

Manawatū District Plan

Proposed Plan Change I: Minor Amendments – Appendix 2

Technical Planning Report: Evaluation of Resource Management Issues

October 2024

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1. Purpose

The purpose of this report is to evaluate the Resource Management Issues (Issues) identified throughout the District Plan and consider the relevance of these in the Manawatū District Plan. Council sees the need to review the status of District Plan content no longer required by the Resource Management Act 1991.

2. Background

Issues have been part of the Operative District Plan since at least 2002, as a requirement of the Resource Management Act 1991 (the Act). Where “significant resource management issues” were originally listed as something a district plan “must” state under section 75(1), the 2005 Amendment Act changed section 75(2)(a) to a matter which “may” be covered in a district plan.

Over time, Issues were added to specific chapters throughout the Plan as Council completed additional Plan Changes to the Operative District Plan. This is due to the Sectional District Plan Review process which undertakes plan changes topic-by-topic rather than all at once. This approach has led to inconsistencies between introducing and deleting Issues. Many of the chapters with their own Issues can be traced back to Plan Change 55: District Wide Rules, which reviewed the original Chapter 3 | District Wide Rules (now split into EWA-Energy, Water Use and Air, INF-Infrastructure, TR-Transport, NOISE-Noise, EW-Earthworks, SIGN-Signs, TEMP-Temporary Activities, and REL-Relocated Buildings). Later, under Plan Change 64: Boarding, Breeding and Training Kennels, section 3H (now KEN-Boarding, Breeding and Training Kennels) was also incorporated into Chapter 3 | District Wide Rules. The Business Zones (now COMZ-Commercial Zone, TCZ-Town Centre Zone, and MUZ-Mixed Use Zone) was reviewed through Plan Change 46: Feilding Town Centre which introduced nine new issues to the chapter (MUZ-I1 To MUZ-I7, and TCZ-I1 to TCZ-I9).

Council’s drafting approach in the most recent plan changes to the Operative District Plan is to not include new Issues (for example see Plan Change 65: Outstanding Natural Features and Landscapes). Where within scope of these plan changes, some of the original Issues have been deleted. For example, Plan Change 65 deleted Issue 11¹ (note that this is now different to GEN-I11 in the Operative District Plan) because “the proposed NFL [Natural Features and Landscapes] chapter provides for this activity.”²

One of the key objectives of PCI is to ensure the District Plan focuses on the essential elements and make changes in line with this. Reflecting changes to the Act, outlining resource management issues is not an essential function of district plans. Given that the issues in the operative District Plan have not been reviewed since 2002, an evaluation is required to determine if they should be retained in the District Plan.

¹ Which read: “Certain parts of the District have been recognised as regionally-significant landscapes requiring special management.”

² Plan Change 65 – Outstanding Natural Features and Landscapes, 2020. Section 32 Report – Appendix 4. Page 4. https://www.mdc.govt.nz/_data/assets/pdf_file/0020/11639/Section-32-Report-Appendix-4-Consequential-Changes-Notification.pdf

3. Operative District Plan

When the District Plan was first drafted, all Issues were listed in the GEN-General Approach chapter³. There are also other chapters which contain specific Issues (other than the GEN-General Approach chapter), and these are:

- INF-Infrastructure
- TR-Transport
- SUB-Subdivision
- EW-Earthworks
- KEN-Boarding, Breeding and Training Kennels
- NOISE-Noise
- REL-Relocated Buildings
- SIGN-Signs
- TEMP-Temporary Activities
- GRZ-General Residential Zone (Maewa provisions only)
- MUZ-Mixed Use Zone
- TCZ-Town Centre Zone
- GIZ-General Industrial Zone

PCI seeks to remove all issues from throughout the District Plan. Cross-references back to issues in the GEN-General Approach chapter occur in the following chapters:

- HS-Hazardous Substances
- SUB-Subdivision
- CE-Coastal Environment
- NOISE-Noise
- GRZ-General Residential Zone
- SETZ-Settlement Zone
- COMZ-Commercial Zone
- OSZ-Open Space Zone

These cross-references need to be deleted as a consequence of removing all resource management issues, otherwise the cross-references lead back to non-existent provisions.

³ Issues used to be located in Section 2 | Significant Resource Management Issues under the old structure of the District Plan before it was reformatted under the National Planning Standards.

4. Discussion

The purpose of this Technical Planning Report is to evaluate whether the Issues have meaningful relevance to the implementation of the District Plan.

As outlined above, Issues have been part of the Manawatū District Plan structure since it became operative in 2002. Over time, some of these issues have been replaced, deleted or revised through various plan changes. The issues in the GEN-General Approach chapter are now considered to be repetitive of other existing provisions and do not provide strategic direction for the District Plan. Some of the issues are worded like objectives or policies, which could also be confusing to Plan-users, such as GEN-I10 –

GEN-I10

Public access to the coast and rivers, as well as recreational opportunities generally, need to be maintained and enhanced.

Many of the matters in these issues are considered to be sufficiently provided for in the relevant objectives and policies throughout the District Plan, which was the original intention of the relationship between Issues, Objectives and Policies under the Act before it was amended in 2005.

As mentioned in section 3. of this report, a consequential change following the deletion of Issues from the District Plan is that other parts of the Plan which cross-reference Issues need to be subsequently deleted. These are generally within or before the objectives and policies of that chapter. An example of this is the reference back to GEN-I4 in the HS-Hazardous Substances chapter.

The overall intention of PCI is to streamline the District Plan by deleting non-essential material and focusing on the essentials required for decision making. In recent plan changes, new issues have not typically been introduced, even when new chapters have been written. This is because resource management issues do not provide any legal direction for assessing resource consents nor do they assist decision-makers. To achieve a streamlined, easy to use and relevant District Plan, it is recommended that resource management issues be removed from the District Plan.

5. Conclusion and Recommendations

Issues are not crucial to the implementation of the District Plan, nor are they explicitly required by the National Planning Standards or the Act. Their deletion is considered to be in line with the purpose of PCI to focus the District Plan on essential matters.

Further to the removal of resource management issues, this report also recommends to consequentially delete cross-references back to those issues throughout the District Plan.

For the above reasons, this report recommends the deletion of all resource management issues in the District Plan, as listed in Table 1.

Table 1 Resource Management Issues in the District Plan

Issue Code	Issue Text
How the Plan Works – GEN-General Approach	
GEN-I1	The District’s people need to be able to provide for their social and economic and cultural well-being and for their health and safety, without having extra barriers created by unnecessary restrictions in the District Plan.
GEN-I2	Appropriate ways to take Māori values into account and to involve the Tangata Whenua in Resource Management decision-making are still being refined.
GEN-I3	There has been a major loss of natural ecosystems in the District, particularly those on the lowland plains which would have supported a high level of biodiversity. Lost ecosystem values need to be restored and the remaining fragments protected to enhance and safeguard the biodiversity of the District.
GEN-I4	Past land uses, developments, <i>signs</i> and surface water uses have not always fitted into their surroundings without causing problems such as: (New and existing activities therefore need guidance to prevent similar problems (while recognising any relevant existing use rights)).
GEN-I4.1	Adverse <i>effects</i> on the natural <i>environment</i> due to for example pollution, and the removal of the habitat of flora and fauna.
GEN-I4.2	Smoke, dust, odours or fumes which have an adverse <i>effect</i> upon people’s health, neighbourhood amenities and the <i>environment</i> as a whole.
GEN-I4.3	<i>Effects</i> on soil productivity, structure and stability through such activities as soil removal, covering with hard surfaces, and inappropriate cultivation. The <i>effects</i> are often gradual and cumulative.
GEN-I4.4	<i>Effects</i> of development pressures upon other <i>natural and physical resources</i> , e.g. on town centres, the quality or availability of water, energy supplies, the safety and efficiency of roading systems, or the supply of minerals).
GEN-I4.5	Overshadowing by <i>buildings</i> , shelter belts and trees. This can have <i>effects</i> on people’s use and enjoyment of adjoining land.
GEN-I4.6	Pressure from newly established “sensitive” activities, such as residential uses, for established operations which have a level of perceived nuisance to be curtailed or closed down.
GEN-I4.7	Visual Appearance - “eyesores”, such as piles of junk in the open, unfinished <i>building</i> projects or a profusion of <i>signs</i> and billboards.
GEN-I4.8	Electrical interference to radios and televisions.
GEN-I4.9	A loss of visual privacy, e.g. homes and outdoor living areas being “seen into” by neighbours and passers-by.
GEN-I4.10	Cultural Impacts, e.g. many people are reluctant to have a <i>funeral parlour</i> next to their home. These impacts can be difficult to deal with, particularly if more than one culture is involved.
GEN-I4.11	Concerns about people’s personal safety and security, e.g. in using public places which are dimly lit, or from aircraft accidents near airports.

	GEN-I4.12	The potentially adverse <i>effects</i> on people’s health and safety and upon ecosystems from mishaps in the production, transport, use or disposal of hazardous substances.
GEN-I5		Parts of the District have significant soil erosion problems and varied water quality is likewise a problem in some of our rivers and streams. These environmental impacts are related to the removal of the land’s natural vegetation cover.
GEN-I6		The fragmentation of land holdings and new housing and other development which results from subdivision is having a cumulative impact upon the rural <i>environment</i> , including upon its rural character and amenities and upon the future options for use of the vulnerable versatile land. While each proposal may have minor <i>effects</i> on its own, the cumulative <i>effects</i> over time can be very significant.
GEN-I7		The District is prone to natural hazards, especially flooding, and to associated property damage.
GEN-I8		There are various limitations on the future growth of Feilding and the other townships, e.g. natural hazards, effluent disposal, and urban expansion also has a permanent impact on the rural character and natural <i>environment</i> of the growth areas concerned.
GEN-I9		A balance needs to be struck between the degree of new services, reserves etc. which developers or new residents pay for, as opposed to those which existing residents and ratepayers pay for.
GEN-I10		Public access to the coast and rivers, as well as recreational opportunities generally, need to be maintained and enhanced.
GEN-I11		Water and energy use is often very wasteful, and more efficient use needs to be encouraged. Disposal of solid waste which cannot be re-used or recycled needs to be managed in a more sustainable way.
GEN-I12		There are competing demands on the limited water supplies in the District, particularly the Oroua River. The river’s waters are taken by agricultural, urban and industrial users, and are used to dispose of treated wastes. These competing demands for a limited supply represent a constraint to current and prospective users and a potential threat to the river’s habitat values.
GEN-I13		Issues which cross territorial or jurisdictional boundaries (e.g. management of the beach and coastal marine area, or land uses in one District which affect people in another) need to be resolved if integrated management of resources is to be achieved.
GEN-I14		Manfeild Park is a unique, multi-purpose event facility for the District and requires management to enable a wide range of activities while avoiding adverse <i>effects</i> on the surrounding <i>environment</i> .
INF-Infrastructure		
INF-I1		To provide for the safe, effective and efficient operation, maintenance, <i>replacement</i> and upgrade of network utilities, including <i>infrastructure of regional and national importance</i> .
INF-I2		Recognising that network utilities have technical and operational requirements that may dictate their location and design.
INF-I3		The safe, effective and efficient operation, maintenance, replacement and upgrading and planned development of network utilities can be put at risk by inappropriate subdivision, use and development.

INF-14	The need to balance the visual amenity effects of network utilities against their locational needs.
INF-15	The need to manage the disposal of solid waste material by reusing and recycling where possible, while avoiding the use of contaminated soils.
INF-16	Recognising the constraints on existing network utilities when considering new development.
INF-17	Potential effects from electromagnetic and other forms of radiation.
INF-18	The location, operation and maintenance, replacement upgrading of network utilities can create adverse effects on the environment.
TR-Transport	
TR-11	Potential effects from development on the safety and efficiency of the transport network.
TR-12	The need to plan for and design roads to ensure they function in accordance with their status in the Roding Hierarchy.
TR-13	Providing for alternative transport modes such as walking, cycling and passenger transport in <i>urban areas</i> to reduce car dependency where possible
SUB-Subdivision	
SUB-11	Limitations on growth in Feilding and other centres in the District due to natural hazards, topography and natural and physical features, effluent disposal and infrastructure provision.
SUB-12	Recognition of natural hazards in the design and implementation of subdivisions, including subsequent land use.
SUB-13	The need to restrict unplanned urban expansion into rural areas which affects rural productivity, amenity, character, the natural <i>environment</i> and resulting land uses.
SUB-14	The need to control Feilding’s growth, while providing for a variety of lot sizes for residential.
SUB-15	Uncoordinated and inefficient provision of infrastructure and the <i>effects</i> on urban form when development is unplanned.
SUB-16	The need to provide sufficient residentially zoned land to provide for future growth projections.
SUB-17	The need for new developments within <i>Growth Precinct 4</i> to be in accordance with any relevant structure plan and be appropriately staged to ensure the integrated provision of infrastructure at the earliest stage of development.
SUB-18	The need for connectivity between staged developments and surrounding residentially zoned land.
SUB-19	The transition of land between existing rural use and future residential use following changes in zoning and creation of new <i>reverse sensitivity</i> issues while the area is developed in the future.
EW-Earthworks	
EW-11	Potential adverse <i>effects</i> resulting from <i>earthworks</i> can detract from the <i>amenity values</i> of the District.
EW-12	<i>Earthworks</i> can result in or increase the risk of land instability.
EW-13	<i>Earthworks</i> can result in adverse <i>effects</i> on historic heritage values.
EW-14	<i>Earthworks</i> can result in adverse <i>effects</i> on the values that cause a natural feature or landscape to be outstanding.

EW-I5	Increased risk of natural hazards when overland flow paths or stormwater drains/swales are changed through <i>earthworks</i> .
EW-I6	<i>Earthworks</i> can compromise the safe, efficient and effective functioning of established network utilities including regionally and nationally significant infrastructure.
KEN-Boarding, Breeding and Training Kennels	
KEN-I1	<i>Boarding, breeding and training kennels</i> have the ability to result in adverse <i>effects</i> on the character and <i>amenity values</i> of the surrounding <i>environment</i> .
NOISE-Noise	
NOISE-I1	Noise can result in significant adverse environmental <i>effects</i> on the existing <i>environment</i> .
NOISE-I2	Noise <i>sensitive activities</i> can be adversely affect by noisy uses and activities in the District.
NOISE-I3	Recognising that evening noise levels typically reduce in all zones compared with daytime noise and contribute to local amenity.
NOISE-I4	Noise levels generated by land use activities can vary within a <i>zone</i> and between zones.
NOISE-I5	Rural and rural lifestyle uses can have different amenity expectations which can result in complaints.
REL-Relocated Buildings	
REL-I1	The need to recognise the sustainable use and economic benefits associated with the reuse of buildings by relocating them to a new <i>site</i>
REL-I2	The need to manage the adverse visual <i>effects</i> that can occur from relocating buildings to a new <i>site</i> .
REL-I3	New buildings that are small scale and purpose built to be relocated are less likely to result in adverse visual <i>effects</i> on the <i>environment</i> .
SIGN-Signs	
SIGN-I1	The need to ensure that <i>signs</i> do not detract from the existing amenity of the District.
SIGN-I2	The need to ensure signage does not create visual obstructions or pose safety concerns for <i>road</i> users and pedestrians.
SIGN-I3	The occurrence of advertising <i>signs</i> that do not relate to the activity on the <i>site</i> the <i>sign</i> is located on, causing visual clutter and loss of amenity for the surrounding <i>environment</i> .
TEMP-Temporary Activities	
TEMP-I1	The need to recognise the short term nature of <i>effects</i> that are associated with <i>temporary activities</i> .
TEMP-I2	To recognise the role of <i>temporary activities</i> in promoting the social and cultural wellbeing of the communities of the Manawatū.
GRZ-General Residential Zone [Maewa only]	
GRZ-I1	<i>Effects</i> of residential development on <i>natural and physical resources</i> , including the vibrancy of the town centre, infrastructure, wastewater, water supply, stormwater, and the safety and efficiency of the roading network.
GRZ-I2	The potential fragmentation and lack of connectivity through subdivision and the prevalence of cul-de-sacs creating poor urban design outcomes.

GRZ-13	Ensuring that development improves the health, safety and resilience of communities.
GRZ-14	The location and design of housing and <i>accessory buildings</i> ensures high <i>onsite</i> amenity and effective use of private open space.
GRZ-15	The importance of open spaces, permeable areas and vegetation in residential areas and the positive contribution trees and vegetation make to residential <i>amenity values</i> .
GRZ-16	The scale, character and intensity of the <i>effects of non-residential activities</i> in the residential <i>zone</i> and compatibility with <i>residential activities</i> .
MUZ-Mixed Use Zone	
MUZ-11	The desire to maintain the boutique-scale and unique character in the heart of the town centre.
MUZ-12	To ensure new <i>buildings</i> achieve good urban design and are complementary to the design and character of existing <i>buildings</i> .
MUZ-13	To provide for a wide range of activities recognising the role of Feilding as a rural service centre
MUZ-14	To ensure that the scale and intensity of proposed activities are appropriate for the Business Zones.
MUZ-15	To provide for <i>large format retail</i> development that does not detract from the design and character of the existing town centre core.
MUZ-16	The need to retain a compact, well designed town centre and avoid the unplanned sprawl of business activities into residential and industrial areas.
MUZ-17	The need to manage any potential <i>reverse sensitivity effects</i> at the Business <i>Zone/Residential Zone</i> interface.
TCZ-Town Centre Zone	
TCZ-11	The desire to maintain the boutique-scale and unique character in the heart of the town centre.
TCZ-12	To ensure new <i>buildings</i> achieve good urban design and are complementary to the design and character of existing <i>buildings</i> .
TCZ-13	To provide for a wide range of activities recognising the role of Feilding as a rural service centre
TCZ-14	To ensure that the scale and intensity of proposed activities are appropriate for the Business Zones.
TCZ-15	To provide for <i>large format retail</i> development that does not detract from the design and character of the existing town centre core.
TCZ-16	The need to retain a compact, well designed town centre and avoid the unplanned sprawl of business activities into residential and industrial areas.
TCZ-17	The need to manage any potential <i>reverse sensitivity effects</i> at the Business <i>Zone/Residential Zone</i> interface.
TCZ-18	The need to manage any potential adverse <i>reverse sensitivity effects</i> where dwellings are provided within the Inner Business <i>Zone</i> .
TCZ-19	The occurrence of vacant land in the Inner Business <i>Zone</i> resulting from the demolition of <i>buildings</i> .
GIZ-General Industrial Zone	

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GIZ-I1	The need to provide land in suitable locations and of appropriate size to sustain and expand industrial activities within the Manawatū District.
GIZ-I2	The need to manage the potential <i>effects</i> that the existence, establishment and expansion of non-industrial activities located in or adjacent to the General Industrial <i>Zone</i> can have on the ability of industrial activities to establish, operate or expand.
GIZ-I3	The desire to achieve an appropriate level of amenity within the General Industrial <i>Zone</i> , including enhancing <i>amenity values</i> on sites adjacent to key entry points to townships and arterial routes and to maintain or enhance <i>amenity values</i> where practical, particularly visual amenity, of adjacent more sensitive <i>zones</i> .
GIZ-I4	The need to manage the potential <i>effects</i> of industrial development on the <i>environment</i> , including increases in stormwater run-off resulting from increased impermeable surfaces.

The effect of these changes can be seen in the District Plan Chapters attached in Appendix 5 of the Section 32 Report.