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Tēnā koutou

SOUTH WAIRARAPA DISTRICT COUNCIL SUBMISSION ON PLAN CHANGE 1 TO THE GREATER WELLINGTON REGIONAL POLICY STATEMENT

Introduction

1. The South Wairarapa District Council (SWDC) welcomes the opportunity to submit feedback on plan Change 1 to the Regional Policy Statement (RPS PC1).

About South Wairarapa District Council

- 2. SWDC is a small council with a population of around 11,700. The district encompasses the three rural towns of Featherston, Greytown and Martinborough. We also have a vast area of rural hinterland home to many small communities, edged by the Remutaka and Tararua Ranges and cradled by 124 kms of rugged coastlines. Our vision is 'the best of country living with the community at the heart of everything we do' and we are working hard to achieve this.
- 3. The purpose of council is to enable democratic local decision-making and action by, and on behalf of, communities and to promote the social, economic, environmental and cultural well-being of communities in the present and for the future.

General Position

- 4. SWDC supports the following aspects of the proposal:
 - Provision of a level of clarity around the intentions of the Greater Wellington Regional Council in terms of climate change, freshwater, urban development and indigenous biodiversity
- 5. SWDC has the following concerns around the proposal:
 - The decision to require greater reductions of greenhouse emissions at a faster pace than government policy without robust economic analysis;
 - The application of NPS UD requirements to SWDC;
 - Directions for offsetting/reducing greenhouse gasses and establishment of permanent forests (carbon farming) and their disproportionate impact on rural areas and communities;

- The effectiveness of required considerations for minimisation of carbon from new transport infrastructure;
- A lack of clarity around some outcomes in the management of natural hazards;
- The lack of TA and stakeholder engagement required for a number of methods;
- The adequacy of the assessment of costs and benefits pursuant to section 32 of the Resource Management Act;
- Concerns over affordability particularly for:
 - Enabling unanticipated growth
 - Review and assessment of SNA's
- 6. SWDC supports much of the aspirations of the changes to the RPS as part of this plan change. However, the implementation is problematic in parts. SWDC considers the following aspects could be improved:
 - A more substantial economic assessment which identifies where the costs and benefits of the proposals lay, particularly where these exceed Government set targets.
 - Providing a more SWDC appropriate framework for managing urban growth;
 - Clarity on the applicability of the Freshwater Planning Process.

Recommendations

- 7. SWDC supports the proposal in part and opposes them in part, and has the following recommendations:
 - The matters outlined in this submission and summarised in 5 above are appropriately and robustly assessed.
 - At this time SWDC also notes the matters of the National Policy Standard for Highly Productive Soils (NPS HPS) has been released. We request that this not be incorporated by way of submission and that time is spent to implement the requirements in a way that is thoughtful and robust.

Concluding Remarks

- 8. SWDC is pleased to submit in support on some of the proposals, but must also oppose others where this will have a significant negative impact on its diverse communities.
- 9. SWDC wishes to be heard in support of this submission.

Ngā mihi,

Harry Wilson

Chief Executive Officer

Th. 6-12

§Where text is proposed by PC1 and additional text is to be added these will she shown as <u>double underlined</u>

Where text is proposed to be deleted these will be shown as strikethrough

Provision	Support/Oppose	Decision Sought	Reasons
Objectives/Preamble			
Climate Change			
Objective CC1	Support in part	By 2050, the Wellington Region is a low-emission and climate-resilient region, where climate change mitigation and adaptation are an integral part of: (a) sustainable air, land, freshwater, and coastal management, (b) well-functioning urban environments and rural areas, and (c) well-planned infrastructure.	A full and complete assessment of costs and benefits should be provided. A more fulsome and robust assessment of economic effects in the s.32 assessment is required to underpin the policy. In particular, where: a. Reductions required by this policy is in excess of government policy; and, b. That adequately assessed the impact on the social, economic and cultural aspects of those costs on communities; and, c. Impacts go beyond only the economic impact of carbon pricing; and, d. Considers the implied requirement to supplant farming activities with carbon sequestration.
Objective CC.2	Support in part	Further amendments to the objective are required to ensure that the burden of transitioning to a low emission does	The Objective is generally supported. However, it is not sufficiently robust enough to ensure that rural

Provision	Support/Oppose	Decision Sought	Reasons
		not disproportionately fall on rural	environments, communities, and
		communities disproportionately, that	economies are protected from
		reduction is preferred to mitigation,	inequitable allocation of the costs of
		and mitigation should occur within the	avoiding, remedying or mitigating the
		environment they arise as a first	effects of climate change.
		preference.	
			Any transition policies will need to
		Including the following amendments	create realistic and affordable
		to OCC.2:	alternatives for these groups (and)
			transition needs to recognise that
		The costs and benefits of transitioning	options that are realistic for urban
		to a low-emission and climate-resilient	dwellers are not necessarily so for rural
		region are shared fairly and equitably	dwellers.
		across the region over time, and in	
		order to achieve social, cultural and	A more fulsome and robust assessment
		economic well-being across our	of economic effects in the s.32
		communities:	assessment is required to underpin the
		(a) <u>reduction is preferred over</u>	policy. In particular, where:
		<u>mitigation and;</u>	
		(b) <u>that mitigation occurs as close</u>	a. Reductions required by this
		to the source as possible.	policy is in excess of
			government policy; and,
		Or, similar relief to the same effect;	b. That adequately assessed the
			impact on the social, economic
		AND;	and cultural aspects of those
			costs on communities; and,
		Any consequential amendments to	c. Impacts go beyond only the
		give effect to the relief sought.	economic impact of carbon
			pricing; and,
			d. Considers the implied
			requirement to supplant

Provision	Support/Oppose	Decision Sought	Reasons
			farming activities with carbon sequestration.
Objective CC.3	Support in part Oppose in part	To support the global goal of limiting warming to 1.5 degrees Celsius, net greenhouse gas emissions from transport, agriculture, stationary energy, waste, and industry in the Wellington Region are reduced: (a) By 2030, to contribute to a 50 percent reduction in net greenhouse gas emissions from 2019 levels, including a: (i) 35 percent reduction from 2018 levels in land transport generated greenhouse gas emissions, and (ii) 40 percent increase in active travel and public transport mode share from 2018 levels, and (iii) 60 percent reduction in public transport emissions, from 2018 levels, and	Quantification of suitable goals for reduction of climate emissions is supported. However, a more fulsome and robust assessment of economic effects in the s.32 assessment is required to underpin the policy. In particular, where: a. Reductions required by this policy is in excess of government policy; and, b. That adequately assessed the impact on the social, economic and cultural aspects of those costs on communities; and, c. Impacts go beyond only the economic impact of carbon pricing; and, Considers the implied requirement to supplant farming activities with carbon sequestration. It is unclear how the objective can possibly be achieved by the agricultural sector without substantial afforestation. Where this is the effect of the Objective this should be deleted.

Provision	Support/Oppose	Decision Sought	Reasons
			It is unclear how the quantum set are to be interpreted and applied.
			Very little can be done roads are walkable, appropriate for cycling, transport heavy to Martinborough as tourism and not viable public transport
			The objective targets net emissions. The Wellington Region Greenhouse Gas Inventory does not provide net emissions by sector; however, it does estimate net emissions by district. The results show¹: • Wairarapa accounts for 14% • Kapiti accounts for 11% • The urban whaitua (Wellington, Hutt, Porirua) account for 75% of net regional emissions
			To the extent that Council seek to set targets for net emissions by sector, it will be important to estimate net emissions for each sector, ie, both emissions and sequestration. Specifically: to give proper effect to this policy, Council would need to estimate the sum of farm emissions in the region plus the sum of farm sequestration in the region, to arrive at a net figure,

¹ GWRC, 18 May 2020, Wellington Region Greenhouse Gas Inventory

Provision	Support/Oppose	Decision Sought	Reasons
			against which progress can be tracked. If Council has that estimate available, it should be tabled
			Objective CC.3 intends to be more "challenging' and "cut deeper" than the national targets set in the Zero Carbon Act. The following graph illustrates the difference (the red line is the proposed RPS target) ² :
			The two pathways for the region—one with targets and the counter factual are shown below. The calculations that underpin those pathways are provided in the attached soreadsheet. Regional Net Emissions Pathways (all gases, tCO2e) 3000000 10000000 10000000 10000000 1000000
			The difference is dramatic, begging the question as to costs and achievability:
Objective CC.4	Support in part, oppose in part	No changes required if amendments to CC.2 are accepted. If relief is not accepted then the following amendments are sought:	The definition 'nature-based solutions' has a wide scope and will include afforestation. The particular concern from South Wairarapa about these tools is that some of them will be used
		The equitable use of Anature-based solutions an integral part of climate change mitigation and adaptation, improving the health and resilience of	disproportionately in the Wairarapa sub-region, namely carbon farming. This has the potential to displace the significant economic drivers of our

https://www.gw.govt.nz/assets/Documents/2022/08/Evaluation-of-the-preferred-regional-greenhouse-gas-target-August-2022-with-calculations-attached.pdf

Provision	Support/Oppose	Decision Sought	Reasons
		people, biodiversity, and the natural environment Or, similar relief to the same effect; AND; Any consequential amendments to give effect to the relief sought.	communities and then the social infrastructure and communities themselves. As noted in our submission on CC.2, it is fair to require reductions and mitigations to occur 'at source' in the first instance.
Objective CC.5	Support in part, oppose in part	No changes required if amendments to CC.2 are accepted. If relief is not accepted, then the following amendments are sought: By 2030, there is an increase in the area of permanent forest in the Wellington Region, maximising benefits for carbon sequestration, indigenous biodiversity, land stability, water quality, and social and economic wellbeing where: a. emissions are not able to be first reduced and; b. afforestation is proportionate in extent to the remaining greenhouse emissions required after reduction; and c. all environments contribute to natural sequestration of carbon.	The particular concern from South Wairarapa is that afforestation will be used disproportionately in the Wairarapa sub-region. This has the potential to displace the significant economic drivers of our communities and then the social infrastructure and communities themselves. As noted in our submission on CC.2, it is fair to require reductions and mitigations to occur 'at source' in the first instance. The objective does not provide enough clarity to adequately demonstrate that.

Provision	Support/Oppose	Decision Sought	Reasons
		Or, similar relief to the same effect;	
		AND;	
		Any consequential amendments to give effect to the relief sought.	
Objective CC.6	Support	Including the following amendments to CC.6:	A long-term view is required to build in resilience to natural hazards generally as well as those exacerbated by climate
		Resource management and adaptation planning increase the resilience of communities and the natural environment to in the short, medium, and long-term effects of climate change and natural hazards. Or, similar relief to the same effect; AND; Any consequential amendments to give effect to the relief sought.	change. Support the development of a multitude of regulatory and non-regulatory methods
Objective CC.7	Support	Retain as notified. Include additional policies and methods to promote the development and wider public dissemination of	This objective is supported, but requires more support beyond policy CC.15, CC.16, and methods CC1 and CC8. These alone will not be sufficient to meet the objective's aspirations in actively
		information outlining the effects of natural hazards and climate change.	participating in mitigation and adaptation responses.
Freshwater			
Objective 12	Support in part	Retain as notified.	The prioritisation of the health needs of people are supported. More work

Provision	Support/Oppose	Decision Sought	Reasons
			needs to be done to improve efficiency of use when GWRC makes decisions allocating takes of water. Any changes in allocation requirements for municipal supplies should be phased in over the length of the approval.
Indigenous ecosystems			
Objective 16	Support in part	Amend Objective 16 as follows: Indigenous ecosystems and habitats with significant ecosystem functions and services and/or biodiversity values are maintained protected, and over time enhanced, and restored to a healthy functioning state. Or, similar relief to the same effect; AND; Any consequential amendments to give effect to the relief sought, unless the NPS Indigenous Biodiversity gets gazetted prior to further submissions closing at which point we request that GWRC consider an appropriate process to align policy approaches.	Measures to protect biodiversity can be applied in the short term, or are already included in Council's regulatory documents. SWDC has protected Significant Natural Areas as part of the Combined Wairarapa District Plan for over 10 years. This is proposed to continue. However, the Objective should more appropriately reflect that it will take time to return ecosystems and habitats to a healthy functioning state. It is acknowledged that the oftenpromised National Policy Statement for Indigenous Biodiversity has not yet materialised. However, on the face of the provisions many of the matters within previous exposure drafts have been incorporated. The process managing the changes to the RPS needs to be alive if the proposed NPS does occur.

Provision	Support/Oppose	Decision Sought	Reasons
Objection 16A	Support in part	Retain as notified if relief is granted as	Measures to protect biodiversity can be
		requested for Objective 16. If not,	applied in the short term, or are already
		amend as follows:	included in Council's regulatory
			documents. SWDC has protected
		The region's indigenous ecosystems	Significant Natural Areas as part of the
		are maintained, enhanced, and	Combined Wairarapa District Plan for
		<u>restored over time to a healthy</u>	over 10 years. This is proposed to
		functioning state, improving their	continue. However, the objective
		resilience to increasing environmental	should more appropriately reflect that it
		pressures, particularly climate change,	will take time to return ecosystems and
		and giving effect to Te Rito o te	habitats to a healthy functioning state.
		<u>Harakeke.</u>	
			It is acknowledged that the often-
		Or, similar relief to the same effect;	promised National Policy Statement for
			Indigenous Biodiversity has not yet
		AND;	materialised. However, on the face of
			the provisions many of the matters
		Any consequential amendments to	within previous exposure drafts have
		give effect to the relief sought, unless	been incorporated. The process
		the NPS Indigenous Biodiversity gets	managing the changes to the RPS needs
		gazetted prior to further submissions	to be alive if the proposed NPS does
		closing at which point we request that	occur.
		GWRC consider an appropriate	
		process to align policy approaches.	
Objective 16B	Support in part	If the NPS Indigenous Biodiversity gets	It is acknowledged that the often-
		gazetted prior to further submissions	promised National Policy Statement for
		closing at which point we request that	Indigenous Biodiversity has not yet
		GWRC consider an appropriate	materialised. However, on the face of
		process to align policy approaches.	the provisions many of the matters
			within previous exposure drafts have
			been incorporated. The process
			managing the changes to the RPS needs

Provision	Support/Oppose	Decision Sought	Reasons
			to be alive if the proposed NPS does occur.
Objective 16C	Support in part	Retain as notified If the NPS Indigenous Biodiversity gets gazetted prior to further submissions closing at which point we request that GWRC consider an appropriate process to align policy approaches.	Where additional materials intended to be used for regulatory and non-regulatory processes are developed is appropriate and necessary that all stakeholders are included.
Natural hazards			
3.8 Regionally significant issue 3	Support in part	Amend to reflect that not all natural hazard events are impacted by the effects of climate change.	Not all natural hazard events, such as seismic or tsunami will increase either the likelihood or consequences as a result of climate change.
Objective 19	Support in part	Retain as notified AND; Include additional objectives and policies that give direction as to when mitigation and adaptation should be considered and the outcomes sought by that mitigation and adaptation. AND; Any consequential amendments to give effect to the relief sought.	The Objective is particularly high level and would benefit from some nuance, addressing how new and existing risk and development are treated. This will become more relevant as the effects of climate change increase in severity and frequency and sea level rise.
Objective 20	Support in part	Retain as notified AND;	This objective is supported. However, the framework for natural hazards overall does not give sufficient guidance for when intervention including

Provision	Support/Oppose	Decision Sought	Reasons
		Include additional objectives and policies that give direction as to when mitigation and adaptation should be considered or required. AND; Any consequential amendments to give effect to the relief sought.	mitigation, adaptation should be considered, including managed retreat. This is important to ensure at development and hazard management level (for example flood management) there are clear expectations around roles responsibilities.
Objective 21	Support in part	Retain as notified AND; Include additional objectives and policies that give direction as to when mitigation and adaptation should be considered or required. AND; Any consequential amendments to give effect to the relief sought.	This objective is supported. However, the framework for natural hazards overall does not give sufficient guidance for when intervention including mitigation, adaptation should be considered, including managed retreat. This is important to ensure at development and hazard management level (for example flood management) there are clear expectations around roles responsibilities.
Regional form, design and function			
Objective 22 Urban areas res, com and mixed use zones Urb env UD	Support in part, oppose in part	Amend Objective 22 as follows: Urban development, including housing and infrastructure in tier 1, 2 and 3 urban authorities is enabled where it demonstrates the characteristics and qualities of well functioning urban environments, which:	The objective is not clear as to how it applies to development not intended to be managed by the National Policy Statement for Urban Development (NPS UD). SWDC had previously requested direction to be able to consider these

Provision	Support/Oppose	Decision Sought	Reasons
			matters, but not its direct application
		(a) Are compact and well designed;	for all of them.
		<u>and</u>	
		(b) Provide for sufficient development	It is noted that the residential,
		capacity to meet the needs of current	commercial and mixed use zones of all
		and future generations; and	district are considered 'urban areas' in
		(c) Improve the overall health, well-	the definitions included for this plan
		being and quality of life of the people	change. Urban development, the point
		of the region; and	of the Objective, would include
		(d) Prioritise the protection and	development in those zones or of that
		enhancement of the quality and	type in the SWDC jurisdiction.
		quantity of freshwater; and	
		(e) Achieve the objectives in this RPS	Competitive land markets
		relating to the management of air,	
		land, freshwater, coast, and	The policy appears to attempt to
		indigenous biodiversity can be met;	implement 3.8 of the NPS UD. The NPS
		<u>and</u>	UD specifically identifies those areas for
		(f) Support the transition to a low-	which it is to which it is to apply. South
		emission and climate-resilient region;	Wairarapa District is not one of those
		<u>and</u>	areas.
		(g) Provide for a variety of homes that	
		meet the needs, in terms of type, price,	It is of concern that any and all urban
		and location, of different households;	development that meets the
		<u>and</u>	characteristics set out in (a) to (k) is
		(h) Enable Māori to express their	required to be enabled.
		cultural and traditional norms by	
		providing for mana whenua / tangata	For small Councils with critical
		whenua and their relationship with	infrastructure issues and not required
		their culture, land, water, sites, wāhi	to provide urban land under the NPS UD
		tapu and other taonga; and) Support	in the same way. The proposed
		the competitive operation of land and	amendments will more likely lead to
		development markets in ways that	poor outcomes where planned

Provision	Support/Oppose	Decision Sought	Reasons
		improve housing affordability,	development may be precluded in
		including enabling intensification; and	favour of unplanned development with
		(j) Provide for commercial and	significant long term infrastructure
		industrial development in appropriate	effects. This could be considered
		locations, including employment close	counter-intuitive given that some of the
		to where people live; and	settlements in the SWDC jurisdiction
		i) Support the competitive operation of	are some of the highest housing costs in
		land and development markets in ways	New Zealand, including Greytown which
		that improve housing affordability,	was recently identified as the second
		including enabling intensification; and	most behind only Queenstown.
		(k) Are well connected through multi-	
		modal (private vehicles, public	Our preference is that a more nuanced
		transport, walking, micromobility and	policy is provided that allows Council to
		cycling) transport networks that	better provide for development and
		provide for good accessibility for all	where planned development is not
		people between housing, jobs,	undermined.
		community services, natural spaces,	
		and open space.	Please provide an assessment of the
			costs and benefits on SWDC of applying
		For other territorial authorities, urban	the NPS UD in a manner over and above
		development, including housing and	its statutory purpose. This should
		infrastructure are provided for where	include affordability of rates for new
		(a) to (i) and (k) are met and where it is	and upgraded infrastructure and the
		identified as part of long term growth	cost of unanticipated development that
		planning documents adopted by that	meets the objective.
		<u>Council.</u>	
			It is unclear why the whole objective
		Or, similar relief to the same effect;	must go through the Freshwater
			Planning process.
		AND;	

Provision	Support/Oppose	Decision Sought	Reasons
Objective 22B	Oppose	Any consequential amendments to give effect to the relief sought. And; Separate out matters in the objective that are required to go through the Freshwater Planning Process from those that need not. Delete objective 22B	The objective is so broad that it is meaningless. Further, the type of
		And; Consult with rural communities to develop a more comprehensive, strategic and meaningful set of objectives and policies for the rural environment and introduce them by way of variation to this plan change.	development in the rural area is that is most often not strategic in nature. The purpose of this objective is unclear, particularly when viewed against the relevant policies, and methods which are largely non-regulatory and related to water attenuation, other parts of the RPS which are already adequately covered, or thinking about matters in the future. GWRC needs to clearly identify what it is seeking to manage and why. This objective does not and can not meet any requirement of s.32 of the RMA.
Policies			
Policy CC.1	Support in part	Amend Policy CC.1 as follows: District and regional plans shall include	It is unclear as to the degree of change that can be undertaken by the South Wairarapa District in particular that;
		objectives, policies, rules and/or methods to require that all new and altered transport infrastructure is	a. The towns of the South Wairarapa are largely 'walkable'

Provision	Support/Oppose	Decision Sought	Reasons
		designed, constructed, and operated in	and 'cyclable' already for those
		a way that contribute to reducing	who are able bodied;
		greenhouse gas emissions by:	b. Very little regional funding for
			public transport is provided to
		(a) Optimising overall transport	the South Wairarapa;
		<u>demand;</u>	c. It is unclear how the large
		(b) Maximising mode shift from private	network of rural transport
		vehicles to public transport or active	infrastructure in the rural
		modes; and	environment can be amended
		(c) Supporting the move towards low	to achieve the outcomes
		and zero-carbon modes.	sought;
			d. There are limited or no
		AND;	alternatives provided for
			agricultural and forestry
		Or, similar relief to the same effect;	transport in the near future;
			e. Assumes alternatives are
		AND;	available for those who are
			aged, have limited mobility,
		Any consequential amendments to	have fixed/low incomes.
		give effect to the relief sought.	
			Managing in this manner may be
			piecemeal and lead to sub-optimal
			outcomes. More strategic network wide
			assessments need to be undertaken and
			priorities set that was rather than
			imposing change on an ad-hoc basis.
			While the intent of this policy is
			supported, applying the requirements
			in (a)-(c) to <u>all</u> new <u>and altered</u>
			transport infrastructure does not allow

Provision	Support/Oppose	Decision Sought	Reasons
			for the scale or type of the alterations to be considered. For example, an alteration to transport infrastructure could comprise a new roundabout, or creation of a heavy vehicle bypass – there are many types of alterations where consideration of these matters would not be appropriate, either because the alteration is minor in nature, or because it provides greater efficiency for the wider transport network – but not necessarily for zero- or low-carbon modes. While there might be flow-on effects (e.g. a heavy vehicle bypass might make other urban streets more attractive for active modes), these would not necessarily meet the criteria in (b) and (c).
Policy CC.2	Support in part	Amend Policy CC. 2 as follows: By 30 June 2025, district plans shall include objectives, policies and rules that require subdivision, use and development consent applicants to provide travel demand management plans to minimise reliance on private vehicles and maximise use of public transport and active modes for all new subdivision, use and development over a specified development threshold	Managing in the manner proposed in CC2 would be piecemeal and lead to sub-optimal outcomes. More strategic network wide assessments need to be undertaken and priorities set that was rather than imposing change on an adhoc basis. More specific implementable options taking a network wide perspective provide clearer outcomes and provide more certainty for developers.

Provision	Support/Oppose	Decision Sought	Reasons
		where there is a potential for a more	It is unclear how the large network of
		than minor increase in private vehicles	rural transport infrastructure in the
		and/or freight travel movements and	rural environment can be amended to
		associated increase in greenhouse gas	achieve the outcomes sought.
		<u>emissions.</u>	
			It is unclear on a regional scale what a
		, regional and subregional transport	'more than minor' increase would be.
		strategies are developed and adopted	
		that set out network wide, mode and	The objective requires the support of an
		location specific strategic development	amended and detailed transport
		actions and requirements for all new	network assessment and strategy that
		subdivision, use and development to:	sets out realistic, specific and specific
			implementable options for applicants to
		(a) <u>Identify appropriate thresholds</u>	incorporate into their development.
		for require travel demand	
		management plan to give	
		effect to this policy; and	
		(b) minimise reliance on private	
		<u>vehicles, and;</u>	
		(c) <u>maximise use of public</u>	
		transport and active modes,	
		<u>and;</u>	
		(d) <u>avoid more than minor</u>	
		increases in greenhouse gas	
		<u>emissions, and;</u>	
		(e) <u>require district plans are</u>	
		amended to include objectives,	
		policies and rules that require	
		<u>subdivision, use and</u>	
		<u>development consent</u>	
		applicants to implement the	

Provision	Support/Oppose	Decision Sought	Reasons
		<u>requirements in (a) to (d)</u> <u>above.</u>	
Policy CC.3	Support in part	Amend Policy CC.3 to include regional plans.	The use of the policy to enable infrastructure is supported. It is unclear why this requirement does not extend to regional plans as substantial changes to transport infrastructure is likely to require a multitude of resource consent approvals.
Policy CC.4	Oppose in part	Amend Policy CC4 so that matters in CC.14(a) and (d) are directly referenced in the policy so that they need not be repeated in CC.14 and are within the scope of a schedule 1 hearing process. District and regional plans shall include policies, rules and/or non-regulatory methods to provide for climateresilient urban areas by providing for actions and initiatives described in Policy CC.14 which support delivering the characteristics and qualities of well-functioning urban environments including: (a) maintaining, enhancing, restoring, and/or creating urban greening at a range of spatial scales to provide urban cooling, including working towards a target of 10 percent tree	The purpose of the policy is unclear. The policy refers to matters that are included for a Freshwater Planning Process, but is not of itself considered part of it. This is confusing and will complicate the hearing process. It is arguable that parts of CC.14 do not either directly or indirectly relate to freshwater matters contained in the NSP FM and therefore should be open to the standard schedule 1 process. While noting TA's functions in s.31 (b)(i), construction standards of buildings is a matter appropriately and adequately managed by the Building Act.

Provision	Support/Oppose	Decision Sought	Reasons
		canopy cover at a suburb-scale by	
		2030, and 30 percent cover by 2050,	
		(b) the application of water sensitive	
		urban design principles to integrate	
		<u>natural water systems into built form</u>	
		and landscapes, to reduce flooding,	
		improve water quality and overall	
		<u>environmental quality</u>	
		(c) protecting, enhancing, or restoring	
		natural ecosystems to strengthen the	
		resilience of communities to the	
		impacts of natural hazards and the	
		effects of climate change	
		Or, similar relief to the same effect;	
		AND;	
		Any consequential amendments to	
		give effect to the relief sought.	
Policy CC.5	Support in part,	Delete Policy CC.5, OR	Council recognises that equitable
	oppose in part	Amend Policy CC.5 as follows:	reductions of greenhouse emissions are required. The Wairarapa must play its part, as does the agricultural sector.
		Regional plans shall include objectives,	However, the use of 'avoid' is
		policies, rules and/or methods to avoid	unnecessary and could limit policy
		that manage changes to land use	options when developing provisions at
		activities and/or management	regional plan level. It is also unclear
		practices that result in an increase, in	which only agriculture is targeted to
		gross greenhouse gas emissions from	'avoid' increases, particularly as the
		agriculture in order to meet the	emissions from the sector are generally
		targets set out in Objective CC.3.	reducing and only a small proportion of

Provision	Support/Oppose	Decision Sought	Reasons
		Or, similar relief to the same effect;	overall emissions. In respect of net emissions, the regional inventory shows that ³ :
		AND; Any consequential amendments to give effect to the relief sought.	 Wairarapa accounts for 14% Kapiti accounts for 11% The urban whaitua (Wellington, Hutt, Porirua) account for 75% of net regional emissions The policy doesn't reflect the diverse and temporally variable nature of farming systems and could create a 'sinking lid' for farming in the Wairarapa Sub-Region.
			While no methods are included, and the policy applies to regional plans only, this policy appears to set the initial framework for RMA plans targeting agricultural emissions. SWDC is concerned with the implications of this, and with the interaction or conflict it might have with other agricultural emission reduction measures.
			SWDC DC wishes to understand how this reduction aligns with Government policy in the area. It is unclear how fair and reasonable reductions should be calculated and consistently applied in consenting.

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³ GWRC, 18 May 2020, Wellington Region Greenhouse Gas Inventory

Provision	Support/Oppose	Decision Sought	Reasons
			A more fulsome assessment of economic effects in the s.32 assessment is required to underpin the policy. In particular, where:
			 a. Reductions required by this policy is in excess of government policy; and, b. That adequately assessed the impact on the social, economic and cultural aspects of those costs on communities; and, c. Impacts go beyond only the economic impact of carbon pricing; and, d. Considers the costs of the implied requirement to supplant farming activities with carbon sequestration.
Policy CC.6	Oppose in part	Either delete Policy CC.6, or Amend Policy CC.6 as follows: Regional plans shall include objectives, policies, rules and/or methods that	A more fulsome assessment of economic effects in the s.32 assessment is required to underpin the policy. In particular, where: a. Reductions required by this
		support an increase in the area of permanent forest in the region to contribute to achieving net-zero	policy is in excess of government policy; and, b. That adequately assessed the impact on the social, economic

Provision	Support/Oppose	Decision Sought	Reasons
		greenhouse gas emissions by 2050,	and cultural aspects of those
		while:	costs on communities; and,
		(a) promoting and incentivising the	c. Goes beyond the economic
		planting or regeneration of permanent	impact of carbon pricing; and,
		indigenous forest over exotic species,	d. Considers the cost of the
		particularly on highly erodible land and	implied requirement to
		in catchments where water quality	supplant farming activities with
		targets for sediment are not reached,	carbon sequestration.
		<u>and</u>	
		(b) avoiding plantation forestry on	The proposed approach facilitates the
		highly erodible land, particularly in	complete afforestation of all rural
		catchments where water quality	business land in the district. There is
		targets for sediment are not reached	insufficient analysis of costs and
		<u>and</u>	benefits, particularly in the long term to
		(c) not enabling afforestation of	the region and the South Wairarapa
		permeant forest for the purposed of	District. This is evident by a lack on
		offsetting emissions from outside of	limitations proposed. Offsetting of
		the environment they are located	greenhouse gas has limitations,
		(d) ensuring that any offsets are	particularly where no controls have
		proportionate and only considered	been put in place at source.
		after avoidance or reductions at source	
		<u>have been maximised.</u>	SWDC does have concerns that the
			Wairarapa will be expected to provide a
		Or, similar relief to the same effect;	greater proportion of permanent forest
			cover than other areas because it has
		AND;	larger areas of rural land. When the
			driver for increased afforestation is
		Any consequential amendments to	achieving net zero carbon emissions, it
		give effect to the relief sought.	appears inequitable that the Wairarapa
			might suffer from greater afforestation
			might suffer from greater afforestation

Provision	Support/Oppose	Decision Sought	Reasons
			when there is a lack of emission reduction in other areas.
Policy CC.7	Support in part	Retain as notified Include a non-regulatory method to develop guidance material for the application of nature based solutions included in infrastructure and development.	The policy intent is supported, there should be a corresponding non-regulatory method to develop guidance to integrate these solutions in infrastructure and development design options and assess when these solutions are and are not appropriate.
CC.8	Support	Retain as notified	The policy limits the need to offset costs onto rural communities in the region. Council recognises the relationship with policy CC6, and that they should be read together. However, CC.6 requires further clarification regarding proportionality and location of offsets. As such, the amendments proposed by SWDC need to remain alongside CC.8.
Policy 7	Support in part, oppose in part	Amend the explanation so that it is clear what is meant by 'low and zero carbon regionally significant infrastructure'; or alternatively, remove the proposed additions to (a). Amend (a)(i) as follows: (i) people and goods can travel to, from and around the region efficiently and safely and in ways that support	Retain as notified While SWDC supports the intent of this provision, the references to 'low or zero carbon' activities do not make sense here, and there are other terms that can more effectively convey the requirements of this policy. It is unclear what 'low and zero carbon regionally significant infrastructure'

Provision	Support/Oppose	Decision Sought	Reasons
		transitioning to public transport, active	might include, and how this might be
		<u>transport or low or zero carbon multi</u>	assessed.
		modal travel modes;	Replacing 'Low or zero carbon energy'
			with 'renewable energy' provides
		Amend (a)(iii) as follows: (iii) people have access to energy, and	greater clarity (noting that the vast majority of residents access their energy from the National Grid or non-
		preferably renewable low or zero	local sources of gas and therefore this
		carbon energy, so as to meet their	clause has limited effect).
		needs; and	,
		Or, similar relief to the same effect;	
		AND;	
		Any consequential amendments to give effect to the relief sought.	
Policy 11	Support in part	Amend Policy 11 to align with the definition of small and community scale in the National Policy Statement for Renewable Energy Generation (NPS REG).	The draft South Wairarapa District Plan will align with the language in the NPS. It is unclear why the RPS sets the standard that they do.
Policy 14	Support in part	Retain as notified	This policy is generally supported in that the matters contained within it are best
		Include_method that develops non-	managed or directed by a Regional
		regulatory guidance on good practice	Authority and their functions under s.30
		to achieve the policy.	of the RMA. Similarly, the roles of TA's,
			including as owners and operators of
			infrastructure, ensures that the matters
			can be addressed as conditions

Provision	Support/Oppose	Decision Sought	Reasons
			attached to consents, particularly for stormwater.
			Council does have concerns that any required planting for open water races in an urban setting would preclude maintenance and result in overtopping or counterintuitive outcomes for water quality.
			Council would support the development of good practice guidelines and engineering standards to assist implementation where they are not currently available.
Policy 15	Oppose in part	Remove the requirement in Policy 15 for TA's to manage activities to achieve attribute states.	The policy is written in a manner that holds TA's responsible for meeting freshwater targets and limits in regional plans. this is not the function of Territorial Authorities under s.31 of the RMA to manage the use of land to achieve water quality and quantity attribute states. Similarly, this is not within the scope of 3.5(3) of the NPS which looks to 'promote positive effects' and avoid, remedy, mitigate for general health and wellbeing, not to achieve target and limits.
			TA's contributions to meeting NPS FM is adequately addressed above in the amended Policy 14 and FW.1 as part of

Provision	Support/Oppose	Decision Sought	Reasons
			GWRC discharge consent decisions and other regional plan matters.
			Further, much of the activities requires by the policy is managed by not only the regional plan but also the NES F. Duplication where this is required by both TA's and RC's inefficient and doesn't meet s.32.
			It is inappropriate to apply this assessment to earthworks and vegetation clearance that are undertaken at a scale lower than that controlled by the regional plan (i.e. 3000m²).
			SWDC does not have the capacity to undertake an assessment of the matters described in this policy as they do not relate to core territorial authority functions, particularly as they relate to freshwater, and considers that it is excessive for smaller-scale earthworks.
			Policies, rules and methods addressing these matters are more appropriate in a regional plan.
Policy 17	Support	Retain as notified	Support the prominence of the health needs of people.
Policy FW.1	Support in part, oppose in part	Amend Policy FW.1 to replace 'reduce demand' to 'increase efficiency'.	This policy appropriately directs regional plans to undertake demand management directions. However, the

Provision	Support/Oppose	Decision Sought	Reasons
			policy as written suggests an over
			reduction in demand from current
			levels. The s.32 does not outline the
			need for reduction, nor adequately
			identifies the costs of the policy,
			particularly with regard to the
			significant growth promoted by the plan
			change and the existing RPS.
Policy FW.2	Support in part	Delete	The policy repeats the matters already more appropriately addressed in FW1.
FW.4	Oppose	Delete	It is unclear why the RPS is in this space.
			The policy is difficult to read and in
			parts does not make sense. Similarly,
			the provision as written may not meet
			the necessary requirements to be
			implemented.
Policy 23	Oppose in part	Require the Greater Wellington	While the Wairarapa Combined District
		Regional Council to fund and	Plan has contained SNA's for at least 12
		undertake the necessary work	years, further assessment and ground
		required to comply with the policy.	truthing is estimated for the South
			Wairarapa District to cost a minimum of
			\$600,000. This equates to an
			approximately 3% increase in rates. The
			last two rating years has seen a 28%
			increase in rate, largely to provide for
			improved infrastructure. The work is
			not funded as part of the LTP and would
			have to go out for consultation in the
			23/24 year and be completed in one
			financial year. This is unlikely achievavle
			given that funds would need to be
			provided, field work undertaken, then

Provision	Support/Oppose	Decision Sought	Reasons
			plan changes complete in a 12 month period. Other substantial capital costs related to infrastructure are anticipated in that period as well. The requirement is unaffordable to the ratepayers of South Wairarapa in its current form.
Policy 24	Support in part	Retain as notified	Support more clarity on the use of biodiversity offsetting. There is some concern in terms of the requirement of a 'minimum' 10% uplift and whether this meets the requirements of s.108AA when being applied.
Policy 29	Support in part	Retain as notified. Include additional methods to support consistent implementation of risk assessment and provision/communication of natural hazards and associated risks.	The provisions are generally supported when examined alongside policies 51 and 52.
Policy 31	Support in part	Retain (c) as notified.	Support the enabling of greater densities and height for transport oriented growth nodes in (c), including Featherston.
Policy 32	Support	Improve clarity over which activities is intended to be covered by the policy.	There could be improved clarity for matters such as quarries being 'industrial' and critical for growth and therefore included as part of this policy.
Policy CC.9	Support in part	Amend policy CC.9 as follows: When considering an application for a resource consent, notice of requirement, or a change, variation or	SWDC supports the approach in principle, but are of the view that this is more achievable by the tier 1 Council's in the region that receive significant investment in public transport. SWDC

Provision	Support/Oppose	Decision Sought	Reasons
		review of a regional or district plan,	still wish to support the approach to a
		particular regard shall be given to	degree that is practicable in its context.
		whether the subdivision, use and	However, this may be of a significantly
		development have been planned to	smaller scale than the policy intends.
		optimise overall transport demand,	Matters such as the application of good
		maximising mode shift from private	urban design principles for connectivity,
		vehicles to public transport or active	walkability and cyclability for able
		modes, in a way that contributes to	bodied residents and suitable street
		reducing greenhouse gas emissions	furniture are the most probable extents
		where practicable.	that can be applied in our context.
		Or, similar relief to the same effect;	
		AND;	
		Any consequential amendments to give effect to the relief sought.	
Policy CC.12	Support in part,	Amend Policy CC.12 s follows:	The policy needs to provide more
	oppose in part		certainty around whether it applies to
		When considering an application for a	natural features that form part of
		resource consent, notice of	climate mitigation or those which are
		requirement, or a change, variation or	created. For example, existing
		review of a district or regional plan, a	plantation forests, or existing
		determination shall be made as to	indigenous forest, or artificial wetlands
		whether an activity may adversely	created to mitigate the effects of
		affect a nature-based solution	climate change.
		established mitigate the effects of to	
		climate change and particular regard	
		shall be given to avoiding adverse	
		effects on the climate change	
		mitigation or adaptation functions of	
		<u>that solution.</u>	

Provision	Support/Oppose	Decision Sought	Reasons
		Or, similar relief to the same effect; AND; Any consequential amendments to give effect to the relief sought	
Policy CC.13	Oppose	Delete Policy CC.13 And, Establish a policy that: (a) does not result in a sinking lid to agriculture and forces afforestation on rural communities, (b) recognises that some emissions are unavoidable, but also that constant offsetting as a result will remove agricultural uses from the land, (c) local food supply is necessary to reducing greenhouse gas emissions from transport. Or, similar relief to the same effect; AND;	The policy's implementation at 'farm level' will result in a sinking lid on agricultural activities and forcing offsets of permanent forest on rural communities. it is not sufficiently robust enough to protect rural environments, communities, and economies from inequitable allocation of the costs of avoiding, remedying or mitigating the effects of climate change. A more fulsome and robust assessment of economic effects in the s.32 assessment is required to underpin the policy. In particular, where: e. Reductions required by this policy is in excess of government policy; and, f. That adequately assessed the impact on the social, economic and cultural aspects of those costs on communities; and,

Provision	Support/Oppose	Decision Sought	Reasons
		Any consequential amendments to	g. Impacts go beyond only the
		give effect to the relief sought	economic impact of carbon
			pricing; and,
			h. Considers the implied
			requirement to supplant
			farming activities with carbon
			sequestration.
Policy 40	Support in part	Amend Policy 40 to recognise the need	This is a value that is included in the
		for water to support human health.	proposed PC1 framework that is absent
			in the decision making in Policy 40. This
		Or, similar relief to the same effect;	water has significant value ot the
			community and should also be
		AND;	protected when considering resource
			consents. Policy FW.5 does not achieve
		Any consequential amendments to	this in its current form.
		give effect to the relief sought	
Policy 41	Oppose in part	Amend policy 41 to clarify that these	As noted previously, the matters in this
		are for regional consents only.	policy directly relate to the functions in
			s.30(1)((ii) for regional councils.
Policy FW.5	Support in part,	Amend Policy FW.5 as follows:	Policy FW.5 does not assist in resolving
	oppose in part		the numerous conflicts between
		When considering a change, variation	resources within this plan change. In
		or review of a regional or district plan	particular, the ability to deliver long
		particular regard shall be given to:	term affordable growth, while
		(a) disease about a income a constant	significantly increasing environmental
		(a) climate change impacts on water	protections. Where growth has been
		supply, including water availability and	planned in conjunction with the
		demand;	community, mana whenua and other
		(b) demand from future population	stakeholders, the protection and
		projections, growth strategies adopted	enabling of municipal water takes,
		by Councils, and the ability to deliver	subject to te mana o te wai and a range
		well functioning urban environments;	of 'use management' including

Provision	Support/Oppose	Decision Sought	Reasons
		(c) development of future water sources, storage, treatment and reticulation; and (d) protection of existing and future water sources. Or, similar relief to the same effect; AND;	efficiency measures, should be protected.
		Any consequential amendments to give effect to the relief sought	
Policy 51	Support in part	Amend Policy 51 to remove the inclusion of 'may' in (f). Include a method that develops suitable guidance and methodology for persons assessing residual risk from hazard, particularly those affected by mitigation structures.	Generally SWDC support the improvements to the policy. There is concern regarding (f) in that the inclusion of the word 'may' adds unnecessary uncertainty. This should be deleted. It is critical that an additional method supporting this policy is included to address how residual risk is consistently assessed. This is more important where mitigation structures are proposed. Practical implementation of assessment of residual risk has been problematic without either hazard specific or general guidance.
Policy 52	Support in part, oppose in part	Amend the changes to the footer of Policy 52 to remove the changes to include the word 'minimise' and retain the existing words 'reduce'	Generally support the amendments to the policy. However, the amendments at the foot of the policy which are now to 'minimise' the risk from natural

Provision	Support/Oppose	Decision Sought	Reasons
			hazards creates greater uncertainty.
			While SWDC understands the reasoning
			behind it, when undertaking protection
			works it is now unclear as to what
			standard of protection GWRC expects.
			For example, for flood protection work,
			does minimise mean for a 1%AEP event
			(with climate change) or does it mean a
			0.1%AEP event (with climate change).
Policy 56	Support	Amend Policy 56 as follows:	The policy is supported, but puts too much weight on (a) over (d). This is
		When considering an application for a	reflected in the recently gazetted
		resource consent or a change,	National Policy Statement for Highly
		variation or review of a district plan, in	Productive Soils (NPS - HPS). While
		rural areas (as at March 2009 <u>August</u>	SWDC seeks amendment here, we do
		2022), particular regard shall be given	not seek that the NPS HPS is
		to whether:	implemented in its entirety in this
			process, it is particularly relevant to this
		(a) the proposal will result in a loss of	policy and for growth in our district.
		productive capability of the rural area,	
		including cumulative impacts that	
		would reduce the potential for food	
		and other primary production	
		<u>excluding land identified in (d)</u> and	
		reverse sensitivity issues for existing	
		production activities, including	
		extraction and distribution of	
		aggregate minerals;	
		(b) the proposal will reduce aesthetic	
		and open space values in rural areas	
		between and around settlements;	

Provision	Support/Oppose	Decision Sought	Reasons
		(c) the proposals location, design or density will minimise demand for nonrenewable energy resources; and (d) the proposal is consistent with any Future Development Strategy, or the eity or district regional or local strategic growth and/or development framework or strategy that addresses future rural development, should the Future Development Strategy be yet to be released; or (e) in the absence of such a framework or strategy, the proposal will increase pressure for public services and infrastructure beyond existing infrastructure capacity. Or, similar relief to the same effect; AND; Any consequential amendments to give effect to the relief sought	
Policy 57	Support in part	Amend the policy as follows: When considering an application for a resource consent, notice of requirement, or a change, variation or review of a district plan, for subdivision, use or development, require land use and transport planning within the Wellington Region is integrated in a way which have particular regard to the way in which land use and transport	CDC supports integrated development in the Eastern Growth corridor – Hutt to Masterton. However, SWDC does not consider that this policy in its proposed form is appropriate in the district outside of Featherston and potentially the proposed Woodside growth area. The public transport network in the Wairarapa is limited, and as a predominantly rural area, there are

Provision Support/Opp	ose Decision Sought	Reasons
Provision Support/Opp	planning is integrated within the Wellington Region, so that it: (a) supports a safe, reliable, inclusive and efficient transport network; (b) supports connectivity with, or provisit of access to, public services or activities, key centres of employment activity or retail activity; (c) minimises private vehicle travel and to lenath, where practical, while supporting mode shift to public transport or active modes and support the move towards lo and zero-carbon modes; (d) encourages an increase in the amoun of travel made by public transport and active modes; (e) provides for well-connected, safe and accessible multi modal transport network where practical, while recognising that to timing and sequencing of land use and public transport may result in a period where the provision of public transport may not be efficient or practical; (f) supports and enables the growth corridors in the Wellington Region, including: (i) Western Growth Corridor – Taw to Levin; (ii) Eastern Growth Corridor – Hutt Masterton; (iii) Let's Get Wellington Moving	practical limits to the way in which public transport can be utilised. While active modes can be encouraged, and the rail network provides a linkage to other towns on the Wairarapa line, the heavy emphasis on public transport networks is not appropriate in the Wairarapa context. SWDC is concerned that the policy requires that land use and transport planning is integrated for new development and would instead support the policy seeking 'particular regard' be given to these matters in Carterton. Requiring this for consent applications for land use and development is also onerous and has the potential to create a significant burden in preparation and processing of consents for relatively small developments. Softening the wording will allow some discretion in when this policy should be considered.

Provision	Support/Oppose	Decision Sought	Reasons
		Or, similar relief to the same effect; AND;	
		Any consequential amendments to give effect to the relief sought	
Policy 58	Support	Retain as notified	Critical to ensure that environmental infrastructural objectives are met and ensures community affordability.
Method CC.2	Support in part	Amend method CC2 to include the 'in consultation with territorial authorities'.	SWDC has an interest in how these methods are applied as noted in these submissions, and therefore should be included in discussions over appropriate implementation guidance.
Method 34	Support in part	Amend method CC2 to include the 'in consultation with territorial authorities'.	Given the role of territorial authorities in terms of both water supply and land development, and the amended provisions within this plan change to require efficiency, storage and other assessments it is necessary to undertake this work in consultation with TA's.
Method 46	Support	Retain as notified	Support this method to progress the Featherston CDO.
Method CC.4	Support	Retain as notified	This method is a critical part of ensuring that the rural areas of Wairarapa do not become a carbon sink for the rest of the region.
Method 21	Support in part	Retain as notified	The Wairarapa Combined District Plan already identifies and protects SNA's. However, further review and ground

Provision	Support/Oppose	Decision Sought	Reasons
			truthing is estimated to cost
			approximately \$600,000. As noted in
			our submission above, this equates to
			an approximate 3% rates increase
			above the already significant increases
			SWDC has already set. As above, the
			timeframe means that this work is
			current unfunded and would need to go
			through the LTP cycle. The work would
			have to be completed in a very short
			timetable assuming it could be funded.
			Council wishes to discuss passing this
			responsibility to GWRC.
Method CC.8	Support in part	Amend the chapeau of Policy CC.8 to	The method is appropriate but it should
		include that this method is undertaken	include partnering with appropriate
		in conjunction with stakeholders.	stakeholders.