert assessment to determine the location of boundaries.</p> <p><u>Risk of not acting</u></p> <p>Over time, rural residential development will continue to erode rural character and amenity.</p>
<p>Increase the scrutiny of any subdivision applications to minimum lot size (4 ha) in the Rural Valley Floor zone by introducing more specific matters for</p>	<p><u>Environmental</u></p> <p>Will retain a level of control over subdivision that will assist to maintain rural character and amenity and the most efficient use of land.</p>	<p><u>Economic</u></p> <p>Introduces a greater level of complexity to the planning process, which is likely to increase costs of compliance.</p>	<p>None identified.</p>	<p><u>Risk of acting</u></p> <p>A greater level of control may be met with resistance. Could generate a greater processing/compliance workload for the Council.</p> <p><u>Risk of not acting</u></p>

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<p>control in relation to landscape and visual effects, design controls, hazards, precautionary approaches to climate change, potential loss of highly productive land and further assessment matters, to be defined.</p>	<p><u>Economic</u></p> <p>A greater level of control may assist to improve efficiency of use of productive land</p> <p><u>Social</u></p> <p>None identified</p>	<p><u>Social and Environmental</u></p> <p>None identified</p>		<p>Over time, a lack of control over rural residential development may result in development that erodes rural character and amenity and reduces productive land capacity.</p>