

Section 32 Evaluation Report

Part 2: Open Space and Recreation Zones

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Table of acronyms

Abbreviation	Full term
NES	National Environmental Standards
NPS	National Policy Statements
NZCPS	New Zealand Coastal Policy Statement
RMA	Resource Management Act
RPS	Regional Policy Statement for the Wellington Region 2013
WTBA	Wellington Town Belt Act

1.0 Overview and Purpose

1.1 Introduction to the resource management issue/s

This section 32 evaluation report is focussed on the Open Space and Recreation Zones. This includes the Natural Open Space, Open Space, Sport and Active Recreation and Wellington Town Belt Zones¹ (collectively referred to as Open Space and Recreation Zones). The purpose of the Open Space and Recreation Zones are to recognise and provide for the City's open spaces and reserves. The purpose of each zone is summarised below:

- Natural Open Space Zone: recognises and provides for open spaces that contain high natural, ecological, landscape and historic heritage values;
- Open Space Zone: caters for both passive and active recreational activities, with limited associated facilities, buildings and structures. Open spaces within this zone are primarily recreation reserves;
- Sport and Active Recreation Zone: applies to open spaces that are predominately used for organised sport and recreation activities, that have a regional as well as local community focus. The zone includes most of the City's sports hubs.
- Wellington Town Belt Zone: provides for the use and management of the Wellington Town Belt, in alignment with the Wellington Town Belt Act 2016 (WTBA).

The majority of the land covered by these zones is Council owned and subject to reserves management plans prepared under the Reserves Act 1977. While reserve management plans determine what types of land uses are appropriate for public open spaces that are classified as reserves, the RMA is responsible for managing the effects on the environment of activities taking place on those reserves.

2.0 Reference to other evaluation reports

This report should also be read in conjunction with the following evaluation reports:

Report	Relationship to this topic
Transport	The Transport Chapter contains provisions relating to transport matters, including trip generation.
Historic Heritage and Sites of Significant to Māori	Open Space areas can contain archaeological sites and sites and areas of significance to Māori. Specific provisions for the protection of these sites are located in the Sites and Areas of Significance to Māori Chapter and Historic Heritage Chapter.
Viewshafts	Viewshafts within the Open Space and Recreation Zones are managed by the Viewshafts Chapter.
Subdivision	The Subdivision Chapter contains provisions which manage subdivision of land in the Open Space and Recreation Zones.
Earthworks	The Earthworks Chapter manages the adverse effects of earthworks on the environment, including visual amenity values and stability of land plus

¹ The Wellington Town Belt Zone is a Special Purpose Zone under the District Plan, however is included in this section 32 report given the topic most closely aligns with the Open Space and Recreation Zones.

	adverse health and safety effects, damage to property and the creation or increase in the risk of natural hazards.
Light	The Light Chapter contains specific provisions relating to light spill and the management of effects on open space areas.
Noise	The Noise Chapter contains specific controls in relation to noise, including effects standards.
Signs	To ensure signs are compatible with an area, their scale, number, illumination, motion and placement are managed by the Signs Chapter.
Infrastructure	The Infrastructure Chapter seeks to provide for the ongoing use, maintenance and development of Infrastructure for the City.
Three waters Infrastructure	The Three Waters Chapter deals with the provision or disposal of water in the City.
Natural Environment Values	Some areas and sites have identified natural environment values. The values of these areas and sites are described in the Ecosystems and Indigenous Biodiversity Chapter, Natural Character Chapter, and the Natural Features and Landscapes Chapter. The Ecosystems and Indigenous Biodiversity chapter identifies areas of indigenous ecosystems and habitats with significant biodiversity values as Significant Natural Areas.

3.0 Strategic Direction

The following objectives in the Strategic Direction chapter of the Proposed District Plan that are relevant to this issue/topic are:

AW-O2	<i>Anga whakamua – Moving into the future</i>
<i>The relationship of Tangata Whenua with their Lands and Traditions is recognised and provided for, including:</i>	
<ol style="list-style-type: none"> 1. <i>The use, development and expansion of Treaty Settlement land and any land that is subject to Deed of Settlement provisions relating to right of first refusal land, in a manner that recognises its commercial redress purposes; and</i> 2. <i>The use and development of all other land to provide for the social, economic, commercial, and cultural aspirations of Tangata Whenua.</i> 	
AW-O3	<i>Anga whakamua – Moving into the future</i>
<i>Mana whenua can exercise their customary responsibilities as mana whenua and kaitiaki with their own mātauranga Māori.</i>	
AW-O4	<i>Anga whakamua – Moving into the future</i>
<i>The development and design of the City reflects mana whenua and the contribution of their culture, traditions, ancestral lands, waterbodies, sites, areas and landscapes, and other taonga of significance to the district's identity and sense of belonging.</i>	
CC-O3	<i>Capital City</i>
<i>Development is consistent with and supports the achievement of the following strategic City objectives:</i>	
<ol style="list-style-type: none"> 1. <i>Compact: Wellington builds on its existing urban form with quality development in the right locations;</i> 	

<ol style="list-style-type: none"> 2. <i>Resilient: Wellington's natural and built environments are healthy and robust, and we build physical and social resilience through good design;</i> 3. <i>Vibrant and Prosperous: Wellington builds on its reputation as an economic hub and creative centre of excellence by welcoming and supporting innovation and investing strategically to maintain our thriving economy;</i> 4. <i>Inclusive and Connected: Wellington recognises and fosters its identity by supporting social cohesion and cultural diversity, and has world-class movement systems with attractive and accessible public spaces and street;</i> 5. <i>Greener: Wellington is environmentally sustainable and its natural environment is protected, enhanced and integrated into the urban environment; and</i> 6. <i>Partnership with mana whenua: Wellington recognises the unique role of mana whenua within the city and advances a relationship based on active partnership.</i> 	
NE-03	Natural Environment
<p><i>The City retains an extensive open space network that:</i></p> <ol style="list-style-type: none"> 1. <i>Is easily accessible;</i> 2. <i>Connects the urban and natural environment;</i> 3. <i>Supports ecological, cultural, and landscape values; and</i> 4. <i>Meets the needs of anticipated future growth.</i> 	
NE-04	Natural Environment
<p><i>Mana whenua are able to exercise their customary responsibilities as mana whenua and kaitiaki with their own mātauranga Māori in the protection and management of the natural environment.</i></p>	
UFD-03	Urban Form and Development
<p><i>Medium to high density and assisted housing developments are located in areas that are:</i></p> <ol style="list-style-type: none"> 1. <i>Connected to the transport network and served by multi-modal transport options; or</i> 2. <i>Within or near a Centre Zone or other area with many employment opportunities; and</i> 3. <i>Served by public open space and other social infrastructure.</i> 	
UFD-07	Urban Form and Development
<p><i>Development supports the creation of a liveable, well-functioning urban environment that enables all people and communities to provide for their social, economic, environmental, and cultural wellbeing, and:</i></p> <ol style="list-style-type: none"> 1. <i>Is accessible and well-designed;</i> 2. <i>Supports sustainable travel choices, including micromobility modes;</i> 3. <i>Is serviced by the necessary infrastructure appropriate to the intensity, scale and function of the development and urban environment;</i> 4. <i>Is socially inclusive;</i> 5. <i>Is ecologically sensitive;</i> 6. <i>Is respectful of the City's historic heritage;</i> 7. <i>Provides for community well-being; and</i> 8. <i>Is adaptable over time and responsive to its evolving, more intensive surrounding context.</i> 	

An evaluation of these objectives is contained in the companion Section 32 Evaluation Overview Report.

4.0 Regulatory and policy direction

In carrying out a s32 analysis, an evaluation is required of how the proposal achieves the purpose and principles contained in Part 2 of the RMA.

Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources.

Sustainable management 'means managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety, while -

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

In achieving this purpose, all persons exercising functions and powers under the RMA also need to:

- Recognise and provide for the matters of national importance identified in s6
- Have particular regard to the range of other matters referred to in s7
- Take into account the principles of the Treaty of Waitangi/Te Tiriti o Waitangi in s8.

4.1 Section 6

There are no s6 matters directly relevant to this topic. However, it is noted that most of the s6 matters are relevant indirectly given some areas within the Open Space and Recreation Zones are within mapped areas of natural coastal character, significant natural areas, outstanding natural features and landscapes, sites and areas of significance to Māori, natural hazards and historic heritage. These particular matters are addressed in the relevant overlay chapters.

4.2 Section 7

The s7 matters that are relevant to this topic are:

Section	Relevant Matter
Section (a)	<i>kaitiakitanga</i>
Section (aa)	<i>the ethic of stewardship</i>
Section (b)	<i>the efficient use and development of natural and physical resources</i>
Section (c)	<i>the maintenance and enhancement of amenity values</i>
Section (f)	<i>maintenance and enhancement of the quality of the environment</i>
Section (g)	<i>any finite characteristics of natural and physical resources</i>

4.3 Section 8

The s8 principles of Partnership and Protection are relevant to this topic. The Council and Taranaki Whānui ki te Upoko o te Ika and Ngāti Toa Rangatira have worked in partnership to develop District Plan provisions that recognise and protect sites and areas of significance, and provide opportunities for tangata whenua to exercise kaitiakitanga.

4.4 National Direction

4.4.1 National Policy Statements

There are five National Policy Statements (NPS) currently in force:

- NPS for Electricity Transmission 2008
- New Zealand Coastal Policy Statement 2010
- NPS for Renewable Electricity Generation 2011
- NPS for Freshwater Management 2020
- NPS on Urban Development 2020

The only instrument relevant to this topic is the New Zealand Coastal Policy Statement (NZCPS). The associated relevant provisions are:

NPS	Relevant Objectives / Policies
New Zealand Coastal Policy Statement (NZCPS)	<p>These zones have areas within the coastal environment including areas of the Natural Open Space Zone and the Sport and Active Recreation Zone. Therefore the NZCPS is relevant.</p> <p>NZCPS has objectives and policies which aim to protect and preserve the coastal environment while providing for public use and enjoyment:</p> <p>Objective 4: <i>To maintain and enhance the public open space qualities and recreation opportunities of the coastal environment;</i></p> <p>Objective 6: <i>To enable people and communities to provide for their social, economic, and cultural wellbeing and their health and safety, through subdivision, use, and development;</i></p> <p>Policy 18: Public open space</p> <p><i>Recognise the need for public open space within and adjacent to the coastal marine area, for public use and appreciation including active and passive recreation, and provide for such public open space, including by:</i></p> <p><i>(a) ensuring that the location and treatment of public open space is compatible with the natural character, natural features and landscapes, and amenity values of the coastal environment;</i></p> <p><i>(b) taking account of future need for public open space within and adjacent to the coastal marine area, including in and close to cities, towns and other settlements;</i></p> <p><i>(c) maintaining and enhancing walking access linkages between public open space areas in the coastal environment;</i></p> <p><i>(d) considering the likely impact of coastal processes and climate change so as not to compromise the ability of future generations to have access to public open space; and</i></p> <p><i>(e) recognising the important role that esplanade reserves and strips can have in contributing to meeting public open space needs.</i></p>

4.4.2 Proposed National Policy Statements

In addition to the five NPSs currently in force there are also two proposed NPSs under development, noting that these are yet to be issued and have no legal effect:

- Proposed NPS for Highly Productive Land
- Proposed NPS for Indigenous Biodiversity

4.4.3 National Environmental Standards

In addition to the NPSs there are nine National Environmental Standards (NES) currently in force:

- NES for Air Quality 2004
- NES for Sources of Human Drinking Water 2007
- NES for Electricity Transmission Activities 2009
- NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2011
- NES for Telecommunication Facilities 2016
- NES for Plantation Forestry 2017
- NES for Freshwater 2020
- NES for Marine Aquaculture 2020
- NES for Storing Tyres Outdoors 2021

There are no NESs of direct relevance to this topic.

4.4.4 National Planning Standards

The National Planning Standards provide for a range of zone options to be included in Part 3 – Area Specific Matters of the District Plan. This includes the Natural Open Space, Open Space Zone, and the Sport and Active Recreation Zone, the purpose of which are as follows:

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

In addition to the above, an additional special purpose zone is proposed for the Wellington Town Belt Zone.

The National Planning Standards state that an additional special purpose zone must only be created when the proposed land use activities or anticipated outcomes of the additional zone meet all of the following criteria:

- a. are significant to the district, region or country;
- b. are impractical to be managed through another zone;
- c. are impractical to be managed through a combination of spatial layers.

The Wellington Town Belt was first set aside by the Wellington City founders in 1840. It was subsequently conveyed to the Mayor, Councillors, and citizens of the City of Wellington on

20 March 1873 under the Town Belt Deed to be forever used as 'public recreation ground for the inhabitants of the City of Wellington.

Since May 2016 the Wellington Town Belt has been the subject of the Wellington Town Belt Act 2016 (WTBA). The guiding principles in section 4 of the WTBA inform the objectives and policies which guide the development, management, protection, operation and public use of the land. Given this significance of the town belt, and the specific legislation which applies to it, it is considered that it is appropriate to manage this area through an additional special purpose zone to allow for bespoke objectives, policies and provisions to give effect to and align with the WTBA.

4.5 National Guidance Documents

There is no national guidance relevant to this topic.

4.6 Regional Policy and Plans

Regional Policy Statement for the Wellington Region 2013 (RPS)

The table below identifies the relevant provisions and resource management topics for the Open Space and Recreation Zones contained in the RPS (noting that the RPS does not direct open space and recreation zoning, or provide direction on its contents).

3.9 Regional Form, Design and Function	
Section	Relevant matters
Objective 22	<p>Objective 22 states:</p> <p><i>A compact well designed and sustainable regional form that has an integrated, safe and responsive transport network and: [...]</i></p> <p><i>(h) integrated public open spaces;</i></p> <p>Objective 22 relates to urban form, including the integration of land use and transport including integrated public open spaces. There are 11 policies that relate to Objective 22. However, there are no directive policies regarding Open Space.</p>
3.2 Coastal Environment	
Section	Relevant matters
Objective 8	<p>Objective 8 states:</p> <p><i>Public access to and along the coastal marine area, lakes and rivers is enhanced.</i></p> <p>Given open space areas, particularly those in the Natural Open Space Zone are located along the coast this objective is considered to be relevant.</p>
Policy 53 - R	<p>Policy 53 states:</p> <p><i>Public access to and along the coastal marine area, lakes and rivers – consideration</i></p> <p><i>When considering an application for a subdivision consent, or a coastal or land use consent on public land, or a change, variation or review of a district plan to</i></p>

	<p><i>address subdivision or rezoning, particular regard shall be given to enhancing public access to, and along:</i></p> <p><i>(a) areas of the coastal marine area, and lakes and rivers with:</i></p> <p><i>(i) places, sites and areas with significant historic heritage values identified in accordance with policy 21;</i></p> <p><i>(ii) areas of indigenous ecosystems and habitats, and areas with significant indigenous biodiversity values identified in accordance with policy 23;</i></p> <p><i>(iii) outstanding natural features and landscapes identified in accordance with policy 25;</i></p> <p><i>(iv) special amenity landscapes identified in accordance with policy 27;</i></p> <p><i>(v) places, sites and areas with high natural character identified in accordance with policy 36; and</i></p> <p><i>(vi) the rivers and lakes identified in Table 15 of Appendix 1;</i></p> <p><i>(b) Wellington Harbour and Porirua (Onepoto Arm and Pāuatahanui Inlet) Harbour;</i></p> <p><i>Except where there is a need to protect:</i></p> <p><i>(c) sensitive indigenous habitats of species;</i></p> <p><i>(d) the health or safety of people;</i></p> <p><i>(e) sensitive cultural and historic heritage values; and/or</i></p> <p><i>(f) the integrity and security of regionally significant infrastructure.</i></p> <p>Given open space areas, particularly those in the Natural Open Space Zone, are located along the coast this policy is considered to be relevant.</p>
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Regional Plans

There are currently five operative regional plans and one proposed regional plan for the Wellington region:

- Regional Freshwater Plan for the Wellington Region, 1999
- Regional Coastal Plan for the Wellington Region, 2000
- Regional Air Quality Management Plan for the Wellington Region, 2000
- Regional Soil Plan for the Wellington Region, 2000
- Regional Plan for discharges to the land, 1999
- Proposed Natural Resources Plan, appeals version 2021

The proposed Natural Resources Plan (PNRP) replaces the five operative regional plans, with provisions in this plan now largely operative with the exception of those that are subject to appeal.

The table below identifies the relevant provisions for the Open Space and Recreation Zones contained in the Regional Coastal Plan for the Wellington Region, 2000, the Regional Freshwater Plan for the Wellington Region, 1999 and the Proposed Natural Resources Plan

(PNRP).

Regional Coastal Plan for the Wellington Region, 2000	
Section	Relevant matters
Objective 4.1.8	<p>This objective states: <i>Public access along and within the coastal marine area is maintained and enhanced.</i></p> <p>As above, given open space areas, particularly those in the Natural Open Space Zone are located along the coast this policy is considered to be relevant.</p>
4.2 Policies	<p>Policies 4.2.15 to 4.2.18 relate to avoiding adverse effects of development on public access to the coast and supporting initiatives that increase public access.</p> <p>Policy 4.2.20 relates to the need to recognise the importance of the coastal environment to recreation activities, and to avoid, remedy, or mitigate adverse effects.</p> <p>Policy 4.2.42 states: <i>To have particular regard to the objectives and policies in relevant district plan(s) when assessing an application for an activity which spans the coastal marine area boundary; and where appropriate, to deal with such applications through joint hearings.</i></p> <p>As stated above, given open space areas, particularly those in the Natural Open Space Zone, are located along the coast this policy is considered to be relevant.</p>
Regional Freshwater Plan for the Wellington Region, 1999	
Section	Relevant matters
4.1 Objectives	Objective 4.1.8 states: <i>the quality of lawful public access to and along river and lake beds is maintained and, where appropriate, enhanced.</i>
4.2 Policies	<p>4.2.16 and 4.2.17 relate to maintaining and promoting public access to waterways.</p> <p>Given Open Space and Recreation Zones can include waterways this policy and objective are considered to be relevant².</p>
Proposed Natural Resources Plan	
Section	Relevant matters
Objective O9	<p>This objective states: <i>The recreational values of the coastal marine area, rivers and lakes and their margins and natural wetlands are maintained and enhanced.</i></p> <p>As stated above, given open space areas, particularly those in the Natural Open Space Zone, are located along the coast or can contain water bodies this objective is considered to be relevant.</p>

² It is noted that the regional plans contain direction regarding natural hazards. A number of the Open Space and Recreation Zones are within Natural Hazard overlays. The Natural Hazard provisions relating to these overlays are evaluated in the Natural Hazards s32 report, and not in this s32 report.

Objective O10	<p>This objective states: <i>Public access to and along the coastal marine area and rivers and lakes is maintained and enhanced.</i></p> <p>As stated above, given open space areas, particularly those in the Natural Open Space Zone, are located along the coast or can contain water bodies this objective is considered to be relevant.</p>
Policy P134	<p>This objective states: <i>Public open space values and visual amenity - The adverse effects of new use and development on public open space and visual amenity viewed within, to and from the coastal marine area shall be minimised...</i></p> <p>As stated above, given open space areas, particularly those in the Natural Open Space Zone, are located along the coast or can contain water bodies this objective is considered to be relevant.</p>

4.7 Iwi Management Plan(s)

There are no Iwi Management Plans relevant to this topic.

4.8 Relevant plans or strategies

The following strategies are considered to be relevant to the Open Space and Recreation Zones:

- Our City Tomorrow – He Mahere Mokowā mō Pōneke - A Spatial Plan for Wellington City 2021
- Wellington Regional Growth Framework 2021
- Wellington Towards 2040: Smart Capital
- Central City Spatial Vision 2020
- Our Natural Capital: Wellington’s biodiversity strategy and action plan 2015
- Our Capital Spaces: An Open Spaces and Recreation Framework for Wellington 2013 – 2023³
- Open Space Access Plan 2016
- Outer Green Belt Management Plan 2019
- Wellington Town Belt Management Plan 2018
- Suburban Reserves Management Plan 2015
- Northern Reserves Management Plan 2008
- South Coast Management Plan 2002
- Botanic Gardens of Wellington Management Plan 2014
- Oruaiti Management Plan 2011
- Cemeteries Management Plan 2021
- Glover Park Management Plan 2005
- Wellington Conservation Management Strategy

Plan / Strategy	Organisation	Relevant Provisions
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³ Note that a Draft Open Space and Recreation Strategy is set to be released in late 2022.

Our City Tomorrow – He Mahere Mokowā mō Pōneke - A Spatial Plan for Wellington City 2021	Wellington City Council	<ul style="list-style-type: none"> • The Spatial Plan is a key guiding document for the PDP, setting out where and how the City will grow in the future. • The spatial plan identifies areas of open space in the City and sets out the importance of these spaces in helping reinforce a number of key values that contribute to our sense of identity.
Wellington Regional Growth Framework 2021	Wellington region councils, central government	<ul style="list-style-type: none"> • The framework sets out that developments should contribute to liveability and placemaking through spatial elements such as: <ul style="list-style-type: none"> ○ Providing for a high-quality public realm and open spaces as core spatial features – including the blue-green network that supports local and regional sustainability and wellbeing e.g. water sensitive urban design elements.
Wellington Towards 2040: Smart Capital	Wellington City Council	<ul style="list-style-type: none"> • Sets out at a high level the importance of open spaces for healthy and safe communities, and in terms of achieving environmental outcomes.
Central City Spatial Vision 2020	Wellington City Council	<ul style="list-style-type: none"> • Sets out that open spaces will enable stormwater management, be provided to support neighbourhood needs and for other ecological purposes. • The document also sets out that there is currently a shortage of open space in the central city.
Our Natural Capital: Wellington's biodiversity strategy and action plan 2015	Wellington City Council	<ul style="list-style-type: none"> • Our Natural Capital: Wellington's Biodiversity Strategy and Action Plan is Wellington City Council's vision for the city's indigenous biodiversity. The strategy outlines our vision, goals and objectives, and sets the priorities that give our work direction and purpose, underpinned by a set of guiding principles.
Our Capital Spaces: An Open Spaces and Recreation Framework for Wellington 2013 – 2023	Wellington City Council	<ul style="list-style-type: none"> • The plan is a framework which will help the Council to make good decisions. Specifically, four outcomes and a number of areas of focus will guide decisions around funding and the use of open spaces and recreation areas including: <ul style="list-style-type: none"> - Getting everyone active and healthy - Protecting our birds, nature, streams and landscapes - Contributing to Wellington's outstanding quality of life

Open Space Access Plan 2016	Wellington City Council	<ul style="list-style-type: none"> The Open Space Access Plan's central theme is that recreation and leisure opportunities should be available to people of all ages and abilities. Tracks not only have a key role in providing many different age groups with a wide variety of opportunities, but also connect Wellingtonians (and visitors) to nature as part of recreation activities as outlined in Our Natural Capital – Wellington's Biodiversity Strategy & Action Plan.
Outer Green Belt Management Plan 2019	Wellington City Council	<ul style="list-style-type: none"> The management plan contains general objectives and policies for all areas in the Outer Green Belt and area specific objectives and policies under the Reserves Act 1977. The objectives of the management plan provide strong policy direction for the Open Space chapter. Its detailed policies and rules for the management of the Council's parks and reserves need to be aligned within the development of the Open Space chapter provisions.
Wellington Town Belt Management Plan 2018	Wellington City Council	<ul style="list-style-type: none"> The management plan contains objectives and policies for all areas in the Town Belt. The objectives of the management plan provide strong policy direction for the Open Space chapter. Its detailed policies and rules for the management of the Council's parks and reserves need to be aligned within the development of the Open Space chapter provisions.
Suburban Reserves Management Plan 2015	Wellington City Council	<ul style="list-style-type: none"> The management plan contains objectives and policies for Suburban Reserve areas under the Reserves Act 1977. The objectives of the management plan provide strong policy direction for the Open Space chapter. Its detailed policies and rules for the management of the Council's parks and reserves need to be aligned within the development of the Open Space chapter provisions.
Northern Reserves Management Plan 2008	Wellington City Council	<ul style="list-style-type: none"> The management plan contains objectives and policies for Northern Reserve areas under the Reserves Act 1977. The objectives of the management plan provide strong policy direction for the Open Space chapter. Its detailed policies and rules for the management of the Council's parks and reserves need to be

			aligned within the development of the Open Space chapter provisions.
South Coast Management Plan 2002	Wellington City Council		<ul style="list-style-type: none"> The management plan contains objectives and policies for reserve areas on the South Coast under the Reserves Act 1977. The objectives of the management plan provide strong policy direction for the Open Space chapter. Its detailed policies and rules for the management of the Council's parks and reserves need to be aligned within the development of the Open Space chapter provisions.
Botanic Gardens of Wellington Management Plan 2014	Wellington City Council		<ul style="list-style-type: none"> The management plan contains objectives and policies for the Botanic Garden under the Reserves Act 1977. The objectives of the management plan provide strong policy direction for the draft Open Space chapter. Its detailed policies and rules for the management of the Council's parks and reserves need to be aligned within the development of the Open Space chapter provisions.
Oruatit Reserve Management Plan 2011	Wellington City Council		<ul style="list-style-type: none"> The objectives and policies in this plan explain the intended methods for the protection, management, development, operation and public use of Oruaiti Reserve.
Cemeteries Management Plan 2021	Wellington City Council		<ul style="list-style-type: none"> The Cemetery Management Plan has been prepared to provide a consistent policy, management and decision-making framework for the Council to manage the following: <ul style="list-style-type: none"> Tawa, Karori and Mākara Cemeteries; cemetery records including those of Bolton Street Cemetery ; and any other cemeteries or burial grounds for which the Council becomes responsible. <p>This plan is intended to span the 10-year period from 2021 to 2031 but within the context of a longer-term 20 to 50-year timeframe.</p> <p>The plan sets the general policy direction about how the cemeteries are run and how the land is managed but is not a detailed operational, staff or asset management plan.</p>
Wellington Conservation Management Strategy	Department of Conservation		<ul style="list-style-type: none"> Relates to land owned by the Department of Conservation in Wellington City. The purpose of a Conservation Management Strategy (CMS) is to implement general policies, and to

		<p>establish objectives for the integrated management of natural and historic resources – including species managed by the Department – and for recreation, tourism, and other conservation purposes. Part 4 - contains policies that apply across the whole of the Wellington region for the purposes of integrated conservation management.</p>
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4.9 Other relevant legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

Legislation / Regulation	Relevant Provisions
Reserves Act 1977	<p>The Reserves Act 1977 governs the management of the majority of the land which is currently zoned Open Space. The Reserves Act requires the preparation of reserve management plans which govern in a detailed manner what can and cannot be carried out in the City’s reserves. While the Reserves Act ultimately determines the types of uses appropriate for the public open space areas that are classified under the Act, the RMA regulates environmental policy and management, which includes minimising the adverse effects of the use and development of public open space areas.</p>
Wellington Town Belt Act 2016	<p>The Wellington Town Belt Act 2016 requires the Council to adopt a management plan (section 11(1)).</p> <p>The purpose of the Wellington Town Belt Management Plan is to provide Wellington City Council with a clear framework for making decisions and managing the Town Belt for at least the next 10 years.</p> <p>The management plan provides a framework for addressing issues common to the Town Belt and managing them in a comprehensive and consistent way. Objectives and policies give guidance for the development, management, protection, operation and public use of the Town Belt.</p>

5.0 Resource Management Issues Analysis

5.1 Background

The open spaces and natural areas of Wellington City are a key part of what makes Wellington unique. These are well used and valued by a huge number of Wellingtonians and visitors.

These open spaces and recreation areas are vital to our lifestyle, health and wellbeing, culture, and economy. Good quality open spaces and recreation opportunities will make Wellington more attractive. Open spaces also protect important natural habitats and ecosystem services.

As such, open space character, ‘greenery’ and amenity are an integral part/component of the City’s health and wellbeing. Public open space contains a significant amount of natural,

historic, landscape and cultural value. The amenity and character of the City’s parks and reserves is important for the City.

The current Open Space and Recreation Zones exist to facilitate recreational uses of the City’s parks and reserves and to manage their adverse effects, including spill-over effects on neighbouring areas. They seek to find a balance between facilitating a wide range of recreational activities and protecting public open space and surrounding residential areas from inappropriate use and development.

Wellington’s open spaces also include the Wellington Town Belt which is subject to the Wellington Town Belt Act 2016.

The Wellington Town Belt’s distinguishable features include its:

- perceived continuity and horseshoe shape of open space, comprising the first line of hills and undeveloped skylines encircling the central city
- geographic location and close visual relationship with the central city and inner suburbs
- patchwork and diversity of vegetation cover
- availability to be used for a wide range of sporting and recreation activities
- accessibility and provision of linkages to key community destinations
- rich historical and cultural links with Wellington citizens and mana whenua.

While reserve management plans determine what types of land uses are appropriate for public open spaces that are classified as reserves, and the Wellington Town Belt, the RMA is responsible for managing the effects on the environment of activities taking place on those reserves.

Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

5.2 Evidence Base - Research, Consultation, Information and Analysis undertaken

The Council has reviewed the operative District Plan, commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. This advice includes the following:

Title	Author	Brief synopsis
Ongoing workshops and meetings between WCC District Plan Team and WCC Parks Team August 2021- February 2022	WCC District Plan Team and WCC Parks Team	<p>Ongoing workshops and meetings, the general outcome of which was:</p> <ul style="list-style-type: none"> A. Be more permissive of “small works” commonly found in parks e.g. maintaining tracks and other assets, constructing and maintaining car parking, and enabling conservation and community activities. B. Be more restrictive of “larger works” e.g. construction of new buildings above and beyond certain development standards,

		and to carry out any activities not normally expected within a park.
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5.2.1 Analysis of Operative District Plan provisions relevant to this topic

For the purposes of this report the key provisions in the Operative Wellington District Plan of relevance to this topic are summarised below.

Topic	Summary of relevant provisions
Open Space Area	<p>The Open Space Area identifies three areas – Open Space A (Recreation facilities), Open Space B (Natural environment) and Open Space C (Inner Town Belt) - with some difference in rules and standards that apply to each of these.</p> <p>This topic chapter has three objectives (which are relevant to all Open Space and Recreation Zones) which broadly seek the following:</p> <ul style="list-style-type: none"> • To maintain, protect and enhance the open spaces of Wellington City; • To maintain and enhance natural features that contribute to Wellington’s natural environment; and • To prevent or mitigate effects of hazardous substances. <p>These objectives are implemented by a framework of 12 supporting policies that:</p> <ul style="list-style-type: none"> • Seek to identify a range of open spaces and maintain their character, purpose and function while enhancing their accessibility and usability; • Recognise and protect the Town Belt; • Protect any land forms and landscape elements from development and visual obstruction; • Encourage retention of existing native vegetation and where appropriate re-introduce native cover; • Require resource consent where appropriate for hazardous substances. <p>Rules and standards relating to land use activities, buildings, signs, subdivision, earthworks, heritage, utilities, contaminated sites are co-located in the chapter. Typically, any activity identified in the associated rule table and/or complies with the permitted activity standards is permitted, with exceptions to this including subdivision and activities related to hazardous substances.</p> <p>Key activity and building and structure standards include:</p> <ul style="list-style-type: none"> • In Open Space A, a 5m setback and recession plane requirement for buildings which abut a Residential Area, buildings, parking and access areas not to exceed 10% of the sites area, and gross floor area of 200m² and height of 10m; • In Open Space B and C, building of less than 30m² and 4m in height set back 10m from a residential boundary, 20m from a conservation site and 200m² per hectare for the aggregate area of all structures. <p>During the course of reviewing the operative provisions for the purposes of this report a few key issues were identified. These include:</p> <ul style="list-style-type: none"> • Some overly restrictive provisions;

Topic	Summary of relevant provisions
	<ul style="list-style-type: none"> • Chapter needs to reflect planning standards, noting that rules for all topics, such as subdivision and hazardous substances are currently located within the Open Space Chapter; • Chapter does not currently make specific mention of cultural or tangata whenua values; • Chapter does not currently recognise the Wellington Town Belt Act 2016 as this was enacted after the current chapter; and • Chapter provides only high level detail to decision-makers in the objectives and policies.

5.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans. It is noted that both of these plans have been prepared in accordance with the National Planning Standards.

Plan	Local Authority	Description of approach
New Plymouth District Plan	New Plymouth District Council	<p>This plan has been prepared in accordance with the National Planning Standards.</p> <p>The plan includes three Open Space and Recreation Zones, being the Natural Open Space Zone, Open Space zone, and Sport and Active Recreation Zone.</p> <p><u>Natural Open Space Zone</u></p> <p>The purpose of this zone is to recognise and provide for open spaces that contain high natural, ecological, landscape and historic heritage values.</p> <p>Four objectives relate to:</p> <ul style="list-style-type: none"> • Undeveloped open areas being the predominant characteristic; • Natural open space areas being available for the public to use and enjoy; • Incompatible uses do not compromise the character and function of the zone; and • Open spaces incorporate mātauranga Māori. <p>Seven policies relate to:</p> <ul style="list-style-type: none"> • Allowing compatible activities, being leisure, conservation and customary activities; • Managing activities that are potentially compatible; • Avoiding activities that are incompatible; • Maintaining the role, function and predominant character of the zone; • Requiring buildings, structures or earthworks minimise adverse effects;

		<ul style="list-style-type: none"> • Ensuring historic heritage is maintained or enhanced; and • Requiring effects generated to be of a type and scale that is appropriate for the zone. <p>Rules are divided into:</p> <ul style="list-style-type: none"> • Land use activities; • Building activities; and • Effects standards. <p>Each rule contains detailed standards specific to the activity, where relevant. Generally, where permitted activity standards are not complied with, these activities become restricted discretionary activities.</p> <p>The general 'effects standards' address:</p> <ul style="list-style-type: none"> • max heights of buildings; • site coverage; • gross floor area; • height in relation to boundary; • minimum boundary setback; and • minimum landscaped permeable area. <p><u>Open Space Zone</u></p> <p>The purpose of the Open Space Zone is to provide open spaces that are used predominantly for a range of passive and active leisure and recreational activities, along with limited associated facilities and structures.</p> <p>Four objectives relate to:</p> <ul style="list-style-type: none"> • Open Space areas predominantly being used by the public for leisure, sport, recreation and cultural activities; • Incompatible uses do not compromise the character and function of the zone; • Open Space land is used efficiently and the number and scale of buildings is limited; and • Open spaces incorporate mātauranga Māori. <p>Seven policies relate to:</p> <ul style="list-style-type: none"> • Allowing compatible activities, being leisure, conservation and customary activities; • Managing activities that are potentially incompatible; • Avoiding activities that are incompatible; • Maintaining the role, function and predominant character of the zone; • Requiring buildings, structures or earthworks minimise adverse effects;
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		<ul style="list-style-type: none"> • Ensuring historic heritage is maintained or enhanced; and • Requiring effects generated to be of a type and scale that is appropriate for the zone. <p>Rules are divided into:</p> <ul style="list-style-type: none"> • Land use activities; • Building activities; and • Effects standards. <p>Each rule contains detailed standards specific to the activity, where relevant. Generally, where permitted activity standards are not complied with, these activities become restricted discretionary or discretionary activities. The general 'effects standards' address:</p> <ul style="list-style-type: none"> • Maximum heights of buildings; • Site coverage; • Gross floor area; • Height in relation to boundary; • Minimum boundary setback; and • Minimum landscaped permeable area. <p><u>Sport and Active Recreation Zone</u></p> <p>The purpose of the Sport and Active Recreation Zone is to provide open spaces that are used predominantly for a range of passive and active leisure and recreational activities, along with limited associated facilities and structures.</p> <p>Four objectives relate to:</p> <ul style="list-style-type: none"> • Sport and Active Recreation Open Space areas predominantly being used by the public for leisure, sport, recreation and cultural/community activities; • Incompatible uses do not compromise the character and function of the zone; • Open Space land is used efficiently and the number and scale of buildings is limited; and • Open spaces incorporate mātauranga Māori. <p>Seven policies relate to:</p> <ul style="list-style-type: none"> • Allowing compatible activities, being leisure, conservation and customary activities; • Managing activities that are potentially incompatible; • Avoiding activities that are incompatible; • Maintaining the role, function and predominant character of the zone; • Requiring buildings, structures or earthworks minimise adverse effects;
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		<ul style="list-style-type: none"> • Ensuring historic heritage is maintained or enhanced; and • Requiring effects generated to be of a type and scale that is appropriate for the zone. <p>Rules are divided into:</p> <ul style="list-style-type: none"> • Land use activities; • Building activities; and • Effects standards. <p>Each rule contains detailed standards specific to the activity, where relevant. Generally, where permitted activity standards are not complied with, these activities become restricted discretionary or discretionary activities. The general 'effects standards' address:</p> <ul style="list-style-type: none"> • Maximum heights of buildings; • Site coverage; • Gross floor area; • Height in relation to boundary; • Minimum boundary setback; and • Minimum landscaped permeable area.
Operative Kapiti Coast District Plan 2021	Kapiti Coast District Council	<p>This plan has been prepared in accordance with the National Planning Standards.</p> <p>The plan includes two Open Space and Recreation Zones, being the Natural Open Space Zone and Open Space Zone.</p> <p>The plan also includes a range of Open Space Precincts which have specific standards, these include:</p> <ul style="list-style-type: none"> • Open Space Recreation Precinct; • Open Space Local Parks Precinct; • Open Space Private Recreation and Leisure Precinct; and • Paraparaumu Beach Golf Course Development Precinct. <p><u>Natural Open Space Zone</u></p> <p>The Natural Open Space Zone comprises sites which are generally in a highly natural state, and often comprise very large areas of land – for example, Kāpiti Island and Tararua Forest Park.</p> <p>Six objectives relate to:</p> <ul style="list-style-type: none"> • Tāngata whenua; • Ecology and biodiversity; • Development management;

		<ul style="list-style-type: none"> • Coastal environment; • Strong communities; and • Open spaces/active communities. <p>Seven policies relate to:</p> <ul style="list-style-type: none"> • Reserve contributions; • Recreational activities; • Activities (general); • Buildings and structures; • Safety; • Indigenous Biodiversity; and • Food Production. <p>Permitted activity rules include:</p> <ul style="list-style-type: none"> • Recreation, community and cultural activities; • Activities on Kāpiti and off shore islands; • Harvesting for plantation forestry; • Buildings and structures where standards are complied with; and • Landscaping. <p>Each rule contains detailed standards specific to the activity, where relevant. Generally, where permitted activity standards are not complied with, these activities become restricted discretionary activities.</p> <p>Standards relating to buildings and structures include:</p> <ul style="list-style-type: none"> • max heights of buildings; • site coverage; • gross floor area; • height in relation to boundary; • minimum boundary setback; <p><u>Open Space Zone</u></p> <p>The Open Space Zone is managed through the Recreation, Local Parks, and Private Recreation and Leisure Precincts. These precincts contain areas of open space which share some characteristics, but require different management approaches.</p> <p>Five strategic objectives relate to:</p> <ul style="list-style-type: none"> • Tāngata whenua; • Development management; • Coastal environment; • Strong communities; • Open spaces/active communities.
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		<p>Eight policies relate to:</p> <ul style="list-style-type: none"> • Reserve contributions • Recreational activities • Activities (general) • Buildings and structures • Safety • Indigenous Biodiversity • Food Production • Open Space Private Recreation and Leisure Precinct <p>Permitted activity rules include:</p> <ul style="list-style-type: none"> • Recreation, community and cultural activities; • Activities on Kāpiti and off shore islands; • Harvesting for plantation forestry; • Buildings and structures where standards are complied with; and • Landscaping. <p>Each rule contains detailed standards specific to the activity, where relevant. Generally, where permitted activity standards are not complied with these activities become restricted discretionary activities.</p> <p>Standards relating to buildings and structures include:</p> <ul style="list-style-type: none"> • Max heights of buildings; • Site coverage; • Gross floor area; • Height in relation to boundary; and • Minimum boundary setback.
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These plans were selected because:

- They have been subject to a recent plan review that has addressed similar issues relating to this topic; and
- The associated Councils are of a similar scale to Wellington City and are confronting similar issues relating to this topic.

A summary of the key findings follows:

- Common themes of the plans include: protection of natural/conservation values; protection and enhancement of amenity and character; development complementing existing values and being compatible with the surrounding area; provision for a wide range of recreational activities; and the protection of surrounding areas from adverse effects of recreation activities;
- Similar bulk and location controls on buildings and structures including setbacks from boundaries, and recession planes where the zone adjoins residential sites; and

- The KCDC plan also includes a range of Open Space Precincts which have specific standards contained within these zones while the New Plymouth Proposed District Plan did not use this approach.

5.2.3 Advice received from Taranaki Whānui and Ngāti Toa Rangatira

Under Clause 4A of Schedule 1 of the RMA local authorities are required to:

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

As an extension of this s32(4A) requires evaluation reports prepared in relation to a proposed plan to include a summary of:

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

The District Plan Review has included significant engagement with our mana whenua partners - Taranaki Whānui ki te Upoko o te Ika and Ngāti Toa Rangatira. This has included over 100 hui and wānanga attended by Council officers over the last 12 months. This has provided a much greater understanding of mana whenua values and aspirations as they relate to the PDP.

The PDP elevates the consideration of mana whenua values in resource management processes, including:

- A new Tangata Whenua chapter which provides context and clarity about who mana whenua are and what environmental outcomes they are seeking.
- A new Sites and Areas of Significance to Māori chapter that provides greater protection for sites and areas of significance than the current District Plan.
- Integrating mana whenua values across the remainder of the plan where relevant.

This is consistent with both the City Goal of ‘Partnership with mana whenua’ in the Spatial Plan; and the recently signed Tākai Here (2022), which is the new partnership agreement between the Council and our mana whenua partners, Rūnanga o Toa Rangatira, Taranaki Whānui ki Te Upoko o Te Ika and Te Rūnanganui o Te Āti Awa.

A full copy of the advice received is attached as an addendum to the complete suite of Section 32 reports as Addendum A – Advice received from Taranaki Whānui and Ngāti Toa Rangatira.

No specific advice has been received from Taranaki Whānui or Ngāti Toa Rangatira regarding this topic and the proposed provisions evaluated within this report.

5.2.4 Consultation undertaken to date

The following is a summary of the primary consultation undertaken in respect of this topic:

Who	What	When	Relevant Issues Raised
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Feedback on Draft Plan	Feedback on Draft Plan, through submissions and targeted discussions	December 2021	<ul style="list-style-type: none"> • General support for approach, with submitters noting support for the provision and protection of parks, including protecting sunlight for parks from new adjacent residential development.
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A summary of specific feedback on this topic received during consultation on the Draft District Plan is contained in Appendix 1, including how it has been responded to in the Proposed District Plan. Additional detail concerning the wider consultation undertaken in preparing the Proposed District Plan is contained in the companion Section 32 Evaluation Overview Report.

In summary, the key findings arising from the consultation undertaken on this topic are that there is general support for the approach, with submitters noting support for the provision and protection of parks, including protecting sunlight for parks from new adjacent residential development.

5.3 Summary of Relevant Resource Management Issues

Based on the research, analysis and consultation outlined above the following issues have been identified:

Issue	Comment	Response
Issue 1: There is a need to protect the natural, heritage, landscape, cultural values and amenity and character of the City's parks and reserves from inappropriate use and development and enhancement of these values.	<ul style="list-style-type: none"> • Higher order documents require protection of open space, and associated natural, heritage, landscape and cultural values. This was reinforced by feedback from the general public in December 2021. However, there is no evidence to suggest that these values are deteriorating as a result of the Open Space Area provisions, but there is evidence that there may be future competing uses and development that will need to be carefully managed, including 	<ul style="list-style-type: none"> • Introduce a range of Open Space and Recreation Zones with specific purposes, objectives and policy frameworks to make clear and protect the values of these areas; and • Introduce rule frameworks in each of these zones that will protect these values through controlling the level of development permitted on these sites, and also on adjacent sites through sunlight protection rules.

	residential development on adjacent sites.	
Issue 2: Need to facilitate recreational uses of the City's parks and reserves.	<ul style="list-style-type: none"> • WCC parks team are seeking provisions that enable current operations, as well as those anticipated in the future. Currently the plan has no provisions (or definition) for parks maintenance and repair and the plan should be permissive of works which are smaller in scale, such as maintaining tracks and other assets, constructing and maintaining car parking, and enabling conservation and community activities. • The plan also currently does not provide for marina facilities or maritime emergency facilities. • The current provisions can be overly restrictive of buildings and do not provide for smaller scale buildings to be located closer to the boundary, with a blanket setback standard. • The current provisions generally dissuade commercial activities which can be ancillary and complementary to recreational uses (for example food trucks, or commercial 	<ul style="list-style-type: none"> • Ensure Open space and recreation zones enable a range of activities, buildings and structures which are compatible with the role, function and character of these zones through objectives, policies and rules. • Introduce specific provisions for marina facilities introduced for the Sport and Active Recreation Zone. • Setbacks from residential areas have been removed in the rule framework, with recession plane standard maintained. This will allow for buildings which are smaller in height to be built close to the boundary which could be appropriate for structures such as storage sheds for example. • Permit small scale or ancillary commercial activities (with associated standards, dependent on Zone) in the majority of the proposed Open Space and Recreation Zones where this is considered to be appropriate and in accordance with the purpose of the zone.

	activities within existing buildings).	
Issue 3: Need to control the adverse effects of activities on surrounding areas, specifically residential sites.	<ul style="list-style-type: none"> There is little evidence to suggest that the open space areas are currently having adverse effects on surrounding areas, but future use and development will need to be carefully managed as there is the potential for these effects with large scale sport and recreation activities including sports grounds, stadiums and associated noise, light, bulk and vehicle movements. 	<ul style="list-style-type: none"> Open space and recreation zones need to balance the provision of appropriate activities and managing adverse effects of these activities on surrounding areas. The zones will need appropriate bulk and location standards, including recession planes which will provide a control on bulk, privacy and shading effects.
Issue 4: Taranaki Whānui and Ngāti Toa Rangatira are acknowledged as the mana whenua of Te Whanganui ā Tara (Wellington). Their cultural associations with and role in exercising kaitiakitanga over Wellington's parks and reserves are recognised and facilitated.	<ul style="list-style-type: none"> Current chapter does not explicitly acknowledge mana whenua or their customary activities in the Open Space and Recreation Zones. 	<ul style="list-style-type: none"> Chapters provide rule and policy framework to acknowledge Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua and provide for customary activities in these zones.
Issue 5: Management of Town Belt in accordance with the Wellington Town Belt Act 2016	<ul style="list-style-type: none"> The operative District Plan does not recognise the Wellington Town Belt Act 2016. 	<ul style="list-style-type: none"> Introduce a Special Purpose Wellington Town Belt Zone to which will align with and give effect to this piece of legislation.

6.0 Evaluation of the Proposal

This section of the report evaluates the objectives of the proposal to determine whether they are the most appropriate means to achieve the purpose of the RMA, as well as the associated policies, rules and standards relative to these objectives. It also assesses the level of detail required for the purposes of this evaluation, including the nature and extent to which the benefits and costs of the proposal have been quantified.

6.1 Scale and Significance

Section 32(1)(c) of the RMA requires that this report contain a level of detail that corresponds with the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

The level of detail undertaken for this evaluation has been determined by assessing the scale and significance of the environmental, economic, social and cultural effects anticipated through introducing and implementing the proposed provisions (i.e. objectives, policies and rules) relative to a series of key criteria.

Based on this the scale and significance of anticipated effects associated with this proposal are identified below:

Criteria	Scale/Significance			Comment
	Low	Medium	High	
Basis for change		✓		<ul style="list-style-type: none"> • Full review of District Plan being undertaken • Chapters need to reflect National Planning Standards. • However, overall there is no evidence that the current approach is failing to sustainably manage resources.
Addresses a resource management issue	✓			<ul style="list-style-type: none"> • Chapter (indirectly) involves section 6 resource management issues. • The majority of the land zoned open space is managed under the Reserves Management Act 1977 and associated plans, and as such there are low consequences of environmental, social or economic effects. • Overall there is no evidence that the current approach is failing to sustainably manage resources.
Degree of shift from the status quo	✓			<ul style="list-style-type: none"> • Minor improvements are needed to update and better align with approved reserve management plans and changes to national policy, and the national planning standards in particular.

Criteria	Scale/Significance			Comment
	Low	Medium	High	
Who and how many will be affected/ geographical scale of effect/s		✓		<ul style="list-style-type: none"> Open space areas are used by the public generally, or many people live next to these open spaces. However, the majority of open space areas are council owned and are also subject to Reserves Management Plans.
Degree of impact on or interest from iwi/ Māori		✓		<ul style="list-style-type: none"> Sites and areas of significance to Māori are primarily addressed through overlays.
Timing and duration of effect/s	✓			<ul style="list-style-type: none"> The effects of the zones will be ongoing from the time any of its provisions become operative. There will be intermittent proposals for land use activities and development in these zones, however this will be comparatively less than allowed for as a permitted baseline on adjacent residential and commercial zones.
Type of effect/s	✓			<ul style="list-style-type: none"> The range of effects is limited as the proposal: <ul style="list-style-type: none"> Will not significantly reduce development opportunities or land use options Will not have a major financial impact on landowners due to compliance and or administrative costs Will not have significant effects on neighbouring properties
Degree of risk and uncertainty	✓			<ul style="list-style-type: none"> This factor scores low due to the certainty provided by a well-understood approach to parks management, and existing reserve management plans.

Overall, the scale and significance of the proposed provisions are considered to be low for the following reasons:

- Overall there is no evidence that the current approach is failing to sustainably manage resources, however given the context of the full District Plan review the opportunity is provided to update the provisions of the chapters and to align with National Planning Standards;
- While the Open Space chapters include areas that are used by the public generally, the majority of these areas are Council owned and also subject to Reserves Management Plans; and

- Sites and areas of significance to Māori are primarily addressed through overlays.

Consequently, a high-level evaluation of these provisions has been identified as appropriate for the purposes of this report.

6.2 Quantification of Benefits and Costs

Section 32(2)(b) requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Based on the assessment of the scale and significance of the proposed provisions in section 6.1, specific quantification of the benefits and costs in this report is considered neither necessary, beneficial nor practicable in relation to this topic for the following reasons:

- Overall there is no evidence that the current approach is failing to sustainably manage resources, however given the context of the full District Plan review the opportunity is provided to update the provisions of the chapters and to align with National Planning Standards;
- While the Open Space chapters include areas that are used by the public generally, the majority of these areas are Council owned and also subject to Reserves Management Plans; and
- While the chapters provide for customary activities and recognise Tangata Whenua, Sites and areas of significance to Māori are primarily addressed through overlays.

Instead, this report identifies more generally where any additional costs or cost may lie.

7.0 Zone Framework

Based on the issues analysis in section 5.3 of this report and the National Planning Standard zone options set out in section 4.4.5 the following zone framework has been selected in relation to this topic:

Zone	Reason/s
Natural Open Space Zone	<ul style="list-style-type: none"> • Zone covers areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone.
Open Space Zone	<ul style="list-style-type: none"> • Zone covers areas used predominantly for a range of passive and active recreational activities, along with limited associated facilities and structures.
Sport and Active Recreation Zone	<ul style="list-style-type: none"> • Zone covers areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures.
Special Purpose Wellington Town Belt Zone	<ul style="list-style-type: none"> • Given the significance of the Town Belt, and the specific legislation which applies to it is considered that it is appropriate to manage this area through an additional special purpose zone to allow for bespoke objectives and policies and provisions to give effect to the WTBA.

In terms of the spatial extent of these zones, Open Space and Recreation Zones are dispersed throughout the city.

The Natural Open Space Zone includes undeveloped ridges and hills within the Outer Green Belt, areas within the coastal environment and around waterbodies, as well as nature-based attractions such as Zealandia, Otari-Wilton's Bush and the historic Government House.

The Open Space Zone is primarily recreation reserves. This includes a wide range of spaces, from small local suburban playgrounds and 'pocket' parks in the City centre, to larger playing fields or open grassed areas. Some of the open areas are located near waterbodies and the coast, others are located within urban areas and contribute to an attractive living environment within the City.

The Sport and Active Recreation Zone includes most of the City's sports hubs. These sports hubs accommodate multiple sporting activities, either indoors within buildings and/ or outdoors on sports fields, hardcourts or other surfaces. Examples include Alex Moore Park, Karori Park, Kilbirnie Park, Miramar Park as well as Evans Bay Marina and the Port Nicholson Yacht Club.

The Wellington Town Belt Zone is an elongated U-shaped green open space that covers the hills immediately surrounding the central city and inner city suburbs. Because of its proximity to the inner city and central city area, the Wellington Town Belt is readily accessible and provides important connections between inner city suburbs.

8.0 Overview of Proposal/s

The proposed provisions relevant to this topic are set out in detail in the ePlan and should be referenced to in conjunction with this evaluation report.

In summary, the proposed provisions include:

Natural Open Space Zone

- Definitions
 - A set of relevant definitions, including:
 - Parks Maintenance and Repair;
 - Informal recreation activities;
 - Conservation activities; and
 - Community garden.
- 3 Objectives that address:
 - The purpose of the Natural Open Space Zone – to be used by the public for informal recreation activities, within undeveloped natural areas, in such a way that protects, and where possible enhances, the predominant character and amenity values of the Natural Open Space Zone;
 - The effective management of activities and development at the zone interface; and
 - The role of mana whenua.
- 7 Policies that:
 - Enable activities which are compatible with the predominant purpose, character and amenity of the Zone;
 - Provide for small scale mobile commercial activities

- Only allow rural activities such as grazing or forestry where they are part of a management programme identified in the relevant reserve management plan for the area.
- Allow potentially compatible activities and buildings and structures that maintain or enhance the zone character and amenity values, and is consistent with reserve management plans;
- Enable small scale buildings and structures for recreation or conservation activities; and
- Provide for the use and management of Wellington's parks and reserves in partnership with mana whenua.
- A rule framework that manages land use and building and structure activities as follows:
 - Landuse activities
 - Permitted activities include: recreation activities, conservation activities, customary activities, community gardens, mobile ancillary commercial activities, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, and burials and cremations at existing cemeteries and urupā;
 - Any other activity not otherwise provided for is discretionary.
 - Building and structure activities
 - Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures and the construction alteration and addition to buildings and structures where standards are complied with. If standards are not complied with with the activity becomes Discretionary.
- A complementary set of effects standards that address:
 - Maximum height of buildings and structures, playground equipment and pou, and poles for lighting or surveillance;
 - Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone;
 - Maximum gross floor area; and
 - Maximum building coverage.

Open Space Zone

- Definitions
 - A set of relevant definitions, including:
 - Parks Maintenance and Repair;
 - Informal recreation activities;
 - Conservation activities; and
 - Community garden.
- 3 Objectives that address:
 - The purpose of the Open Space Zone - to be used for a wide range of recreation and community activities, while maintaining and enhancing character and amenity values;
 - The effective management of activities and development at the zone interface; and

- The role of mana whenua.
- 6 Policies that:
 - Enable activities which are compatible with the predominant purpose, character and amenity of the Zone;
 - Provide for small scale commercial activities;
 - Allow potentially compatible activities and buildings and structures that maintain or enhance the zone character and amenity values, and is consistent with reserve management plans;
 - Enable small scale buildings and structures for recreation or conservation activities; and
 - Provide for the use and management of Wellington's parks and reserves in partnership with mana whenua.
- A rule framework that manages land use and building and structure activities as follows:
 - Landuse activities
 - Permitted activities include: recreation activities, conservation activities, customary activities, community gardens, mobile ancillary commercial activities, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, community activities in existing buildings;
 - Any other activity not otherwise provided for is discretionary.
 - Building and structure activities
 - Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures and the construction alteration and addition to buildings and structures where standards are complied with. Where non-compliance with one standard is proposed, the activity becomes Restricted Discretionary, and if more than one standard is not complied with the activity becomes Discretionary.
- A complementary set of effects standards that address:
 - Maximum height of buildings and structures, playground equipment and poles, and poles for lighting or surveillance;
 - Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone;
 - Maximum gross floor area; and
 - Maximum building coverage.

Sport and Active Recreation Zone

- Definitions
 - A set of relevant definitions, including:
 - Organised sport and recreation activities;
 - Informal recreation activities;
 - Conservation activities;
 - Community garden; and
 - Marina Facilities.
- 3 Objectives that address:
 - The purpose of the Zone which is to be predominately used by the public for a wide range of indoor and outdoor organised sport and recreation activities

- and associated facilities, and community activities in such a way that maintains and, where possible enhances the predominant values of the zone;
 - The effective management of activities and development at the zone interface; and
 - The role of mana whenua.
- 6 Policies that:
 - Enable activities which are compatible with it's use as a public recreation ground;
 - Enable ancillary commercial activities;
 - Allow potentially compatible activities and buildings and structures that maintain or enhance the zone character and amenity values, and is consistent with reserve management plans;
 - Enable buildings and structures that are compatible with the Zone; and
 - Provide for the use and management of Wellington's parks and reserves in partnership with mana whenua.
- A rule framework that manages land use and building and structure activities as follows:
 - Land use activities
 - Permitted activities include: organised sport and recreation activities, informal recreation activities, conservation activities, educational activities ancillary to permitted activities, commercial activities ancillary to a permitted activity, customary activities, gardens, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, maritime emergency services and marina facilities;
 - Any other activity not otherwise provided for is discretionary.
 - Building and structure activities
 - Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures and the construction alteration and addition to buildings and structures where standards are complied with. If standards are not complied with the activity becomes Discretionary.
- A complementary set of effects standards that address:
 - Maximum height of buildings and structures, playground equipment and poles, and poles for lighting or surveillance;
 - Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone;
 - Maximum gross floor area; and
 - Maximum building coverage

Wellington Town Belt Zone

- Definitions
 - A set of relevant definitions, including:
 - Parks Maintenance and Repair;
 - Informal recreation activities;
 - Conservation activities; and
 - Community garden.
- 3 Objectives that address:

- The purpose of the Wellington Town Belt Zone, as a public recreation ground, while enhancing the predominant values of the zone;
- The effective management of activities and development at the zone interface; and
- The role of mana whenua.
- 3 Policies that:
 - Enable activities which are compatible with its use as a public recreation ground;
 - Only allow other activities to establish in the Wellington Town Belt Zone where it can be demonstrated that they are compatible with the purpose and values of the zone;
 - Provide for the use and management of Wellington's parks and reserves in partnership with mana whenua.
- A rule framework that manages land use and building and structure activities as follows:
 - Land use activities
 - Permitted activities include: recreation activities, conservation activities, customary activities, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, community activities in existing buildings;
 - Any other activity not otherwise provided for is discretionary.
 - Building and structure activities
 - Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures. The construction alteration and addition to buildings and structures where standards are complied with is a Restricted Discretionary Activity. Where non-compliance with standards are proposed, the activity becomes Discretionary.
- A complementary set of effects standards that address:
 - Maximum height of buildings and structures, playground equipment and poles, and poles for lighting or surveillance;
 - Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone;
 - Maximum gross floor area; and
 - Maximum building coverage.

9.0 Evaluation of Proposed Objective/s

9.1 Introduction

Section 32(1)(a) of the RMA requires that the evaluation report examine the extent to which the objectives of the proposal are the most appropriate way to promote the sustainable management of natural and physical resources.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives (i.e. does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Council?)

9.2 Evaluation of Objectives

While not specifically required under s32, it is appropriate to also consider alternative objectives to those currently included in the Proposed District Plan, so as to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

For the purposes of this evaluation, the Council has considered two potential objectives:

1. The proposed objective; and
2. The current most relevant objectives - the status quo.

9.3 Evaluation of NOSZ-01, OSZ-01, SARZ-01 and WTBZ-01

<p>Proposed objectives: NOSZ-01 – Purpose of the Natural Open Space Zone OSZ-01 – Purpose of the Open Space Zone SARZ-01 – Purpose of the Sport and Active Recreation Zone WTBZ-01 – Purpose of the Wellington Town Belt Zone</p>		
<p>General intent: The intent of these objectives is to describe the predominant values of each zone.</p>		
<p>Other potential objectives</p>		
<p>Status quo: Open Space Objective 16.5.1 - To maintain, protect and enhance the open spaces of Wellington City. Open Space Objective 16.5.2 - To maintain and enhance natural features (including landscapes and ecosystems) that contribute to Wellington's natural environment.</p>		
	Preferred objective	Status quo
<p><i>Relevance:</i></p>		
<p>Addresses a relevant resource management issue</p>	<p>Yes – the purpose of the RMA is to promote the sustainable management of natural and physical resources by managing the use, development and protection of physical resources in a way which enables people and communities to provide for their social, economic and cultural wellbeing. Under section 7(b), (c), and (f) of the RMA, this includes having regard to the efficient use and development of natural and physical resources, maintenance and enhancement of the quality of the environment, and maintenance and enhancement of amenity values.</p> <p>The objectives address the relevant resource management issues identified in section 5.3 above, being Issue 1 in particular, and Issues 2 and 5 to some extent.</p>	<p>Yes – the purpose of the RMA is to promote the sustainable management of natural and physical resources by managing the use, development and protection of physical resources in a way which enables people and communities to provide for their social, economic and cultural wellbeing. Under section 7(b), (c), and (f) of the RMA, this includes having regard to the efficient use and development of natural and physical resources, maintenance and enhancement of the quality of the environment, and maintenance and enhancement of amenity values.</p> <p>The objectives address Issue 1 and Issue 2, as identified in section 5.3 above to some extent, however do not provide detail regarding the outcome sought.</p>
<p>Assists the Council to undertake its functions under s31 RMA</p>	<p>Yes – consistent with s31(1)(a): <i>the establishment, implementation, and review of</i></p>	<p>Yes – consistent with s31(1)(a): <i>the establishment, implementation, and review of objectives, policies, and</i></p>

	<i>objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.</i>	<i>methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.</i>
Gives effect to higher level documents	Yes – consistent with the National Planning Standards, and with the purpose and principles of the RMA as outlined in section 2 of this report. The objectives provide for appropriate recreational activities while protecting natural and cultural values, as well as open space character and amenity. This is also consistent with Objectives 4, 6 and Policy 18 of the NZCPS (maintaining and enhancing public open space in the coastal environment).	Yes – consistent with the purpose and principles of the RMA as outlined in section 2 of this report.
Usefulness:		
Guides decision-making	Yes – provides clear guidance regarding the purpose of the zones to guide decision making when considering a resource consent application under s104.	Yes –provides some detail for decision makers, but is not comprehensive.
Meets best practice for objectives	Yes – outlining zone purpose as an objective is in line with national best practice. The objectives are drafted in plain English and active language.	Yes – but is not comprehensive as there are not detailed purpose statements for each of the open space areas.
Reasonableness:		
Will not impose unjustifiably high costs on the community/parts of the community	The objectives do not create unjustifiably high costs on the community.	The objectives do not create unjustifiably high costs on the community.
Acceptable level of uncertainty and risk	Yes – low risk as areas are well managed by legislation.	Yes – low risk as areas are well managed by legislation.
Achievability:		
Consistent with identified tangata whenua and community outcomes	Yes – the purposes of each zone are considered to be consistent with identified tangata whenua and community outcomes.	To some extent – does not explicitly reflect tanagata whenua values and all community outcomes sought for the Open Space and Recreation Zones e.g. small scale commercial activities.

Realistically able to be achieved within the Council's powers, skills and resources	Yes – The proposed objectives are achievable within Council's powers, skills and resources by implementing the associated policies and rules that are proposed.	Yes - the status quo is currently being implemented within Council's powers, skills and resources.
Summary		
NOSZ-O1, OSZ-O1, SARZ-O1, and WTBZ-O1 provide for a wide range of recreational activities within these zones, while protecting and enhancing the predominant character and amenity values of the zones. Recreational activities are fundamental to the wellbeing of the City. The preferred objectives provide best practice drafting and clear outcomes that align with strategic objectives NE-O3 and UFD-O3. They are the most relevant, useful, reasonable, and achievable of the two options.		

9.4 Evaluation of NOSZ-O2, OSZ-O2, SARZ-O2 and WTBZ-O2

Proposed objectives: NOSZ-O2 – Managing effects at the zone interface of the Natural Open Space Zone OSZ-O2 – Managing effects at the zone interface of the Open Space Zone SARZ-O2 – Managing effects at the zone interface of the Sport and Active Recreation Zone WTBZ-O2 – Managing effects at the zone interface of the Wellington Town Belt Zone		
General intent:		
The intent of these objectives is to effectively manage adverse effects of activities and development in the Open Space and Recreation Zones at the zone interface and surrounding area.		
Other potential objectives		
Status quo: N/A – not covered in existing objectives, however the rule framework does manage this, for example through recession planes and setback standards.		
	Preferred objective	Status quo
Relevance:		
Addresses a relevant resource management issue	Yes – the purpose of the RMA is to promote the sustainable management of natural and physical resources by managing the use, development and protection of physical resources in a way which enables people and communities to provide for their social, economic and cultural wellbeing. Under section	N/A – no equivalent

	<p>7(b), (c), and (f) of the RMA, this includes having regard to the efficient use and development of natural and physical resources, maintenance and enhancement of the quality of the environment, and maintenance and enhancement of amenity values.</p> <p>The objectives address the relevant resource management issues identified in section 5.3 above particularly Issue 3: <i>Controlling the adverse effects of activities on surrounding areas.</i></p>	
Assists the Council to undertake its functions under s31 RMA	Yes – consistent with s31(1)(a): <i>the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.</i>	N/A – no equivalent
Gives effect to higher level documents	Yes – consistent with the National Planning Standards, and with the purpose and principles of the RMA as outlined in Section 2 of this report.	N/A – no equivalent
Usefulness:		
Guides decision-making	Yes – recognises that there may be zone interface issues and provides clear guidance regarding this to guide decision making when considering a resource consent application under s104.	N/A – no equivalent
Meets best practice for objectives	Yes – the objectives are drafted in plain English and active language and recognise that there may be zone interface issues.	N/A – no equivalent
Reasonableness:		
Will not impose unjustifiably high costs on the community/parts of the community	The objectives do not create unjustifiably high costs on the community.	N/A – no equivalent

Acceptable level of uncertainty and risk	Yes – low risk as areas are well managed by legislation.	N/A – no equivalent
Achievability:		
Consistent with identified tangata whenua and community outcomes	Yes – will provide for the management of effects at the zone interface.	N/A – no equivalent
Realistically able to be achieved within the Council's powers, skills and resources	Yes – The proposed objectives are achievable within Council's powers, skills and resources by implementing the associated policies and rules that are proposed.	N/A – no equivalent
Summary		
NOSZ-O2, OSZ-O2, SARZ-O2 and WTBZ-O2 seek to avoid, remedy or mitigate adverse effects of activities on areas surrounding open space. The preferred objectives provide best practice drafting and clear outcomes that align with strategic objectives CC-O2, CC-O3 and NE-O3. They are the most relevant, useful, reasonable, and achievable of the two options.		

9.5 Evaluation of NOSZ-O3, OSZ-O3, SARZ-O3 and WTBZ-O3

Proposed objectives: NOSZ-O3 – Mana Whenua Natural Open Space Zone OSZ-O3 – Mana Whenua Open Space Zone SARZ-O3 – Mana Whenua Sport and Active Recreation Zone WTBZ-O3 – Mana Whenua Wellington Town Belt Zone		
General intent:		
The intent of these objectives is to acknowledge Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua of Te Whanganui ā Tara (Wellington). Their cultural associations with and role in exercising kaitiakitanga over Wellington's parks and reserves are recognised and facilitated.		
Other potential objectives		
Status quo: N/A – not covered explicitly in existing objectives.		
	Preferred objective	Status quo
Relevance:		
Addresses a relevant resource management issue	Yes – the purpose of the RMA is to promote the sustainable management of natural and physical resources by managing the use, development and protection of physical resources in a way which enables people and communities to provide for their social,	N/A – not explicitly provided for in current objectives.

	<p>economic and cultural wellbeing. Under section 7(a) and (aa) of the RMA, this includes having regard to kaitiakitanga and the ethic of stewardship.</p> <p>The objectives address the relevant resource management issues identified in section 5.3 above, being Issue 4: <i>Taranaki Whānui and Ngāti Toa Rangatira are acknowledged as the mana whenua of Te Whanganui ā Tara (Wellington). Their cultural associations with and role in exercising kaitiakitanga over Wellington's parks and reserves are recognised and facilitated.</i></p>	
Assists the Council to undertake its functions under s31 RMA	Yes – consistent with s31(1)(a): <i>the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.</i>	N/A - not explicitly provided for in current objectives.
Gives effect to higher level documents	Yes – consistent with the with the purpose and principles of the RMA as outlined in section 2 of this report.	N/A - not explicitly provided for in current objectives.
Usefulness:		
Guides decision-making	Yes – the objectives provide clear guidance regarding the role of mana whenua.	N/A - not explicitly provided for in current objectives.
Meets best practice for objectives	Yes – the objectives are drafted in plain English and active language and clearly state the role of mana whenua.	N/A - not explicitly provided for in current objectives.
Reasonableness:		
Will not impose unjustifiably high costs on the community/parts of the community	Yes – the objectives do not create unjustifiably high costs on the community.	N/A - not explicitly provided for in current objectives.
Acceptable level of uncertainty and risk	Yes – low risk as areas are well managed by legislation.	N/A - not explicitly provided for in current objectives.

Achievability:		
Consistent with identified tangata whenua and community outcomes	Yes – takes into account the principles of Te Tiriti o Waitangi and the role of mana whenua in resource management processes.	N/A - not explicitly provided for in current objectives.
Realistically able to be achieved within the Council's powers, skills and resources	Yes – the proposed objectives are achievable within Council's powers, skills and resources by implementing the associated policies and rules that are proposed.	N/A - not explicitly provided for in current objectives.
Summary		
<p>NOSZ-03, OSZ-03, SARZ-03 and WTBZ-03 seek to acknowledge Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua of Te Whanganui ā Tara (Wellington), and to recognise and facilitate their cultural associations with and role in exercising kaitiakitanga over Wellington's parks and reserves. This helps to give effect to strategic objectives AW-02, AW-03 and AW-04 which relate to the relationship of Tangata Whenua and their Lands and Traditions, and the exercise of customary responsibilities as mana whenua and kaitiaki, and the development and design of the City reflecting mana whenua and the contribution of their culture. The preferred objectives provide best practice drafting and clear outcomes. They are the most relevant, useful, reasonable and achievable of the two options.</p>		

10.0 Evaluation of Reasonably Practicable Options and Associated Provisions

10.1 Introduction

Under s32(1)(b) of the RMA, reasonably practicable options to achieve the objective/s associated with this proposal need to be identified and examined. This section of the report evaluates the proposed policies and rules, as they relate to the associated objective(s).

Along with the proposed provisions, the Council has also identified through the research, consultation, information gathering, and analysis undertaken in relation to this topic a reasonably practicable alternative option to achieve the objective/s.

The technical and consultation input used to inform this process is outlined in section 5 of this report.

10.2 Evaluation method

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 5 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

This evaluation is contained in the following sections.

10.3 Provisions to achieve the Objectives

For the purpose of this evaluation, the Council has considered the following potential options:

1. The proposed provisions
2. The status quo

10.4 Provisions to achieve NOSZ-O1, NOSZ-O2 and NOSZ-O3

Objectives: NOSZ-O1 – Purpose of the Natural Open Space Zone NOSZ-O2 – Managing effects at the zone interface of the Natural Open Space Zone NOSZ-O3 – Mana Whenua Natural Open Space Zone			
Option 1: Proposed approach (recommended)	Costs	Benefits	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p>Policies:</p> <p>NOSZ-P1 – Enabled Activities</p> <p>NOSZ-P2 – Small scale mobile commercial activities</p> <p>NOSZ-P3 – Rural activities</p> <p>NOSZ-P4 – Potentially compatible activities</p> <p>NOSZ-P5 – Enabled buildings and structures</p> <p>NOSZ-P6 – Potentially compatible buildings and structures</p> <p>NOSZ-P7 – Mana whenua</p> <p>Rules:</p> <p>Land use activities:</p> <ul style="list-style-type: none"> Permitted activities include: informal recreation activities, conservation activities, burials and cremations at existing cemeteries and urupā, rural activities as part of a management programme for the reserve, customary activities, community gardens, mobile ancillary commercial activities, parks maintenance and repair, construction maintenance and repair or addition to footpaths 	<p>Environmental</p> <ul style="list-style-type: none"> There is no evidence that the status quo is failing to sustainably manage resources and the proposed provisions are not a significant departure from the status quo. <p>Economic</p> <ul style="list-style-type: none"> Indirect cost from implementation of new rules for plan users. Resource consents will continue to be required for activities not permitted, therefore maintaining current approach of requiring approvals under the Reserves Act and RMA. This could have a minor indirect impact on economic growth due to the costs associated with these different approvals for commercial activities or community groups wishing to undertake activities in the zone which are not permitted (noting that proposed rules are more permissive in a number of ways than current rules). <p>Social</p> <ul style="list-style-type: none"> Low social cost anticipated. The proposed provisions will provide for the protection of natural open spaces in the city while allowing for appropriate buildings and structures to support recreation activities which will have direct social benefits. <p>Cultural</p> <ul style="list-style-type: none"> It is unlikely there is much cultural cost to these provisions, aside from consenting costs where mana whenua want to undertake an activity that does not meet the definition of customary activity or is otherwise permitted. 	<p>Environmental</p> <ul style="list-style-type: none"> These provisions provide for a low level of development and built form to retain the character and amenity values of the Natural Open Space Zone while providing for informal recreation activities. Potentially inappropriate activities will be managed through resource consent process to ensure environmental effects are avoided, remedied or mitigated. The provisions will have the direct benefit of ensuring adequate amenity on surrounding residential properties through the use of a recession plane standard. Indirect benefit of providing for environmental wellbeing of future generations through protecting the character and values of the city's Natural Open Space Zone. The Natural Open Space Zone will provide explicitly for maintenance of seawalls which was an issue raised by Wellington International Airport Limited in submissions. <p>Economic</p> <ul style="list-style-type: none"> Provisions will provide for small scale mobile commercial activities which could have a minor impact on economic growth. Reduced consenting cost for Council's Parks team through more permissive rules which will have a minor in direct economic benefit. Specific provisions are provided for Zealandia to enable appropriate buildings on this site. <p>Social</p> <ul style="list-style-type: none"> The proposed provisions will provide for the protection of open spaces in the city while allowing for appropriate buildings and structures to support recreation activities which will have indirect social benefits. <p>Cultural</p>	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> The proposed provisions are not a significant departure from the status quo, so it is unlikely information is lacking. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

<p>tracks carparking areas and access drives;</p> <ul style="list-style-type: none"> Any other activity not otherwise provided for is discretionary. <p>Building and structure activities</p> <ul style="list-style-type: none"> Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures and the construction alteration and addition to buildings and structures where standards are complied with. Where non-compliance with one standard is proposed, the activity becomes Restricted Discretionary, and if more than one standard is not complied with the activity becomes Discretionary. <p>A complementary set of effects standards that address:</p> <ul style="list-style-type: none"> Maximum height of buildings and structures, playground equipment and pou, and poles for lighting or surveillance; Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone; Maximum gross floor area; and Maximum building coverage. <p>Other Methods:</p> <p>In addition to the District Plan, the majority of the</p>		<ul style="list-style-type: none"> Mana whenua will benefit from recognition of customary activities as a permitted activity, and an objective and policy framework which recognises Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua of Te Whanganui ā Tara, and recognises and facilitates their cultural associations and role in exercising kaitiakitanga. 	
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<p>areas in the zone are managed through the Reserves Management Act and associated plans.</p>			
<p><u>Effectiveness and efficiency</u></p>	<p><i>Effectiveness</i></p> <p>The provisions are considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> • They will achieve the zone objectives through a policy and rule framework that provide for a low level of development and built form to retain the character and amenity values of the Open Space zone while providing for recreation activities and small scale commercial activities. • They will address the issues identified in section 5, including Issues 1-4. 		<p><i>Efficiency</i></p> <p>The proposed provisions are the most efficient method of meeting the objectives given the benefits identified above. They will reduce costs associated with the existing provisions that were identified through consultation and the review of the provisions.</p>
<p><u>Overall evaluation</u></p>	<p>This option is the most appropriate way to achieve the preferred objectives because they are efficient in terms of reducing associated administrative costs for parks operations, and small businesses, and effective in terms of sustainably managing resources. Furthermore, they also better provide for customary uses.</p> <p>It is considered that this option will achieve the objectives in the Plan because:</p> <ul style="list-style-type: none"> • they enable development and land use in the Natural Open Space Zone to be effectively managed, recognising its distinctive amenity and character; • the policies provide clear direction as to the intent, purpose and character of the Natural Open Space Zone; • the rule framework reflects the amenity anticipated in the Natural Open Space Zone by controlling development through rule requirements; • the standards are aligned with the anticipated nature and scale of built development in the Natural Open Space Zone; and • the chapter and definitions align with the National Planning Standards. 		
<p>Option 2: Status Quo</p>	<p>Costs</p>	<p>Benefits</p>	<p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p>
<p><u>Policies:</u></p> <p>16.5.1.1 - Identify a range of open spaces and maintain their character, purpose and function, while enhancing their accessibility and usability.</p> <p>16.5.1.5 Identify land that contributes towards an Outer Town Belt that will provide an open, undeveloped edge to the City.</p> <p><u>Rules:</u></p> <p>17.1.1-17.4.</p>	<p><i>Environmental</i></p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. However, the objective and policy framework is not currently detailed in terms of the purposes of the zones, and the predominant values and types of activities that can be appropriate. <p><i>Economic</i></p> <ul style="list-style-type: none"> • Provisions are relatively stringent in terms of buildings and commercial activities, which would have cost in terms of obtaining resource consents. This would have a small indirect impact on economic growth. <p><i>Social</i></p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. It is noted that the setback provisions currently are considered to be too onerous. • No specific provision is made in the chapter or definition of Parks Maintenance and Repair. 	<p><i>Environmental</i></p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. <p><i>Economic</i></p> <ul style="list-style-type: none"> • There may be savings in terms of time and cost as the Council and community are familiar with the provisions. <p><i>Social</i></p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. <p><i>Cultural</i></p> <ul style="list-style-type: none"> • No direct or indirect cultural benefits have been identified. 	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> • The proposed provisions are not a significant departure from the status quo, so it is unlikely information is lacking. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. • Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

	<ul style="list-style-type: none"> Specific rules are not provided for Zealandia and the buildings required to support this activity. <p>Cultural</p> <ul style="list-style-type: none"> The current provisions do not specifically allow for customary activities and may therefore result in cultural costs. 		
<u>Effectiveness and efficiency</u>	<p>Effectiveness</p> <p>The status quo provisions are not considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> The current provisions do not provide sufficient detail in terms of detailed in terms of the purposes of the zones, and the predominant values and types of activities that can be appropriate. Some existing provisions are considered to be overly restricted for example small-scale buildings closer to boundaries and commercial activities. The chapter does not currently reflect the National Planning Standards; and The chapter does not explicitly address cultural or mana whenua values. 	<p>Efficiency</p> <p>The status quo provisions are not considered to be the most efficient method of meeting the objectives given the benefits identified above.</p>	
<u>Overall evaluation</u>	<p>This option is not the most appropriate way to achieve the objectives, mostly because the operative provisions provide only limited guidance in relation to public access. The current provisions are not the most efficient and effective way of achieving the objectives and do not align with the National Planning Standards and relevant national and regional direction.</p>		

10.5 Provisions to achieve OSZ-01, OSZ-02 and OSZ-03

Objectives: OSZ-01 – Purpose of the Open Space Zone OSZ-02 – Managing effects at the zone interface of the Open Space Zone OSZ-03 – Mana Whenua Open Space Zone			
Option 1: Proposed approach (recommended)	Costs	Benefits	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p>Policies:</p> <p>OSZ-P1 – Enabled Activities</p> <p>OSZ-P2 – Small scale mobile commercial activities</p> <p>OSZ-P3 – Potentially compatible activities</p> <p>OSZ-P4 – Enabled building and structures</p> <p>OSZ-P5 – Potentially compatible buildings and structures</p> <p>OSZ-P6 – Mana Whenua</p> <p>Rules:</p> <p>Land use activities:</p> <ul style="list-style-type: none"> Permitted activities include: recreation activities, conservation activities, customary activities, community gardens, mobile ancillary commercial activities, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, community activities in existing buildings; Any other activity not otherwise provided for is discretionary. <p>Building and structure activities</p>	<p>Environmental</p> <ul style="list-style-type: none"> There is no evidence that the status quo is failing to sustainably manage resources and the proposed provisions are not a significant departure from the status quo. <p>Economic</p> <ul style="list-style-type: none"> Indirect cost from implementation of new rules for plan users. Resource consents will continue to be required for activities not permitted, therefore maintaining current approach of requiring approvals under both the Reserves Act and RMA. This could have a minor indirect impact on economic growth due to the costs associated with these different approvals for commercial activities or community groups wishing to undertake activities in the zone which are not permitted (noting that proposed rules are more permissive in several ways than current rules). <p>Social</p> <ul style="list-style-type: none"> Low direct or indirect social cost anticipated. The proposed provisions will provide for the protection of open spaces in the city while allowing for appropriate buildings and structures to support recreation activities which will have direct social benefits. <p>Cultural</p> <ul style="list-style-type: none"> It is unlikely there is much cultural cost to these provisions, aside from indirect consenting costs where mana whenua would like to undertake an activity that does not meet the definition of customary activity or is otherwise permitted. 	<p>Environmental</p> <ul style="list-style-type: none"> These provisions provide for a low level of development and built form to retain the character and amenity values of the Open Space zone while providing for recreation activities. Potentially inappropriate activities will be managed through resource consent process to ensure environmental effects are avoided, remedied or mitigated. The provisions will have the direct benefit of ensuring adequate amenity on surrounding residential properties through the use of a recession plane standard. Indirect benefit of providing for environmental wellbeing of future generations through protecting the character and values of the city's Open Space zone. <p>Economic</p> <ul style="list-style-type: none"> Provisions will provide for small-scale mobile commercial activities which could have a minor indirect impact on economic growth. Reduced consenting cost for Council's Parks team through more permissive rules which will have a minor direct economic benefit. <p>Social</p> <ul style="list-style-type: none"> The proposed provisions will provide for the protection of open spaces in the city while allowing for appropriate buildings and structures to support recreation activities which will have indirect social benefits. This includes building lower height buildings closer to the boundary than what is currently provided for. The retention of a recession plane provision for adjoining residentially zoned land will ensure that any potential bulk, privacy or shading effects are acceptable which will have an indirect social benefit. <p>Cultural</p>	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> The proposed provisions are not a significant departure from the status quo. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. These areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

<ul style="list-style-type: none"> Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures and the construction alteration and addition to buildings and structures where standards are complied with. Where non-compliance with one standard is proposed, the activity becomes Restricted Discretionary, and if more than one standard is not complied with the activity becomes Discretionary. <p>A complementary set of effects standards that address:</p> <ul style="list-style-type: none"> Maximum height of buildings and structures, playground equipment and pou, and poles for lighting or surveillance; Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone; Maximum gross floor area; and Maximum building coverage. <p>Other Methods:</p> <p>In addition to the District Plan, the majority of the areas in the zone are managed through the Reserves Management Act and associated management plans.</p>		<ul style="list-style-type: none"> Mana whenua will benefit from recognition of customary activities as a permitted activity, and an objective and policy framework which recognises Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua of Te Whanganui ā Tara, and recognises and facilitates their cultural associations and role in exercising kaitiakitanga. 	
<p><u>Effectiveness and efficiency</u></p>	<p><i>Effectiveness</i></p>		<p><i>Efficiency</i></p>

	<p>The provisions are considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> • They will achieve the zone objectives through a policy and rule framework that provide for a low level of development and built form to retain the character and amenity values of the Open Space zone while providing for recreation activities and small scale commercial activities. • They will address the issues identified in section 5, including Issues 1-4. 	<p>The proposed provisions are the most efficient method of meeting the objectives given the benefits identified above. They will reduce costs associated with the existing provisions that were identified through consultation and the review of the provisions.</p>	
Overall evaluation	<p>This option is the most appropriate way to achieve the preferred objectives, mostly because they are efficient in terms of reducing associated administrative costs for parks operations, and small businesses, and effective in terms of sustainably managing resources. Furthermore, they also better provide for customary uses.</p> <p>It is considered that this option will achieve the objectives in the Plan because:</p> <ul style="list-style-type: none"> • they enable development and land use in the Open Space Zone to be effectively managed, recognising its distinctive amenity and character; • the policies provide clear direction as to the intent, purpose and character of the Open Space Zone; • the rule framework reflects the amenity anticipated in the zones by controlling development through rule requirements; • the standards are aligned with the anticipated nature and scale of built development in the zone; and • the chapters and definitions align with the National Planning Standards and will allow a range of recreational activities to establish and operate in the zone. 		
Option 2: Status Quo	Costs	Benefits	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p>Policies:</p> <p>16.5.1.1 - Identify a range of open spaces and maintain their character, purpose and function, while enhancing their accessibility and usability.</p> <p>16.5.1.5 Identify land that contributes towards an Outer Town Belt that will provide an open, undeveloped edge to the City.</p> <p>Rules:</p> <p>17.1.1-17.4.</p>	<p>Environmental</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. However, the objective and policy framework is not currently detailed in terms of the purposes of the zones, and the predominant values and types of activities that can be appropriate. <p>Economic</p> <ul style="list-style-type: none"> • Provisions are relatively stringent in terms of buildings and commercial activities, which would have indirect cost in terms of obtaining resource consents. This would have a small indirect impact on economic growth. <p>Social</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. It is noted that the setback provisions currently are considered to be too onerous in terms of smaller scale buildings. • No specific provision is made in the chapter or definition of Parks Maintenance and Repair which could result in indirect social costs if Parks activities cannot be undertaken in a timely manner. <p>Cultural</p>	<p>Environmental</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. <p>Economic</p> <ul style="list-style-type: none"> • There may be savings in terms of time and cost as the Council and community are familiar with the provisions. <p>Social</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect cultural benefits have been identified. 	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> • The proposed provisions are not a significant departure from the status quo, but provide more nuanced direction for plan users. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. • Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

	<ul style="list-style-type: none"> The current provisions do not specifically allow for customary activities and may therefore result in cultural costs. 		
<u>Effectiveness and efficiency</u>	<p><i>Effectiveness</i></p> <p>The status quo provisions are not considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> The current provisions do not provide sufficient detail in terms of detailed in terms of the purposes of the zones, and the predominant values and types of activities that can be appropriate; Some existing provisions are considered to be overly restricted for example small-scale buildings closer to boundaries and commercial activities; The chapter does not currently reflect the National Planning Standards; and The chapter does not explicitly address cultural or mana whenua values. 	<p><i>Efficiency</i></p> <p>The status quo provisions are not considered to be the most efficient method of meeting the objectives given the benefits identified above.</p>	
<u>Overall evaluation</u>	<p>This option is not the most appropriate way to achieve the objectives, mostly because the operative provisions provide only limited guidance in relation to public access. The current provisions are not the most efficient and effective way of achieving the objectives and do not align with the National Planning Standards and relevant national and regional direction.</p>		

10.6 Provisions to achieve SARZ-O1, SARZ-O2 and SARZ-O3

Objectives:			
SARZ-O1 – Purpose of the Sport and Active Recreation Zone SARZ-O2 – Managing effects at the zone interface of the Sports and Active Recreation Zone SARZ-O3 – Mana Whenua Open Space Zone			
Option 1: Proposed approach (recommended)	Costs	Benefits	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p>Policies:</p> <p>SARZ-P1 – Enabled Activities</p> <p>SARZ-P2 – Ancillary commercial activities</p> <p>SARZ-P3 – Potentially compatible activities</p> <p>SARZ-P4 – Ancillary commercial activities</p> <p>SARZ-P5 – Potentially compatible buildings and structures</p> <p>SARZ-P6 – Mana Whenua</p> <p>Rules:</p> <p>Landuse activities:</p> <ul style="list-style-type: none"> Permitted activities include: organised sport and recreation activities, informal recreation activities, conservation activities, educational activities ancillary to a permitted activities, commercial activities ancillary to a permitted activities, community activities in an existing building, customary activities, community gardens, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, 	<p>Environmental</p> <ul style="list-style-type: none"> There is no evidence that the status quo is failing to sustainably manage resources and the proposed provisions are not a significant departure from the status quo. <p>Economic</p> <ul style="list-style-type: none"> Indirect cost from implementation of new rules for plan users. Resource consents will continue to be required for activities not permitted, therefore maintaining current approach of requiring approvals under both the Reserves Act and RMA. This could have a minor indirect impact on economic growth due to the costs associated with these different approvals for commercial activities or community groups wishing to undertake activities in the zone which are not permitted (noting that proposed rules are more permissive in a number of ways than current rules). <p>Social</p> <ul style="list-style-type: none"> Low social cost anticipated. The proposed provisions will provide for the protection of open spaces in the city while allowing for appropriate buildings and structures to support recreation activities which will have social benefits. <p>Cultural</p> <ul style="list-style-type: none"> It is unlikely there is much cultural cost to these provisions, aside from consenting costs where mana whenua want to undertake an activity that does not meet the definition of customary activity or is otherwise permitted. 	<p>Environmental</p> <ul style="list-style-type: none"> These provisions provide for a low level of development and built form to retain the character and amenity values of the Sport and Active Recreation zone while providing for recreation activities. Potentially inappropriate activities will be managed through resource consent process to ensure environmental effects are avoided, remedied or mitigated. The provisions will have the direct benefit of ensuring adequate amenity on surrounding residential properties through the use of a recession plane standard. Indirect benefit of providing for environmental wellbeing of future generations through protecting the character and values of the city's Sport and Active Recreation Zone. <p>Economic</p> <ul style="list-style-type: none"> Provisions will provide for ancillary mobile commercial activities which could have a minor indirect impact on economic growth. Reduced consenting cost for Council's Parks team through more permissive rules which will have a minor direct economic benefit. <p>Social</p> <ul style="list-style-type: none"> The proposed provisions will provide for the protection of open spaces in the city while allowing for appropriate buildings and structures to support recreation activities which will have indirect social benefits. This includes building lower height buildings closer to the boundary that what is currently provided for, and marina facilities including emergency facilities such as the Coastguard. The retention of a recession plane provision for adjoining residentially zoned land will ensure that any potential bulk, privacy or shading effects are acceptable. <p>Cultural</p>	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> The proposed provisions are not a significant departure from the status quo, so it is unlikely information is lacking. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

<p>community activities in existing buildings, maritime emergency service facilities and marina facilities;</p> <ul style="list-style-type: none"> Any other activity not otherwise provided for is discretionary. <p>Building and structure activities</p> <ul style="list-style-type: none"> Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures and the construction alteration and addition to buildings and structures where standards are complied with. Where non-compliance with standards is proposed, the activity becomes Restricted Discretionary. <p>A complementary set of effects standards that address:</p> <ul style="list-style-type: none"> Maximum height of buildings and structures, playground equipment and pou, and poles for lighting or surveillance; Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone; Maximum gross floor area; and Maximum building coverage. <p>Other Methods:</p> <p>In addition to the District Plan, the majority of the areas in the zone are</p>		<ul style="list-style-type: none"> Mana whenua will benefit from recognition of customary activities as a permitted activity, and an objective and policy framework which recognises Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua of Te Whanganui ā Tara, and recognises and facilitates their cultural associations and role in exercising kaitiakitanga. 	
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manages through the Reserves Management Act and associated plans.			
Effectiveness and efficiency	<p>Effectiveness</p> <p>The provisions are considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> • They will achieve the zone objectives through a policy and rule framework that provide for a low level of development and built form to retain the character and amenity values of the Sport and Active Recreation Zone while providing for recreation activities and small scale commercial activities. • They will address the issues identified in section 5 including Issues 1-4. 		<p>Efficiency</p> <p>The proposed provisions are the most efficient method of meeting the objectives given the benefits identified above. They will reduce costs associated with the existing provisions that were identified through consultation and the review of the provisions.</p>
Overall evaluation	<p>This option is the most appropriate way to achieve the preferred objectives, mostly because they are efficient in terms of reducing associated administrative costs for parks operations, and small businesses, and effective in terms of sustainably managing resources. Furthermore, they also better provide for customary uses.</p> <p>It is considered that this option will achieve the objectives in the Plan because:</p> <ul style="list-style-type: none"> • they enable development and land use in the Sport and Active Recreation Zone to be effectively managed, recognising its distinctive amenity and character; • the policies provide clear direction as to the intent, purpose and character of the Sport and Active Recreation Zone; • the rule framework reflects the amenity anticipated in the Sport and Active Recreation Zone by controlling development through rule requirements; • the standards are aligned with the anticipated nature and scale of built development in the Sport and Active Recreation Zone; and • the chapter and definitions align with the National Planning Standards and will allow a range of recreational activities to establish and operate in the Sport and Active Recreation Zone. 		
Option 2: Status Quo	Costs	Benefits	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p>Policies:</p> <p>16.5.1.1 - Identify a range of open spaces and maintain their character, purpose and function, while enhancing their accessibility and usability.</p> <p>16.5.1.5 Identify land that contributes towards an Outer Town Belt that will provide an open, undeveloped edge to the City.</p> <p>Rules:</p> <p>17.1.1-17.4.</p>	<p>Environmental</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. However, the objective and policy framework is not currently detailed in terms of the purposes of the zones, and the predominant values and types of activities that can be appropriate. <p>Economic</p> <ul style="list-style-type: none"> • Provisions are relatively stringent in terms of buildings and commercial activities, which would have cost in terms of obtaining resource consents. This would have a small indirect impact on economic growth. <p>Social</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. It is noted that the setback provisions currently are considered to be too onerous. • No specific provision is made in the chapter or definition of Parks Maintenance and Repair. 	<p>Environmental</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. <p>Economic</p> <ul style="list-style-type: none"> • There may be savings in terms of time and cost as the Council and community are familiar with the provisions. <p>Social</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect cultural benefits have been identified. 	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> • The proposed provisions are not a significant departure from the status quo, so it is unlikely information is lacking. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. • Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

	<ul style="list-style-type: none"> The chapter currently does not provide for marina facilities, or emergency maritime facilities such as the Coastguard which is located in this zone. <p>Cultural</p> <ul style="list-style-type: none"> The current provisions do not specifically allow for customary activities and may therefore result in cultural costs. 		
<p><u>Effectiveness and efficiency</u></p>	<p>Effectiveness</p> <p>The status quo provisions are not considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> The current provisions do not provide sufficient detail in terms of detailed in terms of the purposes of the zones, and the predominant values and types of activities that can be appropriate; Some existing provisions are considered to be overly restricted for example small-scale buildings closer to boundaries and commercial activities; The chapter does not currently reflect the National Planning Standards; and The chapter does not explicitly address cultural or mana whenua values. 	<p>Efficiency</p> <p>The status quo provisions are not considered to be the most efficient method of meeting the objectives given the benefits identified above.</p>	
<p><u>Overall evaluation</u></p>	<p>This option is not the most appropriate way to achieve the objectives, mostly because the operative provisions provide only limited guidance in relation to public access. The current provisions are not the most efficient and effective way of achieving the objectives and do not align with the National Planning Standards and relevant national and regional direction.</p>		

10.7 Provisions to achieve WTBZ-O1, WTBZ-O2 and WTBZ-O3

Objectives:			
WTBZ-O1 – Purpose of the Wellington Town Belt Zone WTBZ-O2 – Managing effects at the zone interface of the Wellington Town Belt Zone WTBZ-O3 – Mana Whenua Wellington Town Belt Zone			
Option 1: Proposed approach (recommended)	Costs	Benefits	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p>Policies:</p> <p>WTBZ-P1 – Enabled Activities</p> <p>WTBZ-P2 – Managed activities</p> <p>WTBZ-P3 – Mana Whenua</p> <p>Rules:</p> <p>Land use activities:</p> <ul style="list-style-type: none"> Permitted activities include: recreation activities, conservation activities, customary activities, parks maintenance and repair, construction maintenance and repair or addition to footpaths tracks carparking areas and access drives, community activities in existing buildings; Any other activity not otherwise provided for is discretionary. <ul style="list-style-type: none"> Building and structure activities Permitted activities include the demolition or removal of buildings and structures, maintenance and repair of buildings and structures. The construction alteration and addition to buildings 	<p>Environmental</p> <ul style="list-style-type: none"> There is no evidence that the status quo is failing to sustainably manage resources and the proposed provisions are not a significant departure from the status quo. <p>Economic</p> <ul style="list-style-type: none"> Indirect cost from implementation of new rules for plan users. Resource consents will continue to be required for activities not permitted, therefore maintaining current approach of requiring approvals under the Reserves Act and RMA. This could have a minor indirect impact on economic growth due to the costs associated with these different approvals for commercial activities or community groups wishing to undertake activities in the zone which are not permitted. <p>Social</p> <ul style="list-style-type: none"> Low social cost anticipated. The proposed provisions will provide for the protection of the Town Belt in accordance with the Wellington Town Belt Act 2016. <p>Cultural</p> <ul style="list-style-type: none"> It is unlikely there is much cultural cost to these provisions, aside from consenting costs where mana whenua want to undertake an activity that does not meet the definition of customary activity or is otherwise permitted. 	<p>Environmental</p> <ul style="list-style-type: none"> These provisions provide for a low level of development and built form to retain the character and amenity values of the Wellington Town Belt zone while providing for recreation activities in accordance with the Wellington Town Belt Act 2016. Potentially inappropriate activities will be managed through resource consent process to ensure environmental effects are avoided, remedied or mitigated. The provisions will have the direct benefit of ensuring adequate amenity on surrounding residential properties through the use of a recession plane standard. Indirect benefit of providing for environmental wellbeing of future generations through protecting the character and values of the Wellington Town Belt, and managing this in accordance with the Wellington Town Belt Act 2016 and associated management plan. <p>Economic</p> <ul style="list-style-type: none"> Reduced consenting cost for Council's Parks team which will have a minor direct economic benefit. <p>Social</p> <ul style="list-style-type: none"> The proposed provisions will provide for the protection of the Wellington Town Belt in the city while allowing for appropriate buildings and structures to support recreation and community activities which will have indirect social benefits. This includes building lower height buildings closer to the boundary that what is currently provided for. The retention of a recession plane provision for adjoining residentially zoned land will ensure that any potential bulk, privacy or shading effects are acceptable. <p>Cultural</p> <ul style="list-style-type: none"> Mana whenua will benefit from recognition of customary activities as a permitted activity, and an objective and 	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> The proposed provisions are not a significant departure from the status quo, so it is unlikely information is lacking. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

<p>and structures where standards are complied with is a Restricted Discretionary Activity. Where non-compliance with standards are proposed, the activity becomes Discretionary.</p> <ul style="list-style-type: none"> • A complementary set of effects standards that address: • Maximum height of buildings and structures, playground equipment and pou, and poles for lighting or surveillance; • Height in relation to boundary for parts of the site that abut a Residential or Future Urban Zone; • Maximum gross floor area; and • Maximum building coverage. <p><u>Other Methods:</u></p> <p>In addition to the District Plan, the zone is also managed under the Wellington Town Belt Act 2016 and the Wellington Town Belt Management Plan 2018.</p>		<p>policy framework which recognises Taranaki Whānui and Ngāti Toa Rangatira as the mana whenua of Te Whanganui ā Tara, and recognises and facilitates their cultural associations and role in exercising kaitiakitanga.</p>	
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<p>Effectiveness and efficiency</p>	<p>Effectiveness</p> <p>The provisions are considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> • They will achieve the zone objectives through a policy and rule framework that provide for a low level of development and built form to retain the character and amenity values of the Wellington Town Belt Zone while providing for recreation activities. • They will address the issues identified in section 5.2, specifically Issue 5. 		<p>Efficiency</p> <p>The proposed provisions are the most efficient method of meeting the objectives given the benefits identified above. They will reduce costs associated with the existing provisions that were identified through consultation and the review of the provisions.</p>
<p>Overall evaluation</p>	<p>This option is the most appropriate way to achieve the preferred objectives, mostly because they are efficient in terms of reducing associated administrative costs for parks operations, and effective in terms of sustainably managing resources. Furthermore, they also better provide for customary uses.</p> <p>It is considered that this option will achieve the objectives in the Plan because:</p> <ul style="list-style-type: none"> • they enable development and land use in the Wellington Town Belt Zone to be effectively managed, recognising the Town Belt's distinctive amenity and character; • the policies provide clear direction as to the intent, purpose and character of the Wellington Town Belt Zone; • the rule framework reflects the amenity anticipated in the Wellington Town Belt by controlling development through rule requirements; • the standards are aligned with the anticipated nature and scale of built development in the zone; and • the chapter and definitions align with the National Planning Standards and the Wellington Town Belt Act 2016. 		
<p>Option 2: Status Quo</p>	<p>Costs</p>	<p>Benefits</p>	<p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p>
<p>Policies:</p> <p>16.5.1.1 - Identify a range of open spaces and maintain their character, purpose and function, while enhancing their accessibility and usability.</p> <p>16.5.1.5 Identify land that contributes towards an Outer Town Belt that will provide an open, undeveloped edge to the City.</p> <p>Rules:</p> <p>17.1.1-17.4.</p>	<p>Environmental</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. However, the objective and policy framework is not currently detailed in terms of the purposes of the zone, and the predominant values and types of activities that can be appropriate. The objective, policy and rule framework does not currently reflect the Wellington Town Belt Act 2016. <p>Economic</p> <ul style="list-style-type: none"> • Provisions are relatively stringent in terms of buildings, which would have cost in terms of obtaining resource consents. This would have a small indirect impact on economic growth. <p>Social</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. • No specific provision is made in the chapter or definition of Parks Maintenance and Repair. <p>Cultural</p> <ul style="list-style-type: none"> • The current provisions do not specifically allow for customary activities and may therefore result in cultural costs. 	<p>Environmental</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. <p>Economic</p> <ul style="list-style-type: none"> • There may be savings in terms of time and cost as the Council and community are familiar with the provisions. <p>Social</p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect cultural benefits have been identified. 	<p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> • The proposed provisions are not a significant departure from the status quo, so it is unlikely information is lacking. There is no evidence that the status quo is unjustifiably placing high costs on the community or failing to sustainably manage resources. • Furthermore, these areas are also subject to plans developed under the Reserves Act. Together reserve management plans and the District Plan are complimentary in protecting and managing the use of land classified as reserve in Wellington City.

<p><u>Effectiveness and efficiency</u></p>	<p><i>Effectiveness</i></p> <p>The status quo provisions are not considered to be the most effective method of achieving the objectives for the following reasons:</p> <ul style="list-style-type: none"> • The current provisions do not provide sufficient detail in terms of detailed in terms of the purposes of the zone, and the predominant values and types of activities that can be appropriate; • Some existing provisions are considered to be overly restricted for example small-scale buildings closer to boundaries; • The chapter does not currently reflect the National Planning Standards or the Wellington Town Belt Act 2016; and • The chapter does not explicitly address cultural or mana whenua values. 	<p><i>Efficiency</i></p> <p>The status quo provisions are not considered to be the most efficient method of meeting the objectives given the benefits identified above.</p>
<p><u>Overall evaluation</u></p>	<p>This option is not the most appropriate way to achieve the objectives, mostly because the operative provisions provide only limited guidance in relation to public access. The current provisions are not the most efficient and effective way of achieving the objectives and do not align with the National Planning Standards and relevant national and regional direction.</p>	

11.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as it:

- Best gives effect to higher order documents, including the National Planning Standards and Wellington Town Belt Act 2016; and
- Provides clear direction as to the intent, purpose, character and amenity values of each of the Open Space and Recreation Zones and the role of mana whenua in exercising kaitiakitanga over Wellington's parks and reserves.

Appendix 1: Feedback on Draft District Plan 2021

Who	Feedback Received	Response
General public and Community Groups	<p>In general, feedback from the general public was on the following matters:</p> <ul style="list-style-type: none"> • Retention and protection of parks and biodiversity, and accessibility to parks, particularly in areas where residential development or intensification is proposed; • Suggestions for specific properties to be acquired as parks; • The need to protect sunlight in parks, particularly where these are adjacent to higher density developments; • Concerns were also raised regarding the consistency of some of the Wellington Town Belt Zone with the Wellington Town Belt Act 2016. 	<p>These submissions have been passed to Council's Parks team for consideration of alignment with the Green Network Plan/Open Space and Recreation Strategy and opportunities to expand the open space network. No changes have been made in regard to the acquisition of new parks given this sits outside the District Plan.</p> <p>In regard to sunlight protection of parks, this is being addressed through changes in the Residential Zones.</p> <p>It is considered that the provisions align with the policies of the Wellington Town Belt Management Plan and no changes were made in this regard.</p>
Aro Valley Community Council Incorporated	Requested to rezone "reserve" above properties on Holloway Road to the south of Carey Street to Natural Open Space and reincorporate with Waimapihi Reserve.	No changes made - this area is private land and SNA's will protect natural values. The Parks Team do not consider that changing the zone to open space in this area is appropriate.
Johnsonville Community Association	Supportive of Green Space Review for Johnsonville and requested it be completed as soon as possible, and the Old Library Site redevelopment occur after this.	No changes made - this submission has been passed to Council's Parks team for consideration of alignment with the Green Network Plan/Open Space and Recreation Strategy and opportunities to expand the open space network.
We are Newtown	The Plan must be strengthened in respect of Provision of green space and protection of existing trees and greenery. There is also a need to identify and protect areas of existing green space, especially in locations	No changes made – existing parks and green spaces protected through Open Space Zone Provisions.

	where significant intensification may occur.	
Inner City Wellington/Stephen King	Maintains that for green network plan to deliver the quality of open spaces necessary to support the needs of the inner-city neighbourhoods, current and future green and open spaces must have their sunlight protected from development. Justification should be required for anything less than 6 hours in public open spaces.	Changes made to Residential Zones in this regard.
Greater Brooklyn Residents Association Inc	Car Park next door to Floriditas should be made into green space. As part of this process, the GBRAI would like to see specific green areas identified now and created rather than later when it is too late. We would like to see Frank Kitts Park, Waitangi Park, Jack Illot Green gazetted under the reserves act as green spaces.	These submissions have been passed to Council's Parks team for consideration of alignment with the Green Network Plan/Open Space and Recreation Strategy and opportunities to expand the open space network. No changes have been made in regard to the acquisition of new parks given this sits outside the District Plan. The Gazettal of new parks also sits outside the District Plan process.
Victoria University of Wellington Students' Association (VUWSA) and Massey at Wellington Students' Association (MAWSA)	Support optimising public access to natural areas and landscapes, as this is essential for the wellbeing of our people. Shared green spaces are vital alongside the increasing amount of high-density housing Pōneke will have in coming years. Access to natural landscapes should also be implemented in inclusive and equitable ways, with priority given to those with disabilities, as well as stronger public transport networks reaching these locations.	These submissions have been passed to Council's Parks team for consideration of alignment with the Green Network Plan/Open Space and Recreation Strategy and opportunities to expand the open space network. No changes made in this regard.
Living Streets Aotearoa	Neglect of available small public spaces that could provide important amenity.	Passed to Council's Parks team for consideration of alignment with the Green Network Plan/Open Space Strategy and opportunities to expand/improve the open space network. No changes made in this regard.

Glenside Progressive Association	Support good access to open spaces and use of small neighbourhood and pocket parks. Requested specific properties be re-zoned as Open Space (246, 249 and 250 Middleton Road).	Passed to Council's Parks team for consideration of alignment with the Green Network Plan/Open Space Strategy and opportunities to expand/improve the open space network. No changes made in this regard.
Aro Valley Community Council Incorporated	Concerned re shading on Aro Park.	Changes have been made to the Residential Zones to address this issue where appropriate.
Wellington Civic Trust	Issues with consistency of Wellington Town Belt Zone rules with Wellington Town Belt Act 2016.	As noted above it is considered the Zone chapter aligns with the management plan for this area.
Wellington International Airport Limited	Wellington International Airport Limited raised a concern regarding the appropriateness of the Natural Open Space Zoning of their seawalls and whether maintenance of these structures was provided for in this zone.	Change was made in the rules as a result of this submission to clarify that maintenance of a structure includes seawall.
Ministry of Education	General support for discretionary activity status for educational facilities in all Open Space and Recreation Zones.	No changes requested.

