

Waikato Regional Policy Statement – Change 1 – National Policy Statement on Urban Development 2020 and Future Proof Strategy Update

**Evaluation report under section 32 of the Resource
Management Act 1991**

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Part A. Introduction and Planning Context

A.1 Introduction

A.1.1 Purpose and structure of this report

This Section 32 analysis report accompanies the Proposed Waikato Regional Policy Statement – Change 1 – National Policy Statement on Urban Development 2020 and Future Proof Update.

Section 32 of the Resource Management Act 1991 (the Act) requires councils to consider alternative ways to achieve the environmental outcomes sought. Waikato Regional Council is required to assess the extent to which each objective proposed through the Proposed Waikato Regional Policy Statement Change 1 is the most appropriate to achieve the purpose of the Act and by assessing efficiency and effectiveness, which policies and methods are the most appropriate to achieve the objectives.

This report fulfils the requirements of Section 32 of the Act and documents the policy analysis that has been followed in the development of the Proposed Waikato Regional Policy Statement.

Relevant sections of the Act are provided in Appendix A.

Part A of this report sets out introductory matters and outlines:

- the requirements of the Resource Management Act in preparing this report;
- the reason for and background of the proposed plan change;
- the statutory framework within which the provisions have been developed; and
- a summary of the changes proposed.

Part B of this report outlines the development of the plan change, including:

- a) The high-level options considered;
- b) The issues to be addressed; and
- c) The consultation process and stakeholder engagement undertaken in developing the proposed provisions.

Part C of this report covers the analysis requirements of s32 of the Act and examines the options considered in developing the objectives and provisions of the plan change.

Part D of this report includes references and appendices to support the analysis throughout the report.

This report aims to document and make transparent the analysis undertaken in developing the proposed provisions and inform the reader of the assumptions and justifications behind the decisions taken over preferred objectives, policies and methods.

A.1.2 Purpose of a regional policy statement

Section 61 of the Act requires every region to prepare a regional policy statement. The purpose of a regional policy statement is to achieve the purpose of the Act by providing an overview of the resource management issues of the region, and policies and methods to achieve the integrated management of natural and physical resources. The required contents of regional policy statements are set out in Section 62 of the Act.

A.1.3 Topic: Built environment

The Regional Policy Statement (RPS) provides direction to integrate growth management of the built environment with the provision of infrastructure. The objectives, policies, and implementation methods within the Urban form and development (UFD) chapter (previously chapter 6 – Built Environment) of the RPS set out how this issue should be managed throughout the region.

Two important themes that run through the urban form and development policies of the RPS are:

1. The need to assess developments against an agreed set of development principles; and
2. The need to more proactively and strategically plan for development to reduce the ad hoc nature that has been a characteristic of previous development.

The RPS encourages growth strategies, structure plans and other methods to identify areas where future development will occur. For the Future Proof sub-region, the RPS provides a particularly clear and detailed framework for achieving the integration of land use and infrastructure. The Future Proof policies anchor the settlement pattern for the sub-region into the RPS and address the various significant growth management issues that the Future Proof Strategy has identified.

The RPS sets out a largely regulatory approach to managing growth in the sub-region by directing district plans to manage development in accordance with the RPS policies.

The Urban form and development chapter of the RPS is structured into the following three key groupings of policies as follows:

Overarching built environment policies	<ul style="list-style-type: none">• These apply to built development in any location within the region.• Focus is on providing well-planned development that is integrated with infrastructure at both large and local scales.• Sets out principles for all built development.
Growth Strategies outside of future Proof	<ul style="list-style-type: none">• Embeds the Coromandel Peninsula Blueprint, Taupō District 2050 and Franklin District Growth Strategy into the RPS.• Directs that growth in the Thames-Coromandel, Taupō and Franklin Districts will be managed in accordance with the identified growth strategies.
Managing growth within Future Proof	<ul style="list-style-type: none">• Embeds the settlement pattern for the Future Proof subregion into the RPS.• Provides detailed direction about how growth shall be managed within the Future Proof subregion.

A.1.4 Background: National Policy Statement on Urban Development 2020 and the Future Proof Update

A.1.4.1 Requirements of the National Policy Statement on Urban Development 2020

The National Policy Statement on Urban Development 2020 (NPS-UD) came into effect on 20 August 2020. It replaced the National Policy Statement on Urban Development Capacity 2016. The NPS-UD requires councils to plan for growth and ensure well-functioning urban environments for all people, communities and future generations. The NPS-UD contains

objectives and policies that councils must give effect to in their resource management decisions. The RPS and district plans need to be updated via plan changes to implement the NPS-UD.

The NPS-UD sets out requirements for well-functioning urban environments and sufficient development capacity, which includes a number of new focus areas or an increased emphasis on topics already addressed in the RPS. These include the topics housing affordability, amenity, climate change, public and active transport, out of sequence / unanticipated development, taking into account the principles of Te Tiriti o Waitangi and tangata whenua aspirations, and achieving integrated land use and infrastructure planning.

A.1.4.2 Future Proof update

The Future Proof Strategy has been updated in two phases. The first was completed in 2017 and incorporated elements of the National Policy Statement on Urban Development Capacity 2016. A phase 2 update has now occurred, with the updated Strategy being notified in September 2021, adopted by the Future Proof Implementation Committee in June 2022, and due to be adopted by the Future Proof local authorities in July 2022. The scope of the phase 2 update is summarised as follows:

- Translate the Hamilton to Auckland Corridor Plan and the Hamilton-Waikato Metropolitan Spatial Plan (MSP) into the wider Future Proof Strategy;
- Reflect the results of the Housing and Business Development Capacity Assessments (HBA) in the Future Proof Strategy;
- Reflect National Policy Statement on Urban Development 2020 (NPS-UD) requirements, and in particular the requirements for flexibility and responsiveness;
- Provide the framework for changes to the Regional Policy Statement and District Plans to implement the NPS-UD;
- Give statutory weight to the Future Proof Strategy (under the RMA) by consulting the public on the draft strategy using the Local Government Special Consultative Procedure (which will also be pre-notification consultation for changes to the Regional Policy Statement).

The RPS will be updated to reflect the updated Future Proof Strategy, within the scope of the RPS as defined under the RMA 1991.

A.2 Define the problem

The RPS currently manages growth through an integrated suite of objectives, policies, and methods. In particular, objective UFD-O1 (previously 3.12) sets out the framework for the built environment in the region, along with objective UFD-O2 (previously 3.27) which inserts minimum housing targets for the Future Proof area.

The Urban form and development chapter (previously chapter 6 – Built Environment) contains policies and methods in relation to the built environment. The RPS encourages growth strategies, structure plans and other methods to identify areas where future development will occur. In respect to the Future Proof sub-region, the RPS provides a particularly clear and detailed framework for achieving the integration of land use and infrastructure.

Objectives IM-O5 (previously 3.6) - Climate Change, UFD-O1 (previously 3.12) - Built Environment and IM-O9 (previously 3.21) - Amenity, and the Urban form and development chapter (previously chapter 6 – Built Environment) of the Waikato Regional Policy Statement are out-of-date and do not fully reflect the recently updated national direction in the National Policy Statement on Urban Development (NPS-UD) 2020 or the sub-regional direction in the updated Future Proof Strategy 2022.

The Future Proof sub-region, comprising the urban areas of Waikato District, Waipā District and Hamilton City Council areas, remains the fastest growing part of the Waikato Region and the focus of regional growth management effort. The Future Proof partnership was formed in 2007 and the Future Proof Strategy prepared to manage growth and provide certainty for public and private investment in infrastructure (in particular the Waikato Expressway) and land development. Key components of the Future Proof Strategy were included in the RPS to give them statutory weight. Other growth strategies for territorial authorities (TAs) outside of the Future Proof sub-region have also been referenced in the RPS, such as Taupo 2050, however, this has caused some complications as TA growth strategies such as Taupo 2050 have been subsequently revised but the RPS has not been updated.

More recently, the Future Proof area has attracted national attention under the Government's Urban Growth Agenda which sparked He Awarua ki te Oranga: The Hamilton to Auckland Corridor Statement of Shared Spatial Intent (the H2A Corridor Plan). Under the H2A Corridor Plan more detailed spatial planning has been undertaken for the Hamilton-Waikato area which comprises Hamilton City and its neighbouring towns. This plan is called the Hamilton-Waikato Metropolitan Spatial Plan (MSP). The MSP was endorsed by Cabinet in August 2020.

The Future Proof Strategy has been updated to align with H2A and the MSP and was subject to public consultation in 2021. The updated Future Proof Strategy has also been informed by a Housing and Business Development Capacity Assessment (HBA) to meet the requirements under the NPS-UD.

The NPS-UD came into effect on 20 August 2020. It replaced the National Policy Statement on Urban Development Capacity 2016. The NPS-UD requires councils to plan for growth and ensure a well-functioning urban environment for all people, communities and future generations. The NPS-UD contains objectives and policies that councils must give effect to in their resource management decisions. The RPS and district plans need to be updated via plan changes to implement the NPS-UD.

The RPS needs to be amended to reflect the most recent direction in the Future Proof Strategy and also the requirements of the NPS-UD, including the changes made to the NPS-UD through the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act (the RM Amendment Act 2021).

A.3 Statutory context

A.3.1 Resource Management Act

The Resource Management Act (RMA) 1991 requires every region to prepare an RPS. The purpose of an RPS is “to achieve the purpose of the RMA by providing an overview of the resource management issues of the region, and policies and methods to achieve integrated management of the natural and physical resources”.¹

An RPS can contain objectives, policies and methods but cannot contain rules. The Court of Appeal has confirmed that an RPS can include a *course of action* which could be broad or narrow and flexible or inflexible as the circumstances warrant. For example, an RPS may include something highly specific such as the identification of a rural-urban boundary which effectively operates as a rule in the ordinary sense of that term but does not fall within the statutory definition of a rule under the RMA.²

A regional council must prepare and change its RPS in accordance with any National Policy Statement.³

¹ Section 59 RMA

² Auckland Regional Council v North Shore City Council [1995] 3 NZLR 18

³ Section 61(1)(da) RMA

It must also enable a regional council to achieve its functions as set out in section 30 of the Act, which includes amongst other factors the strategic integration of infrastructure with land use through objectives, policies and methods (section 30(1)(gb)).

A.3.1.1 RMA (Enabling Housing Supply and Other Matters) Amendment Act 2021

The RMA (Enabling Housing Supply and Other Matters) Amendment Bill 2021 was introduced to parliament in late 2021 and enacted on 20 December 2021.

The Act amends the Resource Management Act 1991 (RMA 1991), introducing a streamlined planning process and a set of medium density residential standards (MDRS) for all tier 1 territorial authorities to be inserted into district plans (Schedule 3A, part 1, clause 6). Provisions for tier 2 and 3 territorial authorities can be made via regulations. The MDRS enable medium density housing to be built without resource consent (at least 3 dwellings of up to 3 stories per site) in residential zones of tier 1 territorial authorities, in townships larger than 5,000 people. The Act's provisions direct district plans to adopt medium density residential provisions.

Of relevance to the RPS change, the Act amends parts of the NPS-UD including the definition of urban environments (to include reference to 'intended to be' in relation to territorial authorities) and the wording of part (d) of policy 3 of the NPS-UD, which relates to intensification provisions (which would target intensification in and around certain types of centres). The RPS has a role in implementing policy 3 of the NPS-UD, so this change needs to be considered in light of the current RPS drafting.

The Act also introduced new objectives and policies which must be inserted into district plans for tier 1 territorial authorities. Where RPS objectives or policies are inconsistent, they will not be given consideration. As such, part of this RPS change will be to ensure objectives and policies are not inconsistent with those in the Act.

A.3.2 Te Ture Whaimana o te Awa o Waikato – the Vision and Strategy for the Waikato River

Te Ture Whaimana o te Awa o Waikato, the Vision and Strategy for the Waikato River (Te Ture Whaimana), has the effect of a National Policy Statement and sets out clear requirements for achieving objectives for the Waikato and Waipā rivers. These provisions prevail over other parts of the RPS (for the Waikato and Waipā catchments only) where there is any inconsistency.

The objectives of Te Ture Whaimana are:

- a) The restoration and protection of the health and wellbeing of the Waikato River
- b) The restoration and protection of the relationship of Waikato-Tainui with the Waikato River, including their economic, social, cultural, and spiritual relationships.
- c) The restoration and protection of the relationship of Waikato River iwi according to their tikanga and kawa, with the Waikato River, including their economic, social, cultural and spiritual relationships.
- d) The restoration and protection of the relationship of the Waikato region's communities with the Waikato River including their economic, social, cultural and spiritual relationships
- e) The integrated, holistic and coordinated approach to management of the natural, physical, cultural and historic resources of the Waikato River.
- f) The adoption of a precautionary approach towards decisions that may result in significant adverse effects on the Waikato River, and in particular those effects that threaten serious or irreversible damage to the Waikato River.

- g) The recognition and avoidance of adverse cumulative effects, and potential cumulative effects, of activities undertaken both on the Waikato River and within its catchments on the health and wellbeing of the Waikato River.
- h) The recognition that the Waikato River is degraded and should not be required to absorb further degradation as a result of human activities.
- i) The protection and enhancement of significant sites, fisheries, flora and fauna.
- j) The recognition that the strategic importance of the Waikato River to New Zealand's social, cultural, environmental and economic wellbeing requires the restoration and protection of the health and wellbeing of the Waikato River.
- k) The restoration of water quality within the Waikato River so that it is safe for people to swim in and take food from over its entire length.
- l) The promotion of improved access to the Waikato River to better enable sporting, recreational, and cultural opportunities.
- m) The application to the above of both mātauranga Māori and latest available scientific methods.

Section 1.9 (previously section 2) of the RPS embeds Te Ture Whaimana in the RPS. Policy LP-P5 (previously 8.5) of the RPS reflects the pre-eminence of Te Ture Whaimana, and its subsequent methods outline how the Waikato Regional Council will respond. This includes by directing regional and district plans to recognise Te Ture Whaimana as the primary direction-setting document for the Waikato River and its catchment, and ensuring activities are controlled with respect to any adverse effects on the health and wellbeing of the Waikato River.

The requirements relating to Te Ture Whaimana as the pre-eminent planning document in relation to the Waikato and Waipā river catchments are addressed through existing objectives, policies and methods in the RPS which incorporate the vision and strategy in its entirety. In implementing the NPS-UD and the Future Proof Strategy, the RPS change must be consistent with and give effect to Te Ture Whaimana.

When planning for or undertaking urban development, the RPS already requires through Section 1.9 (previously section 2) and the Land and freshwater chapter (previously chapter 8) that Te Ture Whaimana be given effect to. The current RPS change does not alter these provisions. However, a clearer link between policy LF-P3 (previously) 8.3 - All fresh-water bodies, policy LF-P5 (previously 8.5) - Waikato River catchment, and the built environment policies in the Urban form and development chapter (previously chapter 6) would assist in making these requirements more explicit. This can be achieved by cross-referencing between the chapters.

A.3.3 National Policy Statement on Urban Development 2020

The National Policy Statement on Urban Development 2020 (NPS-UD) came into force on 20 August 2020, replacing the National Policy Statement on Urban Development Capacity 2016. This National Policy Statement was approved by the Governor-General under section 52(2) of the RMA and was published by the Minister for the Environment under section 54 of that Act. The RM Amendment Act 2021 updated parts of the NPS-UD.

The NPS-UD sets out the objectives and policies for planning for well-functioning urban environments under the RMA. It applies to all local authorities that have all or part of an urban environment within their district or region and the planning decisions by any local authority that affect an urban environment.

Regional policy statements must give effect to the NPS-UD.

A key objective of the NPS-UD requires local authorities to make planning decisions to improve housing affordability and enable additional residential and business development in centre zones, areas of employment and areas serviced by public transport. In addition, the NPS-UD requires local authorities to take into account the principles of the Treaty of Waitangi (Te Tiriti

o Waitangi), ensure integration between infrastructure planning and funding decisions, and create urban environments that support greenhouse gas emissions and are resilient to the current and future effects of climate change.

There are some mandatory requirements for regional policy statements under the NPS-UD, whilst other requirements have a degree of flexibility that will allow for an approach to be developed that reflects the regional circumstances. Some requirements will apply only to 'urban environments' as defined by the NPS-UD, and some will apply to the whole of a tier 1 or 3 local authority, as summarised below. The RPS continues to have a role in managing urban growth as required by the RMA, including development outside of tier 1 or 3 local authorities under the NPS-UD.

Rotorua District is a tier 2 local authority and has a tier 2 urban environment. As the urban environment of Rotorua is outside of the Waikato region it is not proposed to include policies relating to tier 2 urban environments in the Waikato RPS. This has been discussed with the Bay of Plenty Regional Council and aligns with their approach which will address the tier 2 requirements of the NPS-UD.

WRC is identified as a tier 1 local authority under the NPS-UD. Tier 1 local authorities are required to undertake the following actions:

- Prepare a Future Development Strategy (FDS) which sets out how a local authority intends to achieve a well-functioning urban environment and provide sufficient development capacity over a 30-year period.
- Prepare a Housing and Business Development Capacity Assessment (HBA) every three years which provides information on the demand and supply of housing and business land.
- Set housing bottom lines for the short-medium term and the long term in the regional policy statements.
- Monitor supply and demand for housing and determine sufficient development capacity.
- Manage unanticipated or out-of-sequence developments through criteria in the Regional Policy Statement.
- Implement the building heights and densities required by the policies set out in the NPS-UD.

At the time of developing the Proposed Waikato Regional Policy Statement – Change 1 – National Policy Statement on Urban Development 2020 and Future Proof Strategy Update, the National Policy Statement on Highly Productive Land (NPS-HPL) had not been released. Final decisions on the NPS-HPL are intended to be made by Ministers and Cabinet at the end of July 2022 and if approved it would take effect at some point after that date.

Given the imminent release of the NPS-HPL, the approach taken to decision making on the Future Proof Strategy took a precautionary approach. This included:

- Retaining the distinction between wāhi toituu and wāhi toiora (which addresses other issues, not just soils) but clarifying that all Class I, II and III (allophanic) soils are high-quality,
- During strategy development, allowing consideration of development on high class soils (class I, II and III (allophanic)) subject to consideration of all of the other out of sequence/unanticipated criteria, which will provide an assessment as to whether the proposal is 'appropriate' in alignment with the RPS, provided that a 'precautionary' approach is taken,
- In terms of taking a 'precautionary' approach to decision-making relating to out-of-sequence/unanticipated developments, assessing whether there is an identified need

(as set out in the HBA) in the short or medium term for the land. Where there is no identified need in that timeframe, the land should not be identified at this time for urban development in the Strategy.

- Outside of strategy development, avoid class I soils, and use a precautionary approach for classes II and III.

It was considered that this approach provided a suitably precautionary approach which retains a pathway for decision-making as to what is 'appropriate' subdivision, use and development and enables a balancing of the potentially conflicting priorities in the NPS-UD and the NPS-HPL during strategy development. Once the NPS-HPL is released, this will inform the development of the FDS which may result in further changes to the Future Proof approach.

A.3.4 National Environmental Standards

Under s32(4) of the RMA, if the proposal will impose a greater or lesser prohibition or restriction on an activity to which a national environmental standard applies than the existing prohibitions or restrictions in that standard, the evaluation report must examine whether the prohibition or restriction is justified in the circumstances of each region or district in which the prohibition or restriction would have effect. In this case it is not proposed to introduce restrictions on activities to which national environmental standards apply.

A.3.5 Iwi Management Plans

Under the RMA s61(2A), iwi management plans recognised by an iwi authority must be taken into account when changing a regional policy statement. Iwi management plans in the Waikato region were considered during the development of this RPS change, and include:

- Vision and Strategy for the Waikato River
- Waikato-Tainui Environmental Management Plan
- Ngāti Hinerangi – Deed of Mandate
- Ngāti Tūwharetoa Iwi Environmental Management Plan
- Te Arawa River Iwi Trust – Environmental Management Plan
- Te Arawa River Iwi Trust – Fisheries Plan
- Rising above the mist – Te arana ake i te taimahatanga: Ngāti Tahu - Ngāti Whaoa Iwi Environmental Management Plan
- Tahinga Environmental Management Plan
- Te Rautaki Taiao a Raukawa – Raukawa Environmental Management Plan
- Raukawa Fisheries Plan
- Ngāti Porou ki Hauraki Plan
- Ngāti Hikairo Iwi Management Plan
- Ngāti Hikairo Iwi Management Plan – Freshwater
- Ngāti Haua Environmental Management Plan
- Maniapoto Environmental Management Plan
- Maniapoto Priorities for the Restoration of the Waipā River Catchment
- Maniapoto Upper Waipā River Fisheries Plan
- Ka Ru a Putama – Te Whakauakitanga o Poutama (Iwi Management Plan)
- Mōtakotako Marae Hapu Management Plan
- Hineuru Environmental Management Plan
- Ngāti Kea Ngāti Tuara Iwi Environmental Management Plan
- Hauraki – Whaia te Māhere Taiao o Hauraki
- He Māhere Pūtahitanga: A pan-tribal Iwi Planning Document on behalf of the Central North Island Forests Iwi Collective (2018)

The iwi management plans applicable to the Waikato region were reviewed in early 2021 for the purpose of identifying the overall vision they promoted and implications that an RPS change could have on their implementation. This work was not peer-reviewed but was a useful guide to

identify iwi priorities and areas where the RPS is not currently meeting iwi expectations. The following table summarises this work in relation to the scope of this RPS change:

General iwi priority / expectation	Approach in RPS change
Give effect to Te Ture Whaimana o te Awa o Waikato.	Existing provisions in the RPS already require Te Ture Whaimana be given effect to. The RPS change strengthens links between the chapters. Further work will occur through the Freshwater review which will look further at the integrated response to land use and waters planning with evidence to support it.
Urban planning and development are conducted in accordance with best practice environmental principles, particularly in new growth cells, and provide for the environmental, social, economic, and cultural needs of iwi/hapū/Māori	<p>Objective UFD-O1 (previously 3.12), policy UFD-P18 (previously 6.20) and method UFD-M69 (previously 6.20.1) require strategic planning for growth and development in urban environments to take into account hapū and iwi values and aspirations for urban development.</p> <p>There is an expectation that an assessment against APP11 (previously section 6A) development principles is included in all development proposals as these guide all future development of the built environment, including urban environments, within the region and these are to be considered by District Councils when making decisions on proposals.</p> <p>Hapū and iwi values and aspirations for urban development have been embedded into the Future Proof Strategy update during its development.</p>
Land use, development and urban design reflects iwi/hapū/Māori cultural values and perspectives.	<p>Objective UFD-O1 (previously 3.12), policy UFD-P18 (previously 6.20) and method UFD-M69 (previously 6.20.1) require strategic planning for growth and development in urban environments to take into account hapū and iwi values and aspirations for urban development.</p> <p>Effects on the unique tangata whenua relationships, values, aspirations, roles and responsibilities with respect to an area remains a development principle under APP11 (previously section 6A).</p> <p>Hapū and iwi values and aspirations for urban development have been embedded into the Future Proof Strategy update during its development.</p>
Manage urban developments to limit adverse amenity effects on natural character with urban design standards.	<p>Objective IM-O9 (previously 3.21) has been amended to give effect to the NPS-UD direction that amenity values will change over time in urban environments. The objective includes an expectation that whilst it will change, is should still result in attractive, healthy, safe and high-quality urban form that responds to local context.</p> <p>Operative RPS policies relating to managing the effects of development on natural character, areas or features have not been changed.</p> <p>Operative RPS method UFD-M8 (previously 6.1.8) retains requirements to provide information to support new urban development and subdivision, including as appropriate to the scale and potential effects of development, how existing values, and valued features of the area (including amenity, landscape and natural character) will be managed.</p>
Encourage the development and use of structure plans or similar tools for significant land use or development initiatives.	<p>The Operative RPS recommends that territorial authorities should create structure plans or use other urban development planning mechanisms to facilitate proactive decisions about the future location of urban development. Operative RPS provisions relating to structure plans have not changed.</p> <p>For tier 3 local authorities new provisions are proposed to require growth planning that identifies a spatial pattern of land use and infrastructure development.</p>
Appropriate consideration is given to Papakāinga and Māori	Policy UFD-P3 (previously 6.4) recognises the historical, cultural and social importance of marae and papakāinga and to provide for their ongoing use and development. District plans are required to make appropriate

<p>land development in rural and urban areas.</p> <p>Collaborate with iwi/hapū/Māori in the development and application of best practice papakāinga housing guides.</p>	<p>provisions for the development of marae and papakāinga. Operative RPS provisions relating to papakāinga have not been changed.</p> <p>Objective UFD-O1 (previously 3.12), policy UFD-P18 (previously 6.20) and method UFD-M69 (previously 6.20.1) require strategic planning for growth and development in urban environments to take into account hapū and iwi values and aspirations for urban development.</p> <p>Hapū and iwi values and aspirations for urban development have been embedded into the Future Proof Strategy update during its development.</p>
<p>No further loss or degradation of wāhi tapu, marae and significant sites through urban development</p>	<p>Operative RPS provisions state that district plan zoning for new urban development (and redevelopment where applicable), and subdivision and consent decisions for urban development, are required to be supported by information which identifies, as appropriate to the scale and potential effects of development, how the relationship of tangata whenua and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga has been recognised and provided for.</p> <p>Development principle APP11(j) (previously 6A(j)) states new development should maintain or enhance landscape values and provide for the protection of historic and cultural heritage.</p> <p>Operative RPS provisions relating to wāhi tapu and tangata whenua lands and sites have not been changed.</p> <p>APP13 Criteria A (O) (previously 6E Criteria A (N)) is for development to avoid wāhi toitu areas as identified on the Future Proof maps.</p>
<p>Local reduction in emissions. Promote public transport and the integration of land use and transport to reduce vehicle emissions</p>	<p>Objectives IM-O5 (previously 3.6) and UFD-O1 (previously 3.12) have been amended to ensure land use and strategic planning for growth and development is managed to support reductions in greenhouse gas emissions within urban environments. Similar amendments have been made to provisions within the built environment chapter.</p>
<p>Tangata whenua engagement on climate change issues and participation in climate change initiatives</p>	<p>The RPS does not require collaboration on management of climate change issues, and this is outside the scope of this plan change.</p>

It is considered that none of the proposed changes to the RPS adversely impact the ability of the existing provisions to give effect to iwi management plans of the region.

Some proposed amendments to RPS provisions within the scope of the NPS-UD and updated Future Proof Strategy may also work to improve alignment with iwi management plans, such as helping to achieve:

- Ngāti Tahu - Ngāti Whaoa Iwi Environmental Management Plan's long-term goal to have a climate stable for future generations;
- Maniapoto Environmental Management Plan's desire that greenhouse gas emissions are reduced; and
- Tahinga Environmental Management Plan's desire to encourage energy efficient practices to offset effects of climate change.

A.3.6 Joint Management Agreements

WRC has specific legal requirements to consult with iwi for RPS changes. WRC's JMA partners are Waikato-Tainui, Raukawa, Te Arawa River Iwi Trust, Tūwharetoa, and Maniapoto. Hauraki is also a key iwi stakeholder. It was suggested by Future Proof stakeholders that consulting with iwi through Future Proof connections would enable a more fulsome consultation.

The various River Settlement legislation have common provisions relating to the need for Joint Management Agreements (JMA) to provide for a Joint Working Party (JWP) process when

changes are proposed to an RMA planning document, and which relate to the Vision and Strategy. The changes proposed in RPS Change 1 relate to the Vision and Strategy because they provide for growth in the Future Proof area which will have an impact on the Waikato River and are to be made using the Schedule 1 process. Therefore, the JMA processes must be followed.

WRC contacted its JMA partners and Hauraki by letter in November 2018 to inform them of the mandatory change to the RPS as a result of the NPS on Urban Development Capacity (now superseded by the NPS-UD 2020). The letters also stated further changes to the RPS (via Schedule 1) were likely and invited them to work with us to agree the process by which these changes would be made. WRC contacted these iwi partners in December 2018 to advise that the first mandatory change to the RPS had been made and again in April 2019 to advise the wider plan change was being pushed out and that a new timeframe had not yet been determined.

The plan change was delayed through all of 2020 while work was focused on the H2A Corridor Plan and awaiting release of the NPS-UD in August 2020.

The JMA partners were contacted again by letter and email in February 2021 and April 2021 to advise that the RPS plan change process was commencing again and seeking confirmation of how they would like to be involved. The letters provided context and background for the plan change and proffered a number of options for iwi partners' engagement, including:

- A joint working party,
- Regular progress reports via Nga Karu Atua o te Waka (Future Proof's tangata whenua advisory group),
- Progress reports to the quarterly JMA operational meeting,
- Individual meetings between WRC and JMA partners, or
- Any other acceptable option.

A series of co-governance meetings were held between May and October 2021, as follows:

- Report to Te Arawa River Iwi Trust - May 2021
- Report to Raukawa Charitable Trust - September 2021
- Report to Tūwharetoa Māori Trust Board - October 2021
- Report to Waikato Raupatu River Trust (Waikato-Tainui) - October 2021.

The final draft of the RPS change was taken to the Te Arawa River Iwi Trust co-governance meeting in August 2022. The co-governance committee received the draft RPS change and moved to recommend Council notifies the change. TARIT co-governance committee also resolved to waive their right to initiate a joint working party process.

The co-governance committees for Raukawa Charitable Trust, Waikato Raupatu River Trust, Ngā Wai o Waipā, Tūwharetoa Māori Trust Board and Te Kopū ā Kānapanapa did not meet between August and September 2022 and therefore did not receive reports on the final draft change. Iwi representatives were however sent a copy of the draft change and had opportunity to provide feedback in the RMA Schedule 1 Clause 4A pre-notification consultation period in August 2022.

A.3.7 Adaptation to Climate Change

The RPS update will increase the ability of the Waikato region to proactively respond to the impacts of climate change now or in the future. The update is not sensitive to higher emission scenarios or more rapid climate changes.

An objective of the NPS-UD is for New Zealand's urban environments to be resilient to the current and future effects of climate change. When making planning decisions that affect urban environments, decision-makers must have particular regard to the effects of climate change.

The Future Proof Strategy as a whole, is underpinned by an approach that supports a reduction in carbon emissions through a compact and concentrated urban form. Part of Future Proof’s vision is to respond to climate change with urgency, building resilience and supporting the transition to a lower carbon economy including through achieving a more compact urban form and a shift to active modes and public transport.

The Operative RPS addresses adaptation to climate change, and the policies embed the compact approach set out in the Future Proof Strategy, but the RPS does not address mitigation or reduction of greenhouse gases. A range of amendments to the RPS are proposed to reference reduction of greenhouse gas emissions in urban environments and ensuring urban environments are resilient to the current and future effects of climate change, within the scope of the NPS-UD. The climate change issue and proposed changes are discussed in more detail within sections 4 – Summary of changes proposed and 6.1.4 – climate change of this report.

A.3.8 Government policy statements

The Government has produced a series of policy statements which articulate government thinking on broader matters which have relevance to urban growth management. The following table considers how the matters identified in these documents are addressed in the proposed RPS change.

Document	Summary of relevant provisions
Government Policy Statement (GPS) on Land Transport 2021	<p>The GPS on Land Transport has four strategic priorities: preventing deaths and serious injuries; decarbonisation; better transport choices; and improving freight connections.</p> <p>This RPS change seeks to enable climate resilient urban development through a reduction of greenhouse gases in urban environments by prioritising connectivity and compact urban form and investigating opportunities to support public and active transport.</p> <p>The RPS change is aligned with the Waikato Regional Land Transport Plan which must be consistent with the GPS on Land Transport. It requires avoidance, remediation or mitigation of adverse effects on the transport system.</p>
Government Policy Statement for Housing and Urban Development (GPS HUD) 2021	<p>The GPS HUD is focused on ensuring housing affordability and availability for New Zealanders. Its key outcomes are thriving and resilient communities, wellbeing through housing, Māori housing through partnership and an adaptive and responsive system.</p> <p>The RPS change contributes to these outcomes by enabling housing and urban development in a way that focuses on wellbeing, connectivity and climate resilience.</p> <p>The RPS change directs local authorities to keep records on development and housing affordability and to consider methods to improve housing affordability, recognising that councils have limited tools to influence housing affordability but that enabling housing supply and a variety of housing typologies may assist.</p>

A.4 Summary of changes proposed

An amendment to the RPS is required to address the requirements of the NPS-UD and to incorporate Phase 2 of the Future Proof Strategy update.

The amendment to the RPS will have three components:

- Revising the RPS, particularly the Urban form and development chapter (previously chapter 6 - Built Environment), to ensure that the WRPS is giving effect to the NPS-UD.
- Replacing the specific provisions relating to growth strategies prepared by territorial authorities outside of the Future Proof subregion (policies UFD-P7 and UFD-P8 (previously 6.10 & 6.11)) with generic provisions to guide preparation of, and give weight to, growth strategies or equivalent.
- Updating the provisions in the RPS that relate to the Future Proof subregion to reflect the updated Future Proof Strategy.

The scope of the RPS change is only to make changes required by the NPS-UD and where needed to embed the updated Future Proof policies. Based on analysis in Part C of this report, the proposed response is considered to be the most efficient (the benefits outweigh the costs) and effective (successful at achieving the objectives).

The broad approach, as illustrated in Figure 1, is to retain the overall structure of the RPS, and to retain the existing objectives, policies and methods for the built development (including urban development) outside of NPS-UD-defined tier 1 and 3 councils, while making changes to policies and methods in relation to tier 1 councils (the Future Proof councils) and tier 3 councils.

The existing policies in the RPS relating to the Franklin District growth strategy, the Coromandel Blueprint, and Taupo 2050 would be deleted as these are now out-of-date.

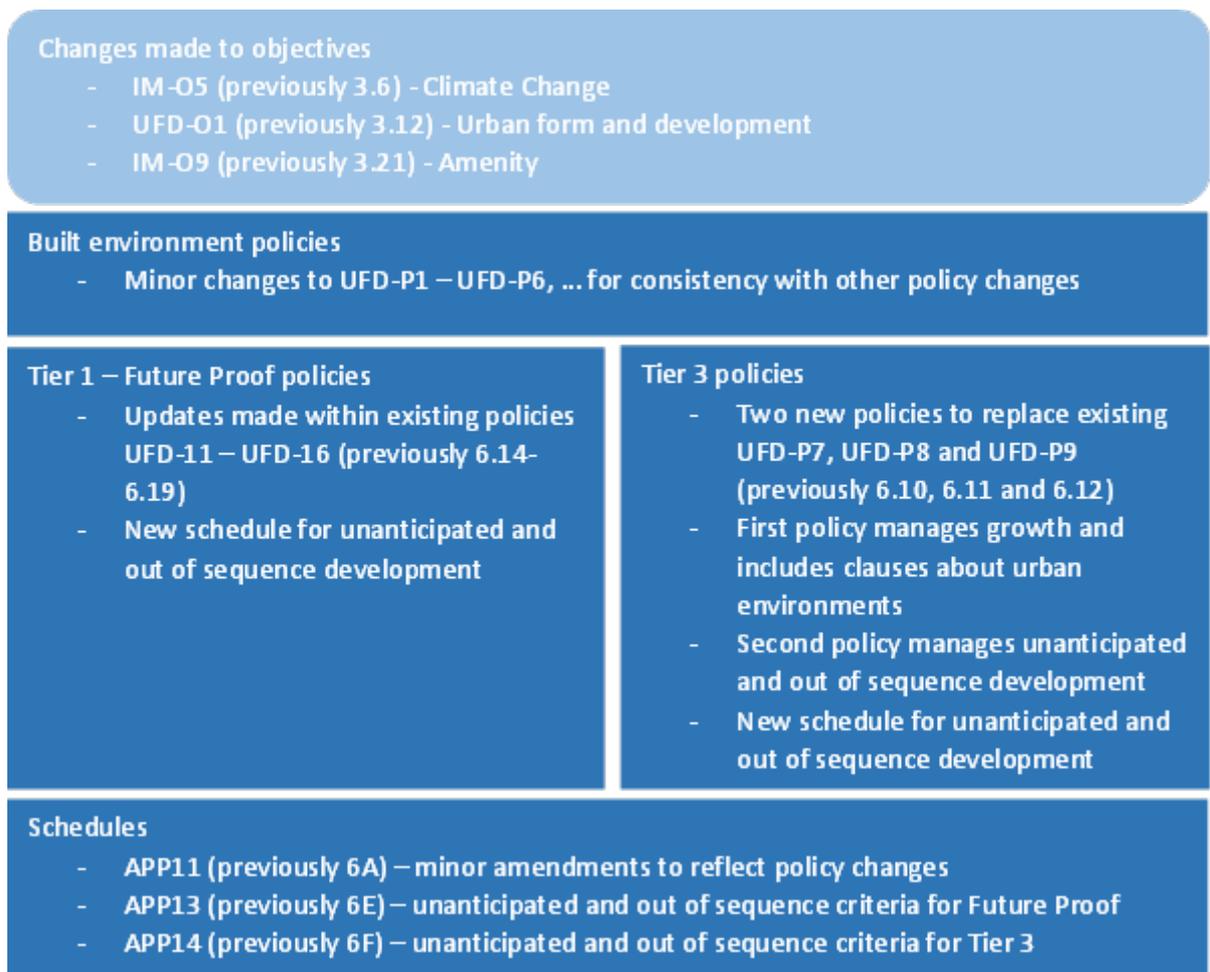


Figure 1 – Overview of proposed changes to the Regional Policy Statement

Changes to issues:

- To update cross references in issue SRMR-I1 (previously 1.1)

- To add in additional reference to the NPS-UD requirements around climate change for urban environments to issue SRMR-I2 (previously 1.2)
- To add reference to strategic management of urban growth into issue SRMR-I4 (previously 1.4).

Changes to RPS objectives:

- An amendment to objective IM-O5 (previously 3.6) is proposed to introduce the concept of supporting reductions in greenhouse gas emissions within urban environments and ensuring urban environments are resilient to the current and future effects of climate change.
- An amendment to objective IM-O9 (previously 3.21) to recognise that amenity change may occur over time in urban environments in response to the changing needs of people, communities and future generations.
- An amendment to objective UFD-O1 (previously 3.12) is proposed to align with specific direction for urban environments as set out under the NPS-UD.

Changes relating to the general provisions relating to the built environment:

- Address conflicts between amendments to tier 3 and Future Proof policies and the general development provisions.
- Amend methods relating to policy UFD-P1 (previously 6.1) and the subsequent explanation to clarify the relationship between growth strategies, urban development planning and information to support new urban development and subdivision.
- Amend policy UFD-P2 (previously 6.3) to ensure development and maintenance of growth strategies as required for tier 3 local authorities as set out in policy UFD-P18 (previously 6.20) and its associated methods.
- Amend method EIT-M4 (previously 6.6.4) and the explanation to update references to the Regional Land Transport Plan 2015 to the Regional Land Transport Plan 2021.
- Amend methods related to policy UFD-P6 (previously 6.9) to require territorial authorities to keep records on demand and supply of dwellings, prices of dwellings, rents of dwellings, housing affordability, development capacity realised, and available data on business land for tier 1 and 3 local authorities.
- Add cross-reference to the Built environment objective (UFD-O1 (previously 3.12)) from policies LF-P3 (previously 8.3) - All freshwater bodies, and LF-P5 (previously 8.5) - Waikato River catchment, so as to make it more explicit that these sections are linked.

Changes relating to tier 3 territorial authorities:

- Delete specific policies UFD-P7 (previously 6.10), UFD-P8 (previously 6.11) and UFD-P9 (previously 6.12) which are now out of date and replace them with policies specifically for tier 3 local authorities and urban environments (outside of the Future Proof area).
- Introduce a new policy UFD-P18 (previously 6.20) - tier 3 local authority areas outside the Future Proof Strategy. This sets out how new urban development in tier 3 local authorities is to be managed. There is a list of requirements including setting out the urban development pattern to meet expected demand for housing and business land as set out in a Council approved Growth Strategy or equivalent Council approved strategies and plans and which has particular regard to the development principles in APP11 (previously 6A); staging of development and integration with infrastructure; managing rural-residential development; and specific provisions relating to urban environments as set out in the NPS-UD 2020.
- Introduce five methods under this policy:
 - One sets out what needs to be addressed in a Council approved Growth Strategy or equivalent council-approved plans or strategies. This is to include identification of the location and extent of urban environments.

- The second method requires local authorities to include provisions in district plans to give effect to policy UFD-P18 (previously 6.20).
- The third method suggests councils consider regulatory and non-regulatory methods to address housing affordability, including consideration of inclusionary zoning.
- The fourth method addresses interim arrangements until such time as a local authority has prepared a council-approved growth strategy or equivalent, and
- The fifth method addresses interim arrangements for tier 3 territorial authorities within the Future Proof partnership, but that are not yet included within the Future Proof Strategy.
- Introduce a new policy UFD-P19 (previously 6.21) - Being responsive to significant unintended and out of sequence growth around tier 3 local environments. This sets out that within a tier 3 local authority growth is to occur in accordance with the Council approved Growth Strategy or equivalent council strategies and plans. Where an alternative pattern is proposed it sets out the situations where particular regard will need to be given to the development capacity of these proposals.
- Introduce additional criteria in APP14 (previously 6F) to enable a determination of situations where particular regard will need to be given to the development capacity of these proposals.
- Introduce a new method UFD-M74 (previously 6.21.1) under policy UFD-P19 (previously 6.21) that sets out the situations in which district plan and structure plans can consider an alternative urban land release or alternative timing of release.

The intent of the first tier 3 policy and methods is to give direction for managing development within tier 3 urban environments in a way that is consistent across the region and gives effect to the NPS-UD; avoids issues associated with out-of-date growth strategies still being referred to in the RPS; and provides flexibility for places to change over time, become urban environments and then need to address these policies in the RPS.

The second tier 3 policy and method are intended to give effect to the NPS-UD and particularly the requirement in objective 6 and policy 8 for local authority decisions to be responsive, particularly in relation to proposals that would supply significant development capacity and well-functioning urban environments, even where it is out of sequence with planned land release or unanticipated by RMA planning documents.

Changes relating to Future Proof:

- Update references within policy UFD-P10 (previously 6.13) and methods UFD-M44 (previously 6.13.1), UFD-M45 (previously 6.13.2) and UFD-M46 (previously 6.13.3) to reflect changes that have been made to the Future Proof partnership and to be more flexible in case of future changes.
- Insert a new method UFD-M61 (previously 6.13.4) - Interim arrangements for tier 3 local authorities. This clarifies that any tier 3 territorial authority that is part of the Future Proof partnership but not yet included within the Future Proof Strategy will take direction from policies UFD-P18 (previously 6.20) and UFD-P19 (previously 6.21) until such time as the Future Proof policies are updated to include that territorial authority.
- Update policy UFD-P11 (previously 6.14) – Adopting Future Proof land use pattern, the accompanying methods and maps. This is to reflect the updated Future Proof settlement pattern, the urban and village enablement areas approach as opposed to the previous ‘urban limits’ approach, as well as introducing the new approach to alternative urban land release patterns and the responsive planning criteria in APP13 (previously 6E).
- Update method UFD-M49 (previously 6.14.3) – Out-of-sequence or unanticipated urban development. This has been redrafted to reflect the NPS-UD requirements in relation to out-of-sequence/unanticipated developments. The method sets out the Future Proof approach which differentiates four types of out-of-sequence/unanticipated

development, as set out in the Future Proof Strategy. The NPS-UD requires that the RPS contains criteria for determining what plan changes will be treated as adding significantly to development capacity. If a plan change is determined to be adding significantly to development capacity, particular regard must be had to the development capacity if that development capacity would contribute to a well-functioning urban environment and would be well-connected along transport corridors.

- Introduce four new methods under policy UFD-P11 (previously 6.14):
 - Method UFD-M62 (previously 6.14.4) – Future Proof governance process for out-of-sequence or unanticipated urban development. This method is for Future Proof partners to develop a protocol to agree how to involve each of the partners in out-of-sequence or unanticipated development decision-making.
 - Method UFD-M63 (previously 6.14.5) – Housing affordability. Similar to the tier 3 method, this is a proposed new method for councils to consider regulatory and non-regulatory methods to address housing affordability, including consideration inclusionary zoning.
 - Method UFD-M64 (previously 6.14.6) – Public transport. This is a suggested new method that recognises that successful implementation of the Future Proof settlement pattern will rely upon good quality public transport provision. The progression of a programme business case will provide an evidential base for further decision-making on a future rapid and frequent public transport network.
 - Method UFD-M65 (previously 6.14.7) – Future Proof Blue-Green network. This method sets out how the Future Proof partners will collaborate to develop a multi-functional, cross-boundary blue-green network which will be a defining spatial concept that aims to restore, enhance, connect and improve the natural environment within the Future Proof sub-region in a way that can integrate with new urban development and improve the liveability of urban areas.
- Update policy UFD-P12 (previously 6.15) Density targets for Future Proof area. This policy and the methods have been redrafted to reflect the more targeted approach to densities in the Future Proof Strategy, to reflect the approach in the Metro Spatial Plan (Table 6 of Future Proof Strategy), and to align with the wording in policy 3 of the NPS-UD (as amended by the RM Amendment Act 2021).
- Update methods UFD-M50 (previously 6.15.1), UFD-P51 (previously 6.15.2) and UFD-P52 (previously 6.15.3) to reflect updates to the Future Proof Strategy. Method UFD-M52 (previously 6.15.3) includes Hamilton’s 50:50 greenfield: brownfield target. It is also proposed to include Waikato and Waipā District Council’s targets of 20 percent growth within urban environments to be within existing parts of the townships, and for 90 per cent of growth to be within identified urban areas and villages.
- Introduce a new method UFD-M66 (previously 6.15.4) - Changing amenity values within urban environments. This is required to address the NPS-UD requirement under policy 6 to acknowledge that significant changes may occur in an area through for example increased housing densities, which may result in changes to amenity.
- Update policy UFD-P13 (previously 6.16) - Commercial development in the Future Proof area. This is to include a new clause to recognise that in the long term the function of sub-regional and town centres listed in Table 37 (previously 6-4) may change.
- Insert a new method UFD-M67 (previously 6.16.3) - Metropolitan centres. This method sets out features which will act as pre-conditions prior to re-classifying sub-regional or town centres in Table 37 (previously 6-4) as metropolitan centres.
- Update the definition for rural residential development.
- Updating policy UFD-P15 (previously 6.18) – Monitoring and review in the Future Proof area, method UFD-M58 (previously 6.18.1) – Reporting on development in the Future Proof Area and inserting a new method UFD-M68 (previously 6.18.2) - Review of provisions. This updates the policy and methods to reflect monitoring and review requirements under the NPS-UD. Policy UFD-P16 (previously 6.19) and associated methods are deleted and combined into policy UFD-P15.

Part B. Part B – Development of the Plan Change

B.1 High level options considered

Three high level and broad options were considered in the RPS Options Report for progressing a Regional Policy Statement change to incorporate the requirements of the NPS-UD and to address the updated Future Proof Strategy. These were identified and assessed through consideration of other regional council approaches, engagement with stakeholders and councils in the region, and some limited iwi input.

Tables outlining the high-level assessment that was used to determine which options to further assess for efficiency and effectiveness (s32(1)(b)(i)) can be found in Appendix B, however, in summary, the three high-level options, and the variation called Option 2A, considered were:

1. Changes to give effect to NPS-UD. Minimal other changes. No updates to Future Proof or other growth strategy policies.
2. Changes to give effect to NPS-UD. Updates to Future Proof growth strategy policies. Delete other growth strategies and insert overarching growth policies.
3. 2A. Same as Option 2, except amend Future Proof provisions to be less detailed and prescriptive.
4. Changes to give effect to the NPS-UD. Removal of Future Proof and other growth strategy policies. Insertion of overarching growth policies.

B.1.1 Preferred high-level option

The recommended high-level approach to address the requirements of the NPS-UD and the updated Future Proof Strategy was to develop a plan change based around **Options 2 and 2A**.

Combined, Options 2 and 2A would:

- Insert mandatory requirements around housing bottom lines, any additional requirements in relation to policy 9 of the NPS-UD (Treaty of Waitangi), and criteria for determining what plan changes will be treated as adding significantly to development capacity.
- Review and update existing generic RPS objectives, policies and implementation methods to ensure they give effect to the NPS-UD and make tweaks to existing provisions required to cover the NPS-UD requirements e.g., in relation to amenity, intensification and flexibility.
- Retain an updated version of the existing Future Proof urban limits, which may be amended to reflect urban environments. Update and amend the Future Proof provisions to retain direction around residential and industrial land allocation and staging and commercial hierarchy, amended to reflect latest HBA information, and to look for opportunities to make these less detailed and prescriptive with more longevity. This would be developed further at subsequent stages of the RPS review process.
- Delete reference to growth strategies in tier 3 local authorities and ensure instead that overarching policies are sufficient to direct growth in these areas in line with the NPS-UD.

Option 2A would provide more ability to reduce the detail and prescriptive nature of the Future Proof RPS provisions. This would help them to stay relevant for longer, and more easily provide for the responsive / flexible growth requirements of the NPS-UD. Feedback from staff at Future Proof councils offered support for Option 2 and elements of Option 2A.

Feedback received from council staff from councils outside of the Future Proof sub-region highlights concerns in relation to the way in which the RPS references the Coromandel Blueprint,

and Taupō 2050, both of which are now out-of-date. It has been indicated that overarching growth policies rather than reference to specific growth strategies (other than Future Proof) would likely be more acceptable given that the existing references are out-of-date and therefore have caused uncertainty in decision-making.

Waikato-Tainui preferred an option which had the least impact on their settlement and Te Ture Whaimana. This will need to be an overarching consideration in any RPS change. Further iwi and hapū engagement was identified as important going forward to ensure that any plan change adequately addresses iwi and hapū aspirations.

B.2 Issues to be addressed

B.2.1 Requirements of the NPS-UD

B.2.1.1 Housing affordability

The NPS-UD contains a package of objectives and policies which aim to have a positive impact on housing affordability. The NPS-UD section 32⁴ attributes objectives 2 and 3 as having a role in affordability, with the benefits of the proposed policy framework being noted as notably lower housing and rent prices.

The NPS-UD sets a framework to address housing affordability:

- Objective 2 ensures that land supply is appropriate to enable housing and land and development markets to remain competitive.
- Objective 3 enables intensification in areas of urban environment which are either near a centre zone or other area with many employment opportunities, well-served by existing or planned public transport, or which have a high demand for housing or business land, relative to other areas within the urban environment.
- Policy 1 seeks planning decisions that contribute to urban environments that, as a minimum, have or enable a variety of homes that meet needs in terms of type, price, and location.
- Policies 3, 4, and 5 relate to enabling building heights and densities which would contribute to denser building forms (and therefore contribute to development capacity and presumably to well-functioning urban environments).
- Further, tier 1 and 2 local authorities must prepare a Housing and Business Development Capacity Assessment (HBA) which, amongst other things, must show that there is feasible development capacity to meet demand, plus a margin, in order to contribute to competitive land and development markets.

Overall, the NPS-UD approach to housing affordability focuses on competitive land markets, ensuring there is sufficient supply of housing in terms of type, location and price, enabling/requiring increased densities, and reducing carparking requirements. It does not include enabling policy to require tools such as inclusionary zoning to be used to improve housing affordability

In *Infinity Investment Group Holdings Limited And Ors V Queenstown Lakes District Council* 14 February 2011⁵, the High Court concurred with the earlier Environment Court decision which established that affordable housing falls within the scope of the RMA, and found that the concept of social or economic wellbeing is wide enough to include affordable housing.

⁴ https://environment.govt.nz/assets/Publications/Files/NPS_UD_s32_evaluation_report.pdf

⁵ https://www.gldc.govt.nz/media/prvbrfmx/hc_feb_2011-infinity_investment_group_ltd_v_willowridge_develo_itk_894.pdf

Various options for addressing housing affordability were set out in the Future Proof Partners' Waikato Affordable Housing Issues and Options paper (Hill Young Cooper Ltd, September 2021). The recommended option was to investigate inclusionary zoning for greenfield areas initially, with requisite evidence to support. It was also indicated that there is no significant zoning constraint on housing capacity, but rather a mismatch whereby new housing supply is focused on mid to upper priced housing, while demand is spread across the income spectrum.

Other regions with similarities to the Waikato context, have been reviewed in terms of the approach taken to address housing affordability:

- Bay of Plenty has begun work on their RPS responses to the NPS-UD but there is no detail yet about how they intend to treat the issue of housing affordability.
- The Canterbury RPS is yet to fully implement the NPS-UD, but does contain policy 6.3.7 which states that “housing affordability is to be addressed by providing sufficient intensification and greenfield land to meet housing demand, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments...”
- During the development of the draft Auckland Unitary Plan, Auckland Council decided not to incorporate inclusionary zoning as an alternative mechanism to approach unaffordability, and rather their Affordable Housing Work Programme identifies a range of activities that can occur to support delivery of affordable housing.
- Auckland Council’s HBA⁶ states that there are many other complex dimensions that are out of scope or control of territorial authorities that may have a great impact on affordability and competitiveness and conclude that the impact that local government can have on housing markets is limited⁷. Reporting relating to the NPS-UD⁸, highlights that delivery of affordable housing at pace and scale will require significant change and additional policy levers or interventions (other than the NPS-UD).
- The Otago RPS⁹ was notified in June 2021 and contains an objective UFD-O2 (1): “The development and change of Otago’s urban areas: (1) improves housing choice, quality, and affordability,...” to be achieved with policies and methods that ensure strategic planning processes, integration of land use and infrastructure, sufficient development capacity, urban intensification and urban expansion policies, and well-designed public spaces.
- Queenstown District Plan Chapter 27 (September 2021 – under appeal) has an objective which provides for consideration of smaller allotment sizes (below the minimum) where these are able to be mitigated or compensated by providing affordable or community housing.

The Productivity Commission’s 2012 Housing Affordability Inquiry report¹⁰ provides an analysis of a range of factors which can affect housing affordability. The NPS-UD has since introduced an approach relating to competitive land markets approach, HBA and monitoring requirements, and requiring development capacity plus a margin, which addresses these.

In summary, the NPS-UD objectives and policies seek to address housing affordability by ensuring there is sufficient supply of housing in terms of type, location and price, enabling/requiring increased densities, and reducing carparking requirements. They do not explicitly provide support for other methods, however, case law makes it clear that other methods for requiring affordable housing, such as inclusionary zoning, are within the scope of the RMA. The success of affordable housing initiatives in a planning context appears to be context-dependent – relying upon ensuring that the right incentives are in place and that there

⁶ <https://www.knowledgeauckland.org.nz/media/2145/housing-assessment-for-the-auckland-region-nps-ud-july-2021.pdf>

⁷ Auckland HBA 2021, page 121.

⁸ https://infocouncil.aucklandcouncil.govt.nz/Open/2021/07/PLA_20210701_AGN_10174_AT_WEB.htm

⁹ <https://www.orc.govt.nz/media/10027/proposed-otago-regional-policy-statement-june-2021.pdf>

¹⁰ <https://www.productivity.govt.nz/inquiries/housing-affordability/>

is a well-evidenced case as to the type, location and tenure of housing need. Greenfield and brownfield areas will require different approaches.

Other than providing for zoning and intensification of land to address affordability, it is considered within the scope of the RPS change that councils could be encouraged to investigate potential regulatory and non-regulatory methods relating to the delivery of affordable housing.

B.2.1.2 Strategic Planning / development capacity / infrastructure

Objective 5 of the NPS-UD anticipates that local authority decisions on urban development that affect urban environments will be integrated with infrastructure planning, funding and decisions, strategic over the medium and long-term, and responsive, particularly in relation to proposals that would supply significant development capacity.

Policy 2 of the NPS-UD requires tier 1, 2 and 3 local authorities to, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long-term. Development capacity is defined as the capacity of land to be developed for housing or for business use, based on the zoning and other provisions in RMA planning documents, and the provision of adequate development infrastructure to support the land use.

Section 3.3 of the NPS-UD defines 'sufficiency' which requires plan-enabled and infrastructure-ready development capacity. In order to ensure that land use zoning is supported by adequate development infrastructure, tier 1, 2 and 3 local authorities must undertake strategic planning that allows integration of decision-making in terms of land use and infrastructure planning.

The RPS change needs to address the requirements for strategic planning, sufficient development capacity, and land use/infrastructure integration.

B.2.1.3 Amenity

The NPS-UD sets out in objective 4 that New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations. The Section 32 report for the NPS-UD outlines that this objective assists decision-makers to provide for amenity values that are dynamic and that vary between individuals and communities, as well as varying over time.

Policy 6 states that when making planning decisions that affect urban environments, decision-makers are to consider that the planned urban built form set out in RMA planning documents may involve significant change over time, that this may be better for some and not for others, but that the change itself is not an adverse effect.

The regulatory impact assessment for the NPS-UD is clear that this is intended to avoid a minority from preventing any change to amenity as a result of intensification in urban environments. It aims to enable a change in amenity over time.

The Section 32 report for the NPS-UD highlights that the intent of this policy is to allow urban environments to change in response to changing needs, and to ensure local authorities do not unduly prioritise maintaining and enhancing existing amenity values enjoyed by individuals at the expense of changing and diverse urban outcomes for wider communities.

Amenity is referred to in many parts of the RPS, however the NPS-UD is focused on urban environments. Where intensification is proposed to give effect to the NPS-UD, there needs to be clear expectations about future amenity so as to prepare people that amenity will change. Therefore, the focus is on areas of intensification within urban environments.

Whilst it is acknowledged that amenity can and will change over time in these areas, it is important to frame and define how this will occur and ensure that this will occur in a way that encourages positive changes in amenity values which result in good-quality urban environments.

B.2.1.4 Climate Change

The RMA section 7 sets out a requirement to have particular regard to the effects of climate change.

The NPS-UD objective 8 states “New Zealand’s urban environments: (a) support reductions in greenhouse gas emissions; and (b) are resilient to the current and future effects of climate change”. Policy 1 seeks to ensure that planning decisions contribute to well-functioning urban environments that support reductions in greenhouse gas emissions. The section 32 report for the NPS-UD notes that this policy direction supports other direction in the NPS-UD for land-use intensification and removing carparking requirements and that both of these elements of urban planning have climate change mitigation co-benefits when implemented. The focus of the NPS-UD in terms of supporting reduction of greenhouse gas emissions is on urban intensification, good accessibility by way of public and active transport, and the removal of carparking requirements.

In May 2022 MfE released Aotearoa New Zealand’s first emissions reduction plan. This lays out targets and actions needed to meet those targets across every part of government and every sector of the economy from transport, energy, building and construction, waste, agriculture and forestry.

The National Adaptation Plan for climate change was released by MfE in August 2022 after consultation in April 2022. It has a focus on system-wide change, institutional arrangements, provision of robust information, and embedding climate resilience across government strategies and plans.

The Resource Management Amendment Act 2020 Commencement Order 2021 states that sections 17 to 21, 35 and 36 of the Resource Management Amendment Act 2020 are due to come into force on 30 November 2022. This includes provisions that will require regional councils to have regard to the national emissions reduction plan and adaptation plan when preparing or changing a regional policy statement.

Whilst there is a requirement for regional policy statements to have regard to these plans, this plan change’s scope is to specifically address climate change requirements under the NPS-UD which is restricted to urban environments. At this stage any additional changes that might be required as a result of the Adaptation Plan and Emissions Reduction Plan beyond those required by the NPS-UD and Future Proof are beyond the scope of this change and the evidence base has not established to direct what those changes need to be.

The Future Proof Strategy as a whole, is underpinned by an approach that supports a reduction in carbon emissions through a compact and concentrated urban form. Part of Future Proof’s vision is to respond to climate change with urgency, building resilience and supporting the transition to a lower carbon economy including through achieving a more compact urban form and a shift to active modes and public transport.

The Operative RPS addresses adaptation to climate change through objectives and policies, and the policies embed the compact approach set out in the Future Proof Strategy, but the RPS does not address mitigation or reduction of greenhouse gases to the same extent.

Amendments to the RPS are proposed to reference reduction of greenhouse gas emissions in urban environments, within the scope of the NPS-UD. This will include:

- Amending issue SRMR-I2 (previously 1.2), objective IM-O5 (previously 3.6) - Adapting to climate change, and objective UFD-O1 (previously 3.12) - Built environment to include reductions in greenhouse gas emissions within urban environments and being resilient to current and future effects of climate change.
- New policies and methods for tier 3 urban environments, which seek to concentrate urban development and support reductions in greenhouse gas emissions including through providing for an increasingly compact urban form that supports less carbon intensive transport modes such as active and public transport.
- New sections relating to out-of-sequence/unanticipated development proposals which seek to ensure that development contributes to mode-shift and supports reductions in greenhouse gas emissions.
- Amending the APP11 (previously 6A) development principles and the Anticipated Environmental Result on climate change to also include reference to reductions in greenhouse gas emissions within urban environments.

The concept of reducing greenhouse gas emissions is embedded within the approach of the Future Proof Strategy, so only a few minor changes will be required to ensure the language aligns with the NPS-UD.

B.2.1.5 Public and active transport

Objective 3 of the NPS-UD requires that regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment which are well-served by existing or planned public transport. Policy 1 of the NPS-UD requires planning decisions to contribute to well-functioning urban environments, which are urban environments that, as a minimum have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport.

The RPS contains policies that require co-ordination of growth and infrastructure (UFD-P2 (previously 6.3)), that seek to minimise transport, energy demand and waste production (UFD-P4 (previously 6.5)) and that seek to manage the built environment to ensure particular regard is given to the effectiveness and efficiency of existing and planned regionally significant infrastructure (EIT-P1 (previously 6.6)). Development principles in APP11 (previously 6A) promote urban forms which minimise the need for private motor vehicle use and maximise opportunities to take advantage of public transport, and which encourage walking, cycling and multi-modal transport connections. Policy UFD-P2 and method UFD-M11 (previously 6.3.1) require regional and district plans to include provisions that provide for a long-term strategic approach including ensuring that roading patterns and design support the use of public transport, that walking and cycling facilities are integrated with developments, and that different transport modes are well-connected.

These existing RPS provisions already address elements of the NPS-UD. In order to address the additional NPS-UD requirements some changes to objective UFD-O1 (previously 3.12) and to policies would be required, alongside existing policies UFD-P2 (previously 6.3), UFD-P4 (previously 6.5) and the principles in APP11 (previously 6A).

B.2.1.6 Tangata whenua/iwi/hapū

The NPS-UD includes a number of provisions relevant to tangata whenua, iwi and hapū and the Treaty of Waitangi (Te Tiriti o Waitangi):

- Objective 5: Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi);
- Policy 1 relating to enabling a variety of homes that will enable Māori to express their cultural traditions and norms;

- Policy 9 requires (amongst other things) that local authorities, when preparing RMA planning documents and Future Development Strategies, take into account the values and aspirations of hapū and iwi for urban development.

Recognising and providing for the relationship of Māori and their culture and traditions with their ancestral land, water, sites, wāhi tapu and other taonga is a matter of national importance under the Resource Management Act. Section 7(a) of the RMA requires other matters including kaitiakitanga to be 'had regard to'. Under section 8 of the RMA, in achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

The RPS contains specific objectives, policies and methods including objective IM-O7 (previously 3.9) - Relationship of tangata whenua with the environment, policy IM-P3 (previously 4.3) - Tangata whenua, policy UFD-P3 (previously 6.4) - Marae and papakāinga, and APP11 (previously 6A) – General development principles.

Alongside the existing requirements under s8 of the RMA, and existing RPS policies, in order to recognise the NPS-UD focus on urban environments and ensuring that values and aspirations of hapū and iwi for urban development are taken into account, other amendments would be required to objective UFD-O1 (previously 3.12) and policies relating to urban environments.

B.2.1.7 Out-of-sequence and unanticipated developments

The NPS-UD requires a responsive approach to development in relation to plan changes (objective 6 and policy 8) where these affect urban environments.

For development within non-Future Proof council areas, there is currently no specific pathway for out-of-sequence or unanticipated developments. Development needs to be consistent with or to recognise existing growth strategies. Where there is no growth strategy, then developments would only be out-of-sequence or unanticipated if not in the relevant district plan, and the urban development would be managed in accordance with the policies in section 6.

For development within Future Proof council areas, the current policy position in the RPS is that development must be within urban limits and within the broad growth cell timing and industrial allocations. District Plan and Structure Plan processes can consider different timing if the criteria in UFD-M49 (previously 6.14.3) are met. Urban development must be consistent with the Future Proof settlement pattern. Flexibility is provided for only where consistency can be demonstrated with the Future Proof land use pattern, and only if the criteria in the method are met and the development is considered to be significant. This flexibility only applies to district plan or structure plan processes, consistent with the Operative RPS and the NPS-UD flexibility provisions. Resource consents must be in accordance with the relevant district plan and anything outside of that would be determined in accordance with the applicable zoning, with reference back to RPS policies where appropriate.

In order to address the NPS-UD requirements, it is necessary to introduce new policies and methods relating to responsive planning. The RPS must specify the criteria for determining what plan changes will be treated, for the purpose of implementing policy 8, as adding significantly to development capacity (clause 3.8 (2) of the NPS-UD).

B.2.2 Summary of changes to the Future Proof Strategy

The updated Future Proof Strategy retains the core elements of the 2009 and 2017 strategy but also incorporates the provisions of the Hamilton to Auckland (H2A) Corridor Plan and the Hamilton-Waikato Metropolitan Spatial Plan. The updated strategy also factors in key national

documents and initiatives such as the National Policy Statement on Urban Development 2020 (NPS-UD) and the Government's Urban Growth Agenda.

The Strategy incorporates seven transformational moves for change:

- Iwi aspirations: enhancing the health and wellbeing of the Waikato River in accordance with Te Ture Whaimana, the Vision and Strategy, and iwi place-based aspirations;
- Putting the Waikato River at the heart of planning;
- A radical transport shift to a multi-modal transport network shaped around where and how communities will grow;
- A vibrant metro core and lively metropolitan centres;
- A strong and productive economic corridor at the heart of the metro area;
- Thriving communities and neighbourhoods including quality, denser housing options that allow natural and built environments to co-exist and increase housing affordability and choice;
- Growing and fostering water-wise communities through a radical shift in urban water planning, ensuring urban water management is sensitive to natural hydrological and ecological processes.

The settlement pattern has been updated to reflect the latest development demand and supply information (from the Housing and Business Assessment reports¹¹) to ensure there is sufficient urban land to meet demand, plus a margin above demand to ensure there are competitive land markets.

The updated Strategy continues to support a compact urban form and also includes provisions to meet the NPS-UD requirement to be responsive to out-of-sequence or unanticipated development.

B.2.3 Iwi engagement

Waikato Regional Council sent a letter to Joint Management Agreement (JMA) partners in February 2021 and followed this up again in April 2021, seeking to discuss the proposed NPS-UD requirements, Future Proof update, and RPS plan change, and the opportunity to understand how best to engage on this. This was followed up with email communication and virtual meetings with iwi authorities across 2021 and 2022 (detail in Appendix C).

Feedback received from Waikato-Tainui, Raukawa and TARIT on the broad options outlined in this report is summarised below:

- Consider re-wording the concept of 'Māori cultural traditions and norms' from the NPS-UD in consultation with iwi to aid understanding.
- Comments on the NPS-UD requirement for Māori involvement.
- That it may be worth including specific mention of protection of waterways in any urban development, particularly in relation to urban development.
- Iwi and hapū groups may be interested in articulating their specific aspirations as Waikato-Tainui cannot speak for others.
- The importance of Te Ture Whaimana and freshwater planning in relation to urban development.
- Preference is for an option that has minimal impact on the Waikato-Tainui settlement and Te Ture Whaimana, which could be option 1 although with updated data and information.
- It is important that other environmental management issues are not secondary to housing provision.

¹¹ <https://www.futureproof.org.nz/documents-and-submissions/documents/>

- Papakāinga provides an exciting opportunity to provide different housing options and this should not be restricted to urban areas.
- Iwi/hapū/Māori may have a different perception of character and amenity. This may constitute mana whenua values and indigenous townships. Local authorities need to put in the work to identify what character and amenity means to their local community. There is opportunity in the RPS to trigger this requirement at a district level.
- It is important that infrastructure staging occurs in alignment with intensification planning.
- The RPS needs to require local authorities to properly engage with iwi to ensure local solutions during development of district-level growth planning.
- Further engagement and consultation will need to occur with iwi/hapū throughout the process of preparing the plan change. It is preferable to engage via in-person or virtual workshops.

Tūwharetoa advised that its capacity is such that it was not feasible to directly participate in engagement on this RPS change but that it wishes to be kept informed and will join discussions through JMA operational hui.

Maniapoto did not provide any responses regarding engaging in the RPS change.

Broadly, the response taken to incorporate iwi feedback into the proposed provisions included:

- Incorporated policy 1 and policy 9 of the NPS-UD relating to iwi/hapū through RPS objectives and policies.
- Objective IM-O9 (previously 3.21), policy UFD-P12 (previously 6.15), method UFD-M66 (previously 6.15.4), and policy UFD-P18 (previously 6.20) have been amended to require intensification in urban environments to result in attractive, healthy, safe and high-quality urban form that responds to the local context, whilst recognising that amenity values change over time in response to the changing needs of people, communities and future generations and such changes are not, of themselves, an adverse effect.
- Method UFD-M69 (previously 6.20.1) requires growth strategies or equivalent council-approved strategies and plans to take into account hapū and iwi values and aspirations for urban development.
- Created a stronger link between policies LF-P3 (previously 8.3) and LF-P5 (previously 8.5) in relation to Te Ture Whaimana.

All iwi authorities were given opportunity to provide feedback on the final draft of the RPS change under Schedule 1 clause 4A consultation in August 2022.

Only Ngati Rahiri provided feedback suggesting that the development principles in APP11 (previously 6A) were too open to subjective interpretation.

As per section 3.6 of this report, the final draft of the RPS change was taken to co-governance meetings for TARIT in August 2022. The co-governance committee received the draft RPS change and moved to recommend Council notifies the change. TARIT co-governance committee also waived the requirement to initiate a joint working party process.

B.2.4 Other stakeholder engagement

The other key stakeholder groups approached for feedback on the high-level options and early drafts of the objectives and provisions were the Future Proof partners and actual and potential tier 3 local authorities. Stakeholder engagement on the high-level options resulted in selection of Option 2 and elements of 2A, as set out in section 5 of this report. Further details of stakeholder engagement are set out in Appendix C.

Non-tier 3 Waikato Councils (Hauraki, Waitomo and Ōtorohanga) were informed of the plan change and its broad approach and given opportunity to provide feedback via presentations to the regular Combined Waikato Regional Forum in February 2021 and November 2021.

Discussions with Bay of Plenty Regional Council (BOPRC) staff took place in July 2022 to ensure consistency of approaches in terms of the tier 2 Rotorua District area. BOPRC will be including tier 1, 2, and 3 provisions in their regional plan. The NPS-UD requirements for the urban area for Rotorua, being a tier 2 urban environment, will be addressed via the BOP RPS. This aligns with the proposed WRC approach and will avoid any inconsistent provisions across the two RPS documents.

The councils identified as tier 3 or potential tier 3 local authorities that were engaged with in development of this plan change were South Waikato District Council, Matamata-Piako District Council (MPDC), Taupō District Council and Thames-Coromandel District Council.

A workshop to discuss the scope of the RPS change and understand relevant workstreams for the tier 3 councils was held in July 2021. Key topics of this workshop were:

- Identification of urban environments;
- how to manage out of sequence growth; and,
- the role of growth strategies.

Further workshops were held with each of the actual and potential tier 3 local authorities in November 2021 to discuss the draft provisions relating to tier 3 local authorities and urban environments.

Specific feedback provided and response taken is summarised in the table below.

Issue / feedback provided	Response taken
Special consultative process and issue of growth strategies being under different legislation	Flexibility has been added to the application of policy UFD-P18 (previously 6.20) to allow equivalent council-approved strategies and plans that have been developed through a non-RMA special consultative procedure or a schedule 1 RMA process, should a district not wish to develop a growth strategy. These strategies or plans might include a combination of a district plan, Council infrastructure strategy, Long Term Plan, or other plans or strategies that support the Council to address the requirements of the NPS-UD. The expectation is that these plans must address the requirements of policy UFD-P18 in order to address the NPS-UD. It is likely that plans will need to be updated at the very least in order to achieve this. Interim arrangements have also been added for the time between notification of the plan change and notification of a growth strategy or equivalent plans and strategies. This will allow existing growth strategies to be used (in combination with other relevant plans as listed in method UFD-M61 (previously 6.20.4) in the interim. It will also address what happens in the interim in cases where councils join Future Proof.
Issue of existing provisions for existing growth strategies whether existing provisions could be retained until a new growth strategy is in place.	
One council opposed the requirement to create a new growth strategy and sought to rely on existing growth-management documentation (e.g., district plan).	
Concerned that a mandatory requirement for a new growth strategy is not efficient or effective as it requires a great deal of new work when Council could embed this within existing strategies. Wording requires flexibility for more pathways to undertake plan changes without a mandatory growth strategy.	
Issue of councils joining Future Proof and what happens in the interim.	
Provide greater direction in the objective about what this means for amenity – is it linked to areas of intensification within urban	Additional direction has been added to clarify that this amenity provision relates to areas of intensification (being the largest areas of change) and to explain what amenity is in

environments, rather than all amenity in these areas.	urban environments – however the detail of how this is addressed will be through territorial authority planning.
Issue where there are natural constraints that result in a non-compact urban form due to wanting to avoid intensification in areas subject to hazard risks.	Added to the explanation to policy UFD-P18 (previously 6.20) to clarify that compact urban form and intensified development will only be appropriate in areas free from hazard risk as per other policies and methods in the RPS
APP13 criterion A (previously 6E, A) – it will be difficult for authorities to pick a number.	Given the variety of circumstances within the region, a quantitative criterion for the number of houses or amount of business floor space would be difficult to determine. Tier 3 councils have pointed out that what is significant in one area will not necessarily be significant in another e.g., small towns vs large towns. However, an additional criterion in section 6E is proposed to allow an assessment as to whether the development is making a ‘significant’ contribution to meeting a demonstrated need or shortfall for housing or business floor space as identified in either a Housing and Business Development Capacity Assessment or in council monitoring.
APP13 criterion B (previously 6E) – 5 years is a short timeframe.	This criterion was to allow the developer to demonstrate that they would be able to bring the development to the market in a short time frame, if they want to use this process and gain the benefit of ‘particular regard’ being given to their proposal. However, the five-year timeframe may be difficult to enforce. As such, the wording was amended to ‘short to medium term’.
Concerned about use of the word ‘strategically’	The use of the word ‘strategically’ will enable alignment with the NPS-UD. The NPS-UD objectives cannot be achieved without planning in a strategic and integrated way. It will also allow councils to be set up for the new Strategic Planning Act.
Concern about clarity of whether resource consents can use the out-of-sequence pathway.	The NPS-UD provides an ‘out-of-sequence/unanticipated’ pathway for <u>plan change</u> proposals that provide ‘significant development capacity’ - if the plan change provides for significant development capacity then that capacity can be given ‘particular regard’ (NPS-UD wording). The RPS uses the wording ‘district plans and structure plans’ – so this would for example include plan reviews as well as plan changes. Under the NPS-UD this pathway isn’t available for resource consents so they couldn’t be considered ‘significant’ or be given ‘particular regard’ through this NPS-UD pathway but would need to address the relevant district plan provisions and RPS objectives, policies and principles. Clarification has been added in the explanation to the policy and methods.
Alignment of ‘rural-residential’ wording with National Planning Standards wording of ‘rural lifestyle’.	Whilst the RPS does not mention specific zone names, it is helpful to align the wording with the National Planning standards wording where possible. Added the word ‘lifestyle’ alongside ‘rural-residential’ to address this.
Loosen the timeframe for preparing growth strategies or enable for a timeframe to be determined by each tier 3 Authority with WRC.	No changes proposed. It is considered that the 2-year timeframe is sufficient, particularly given it is 2 years from the operative date of the RPS change. Also, the RPS change allows flexibility in that there is no requirement for a stand-alone strategy which will bring some efficiencies.
Better recognise papakāinga in provisions for urban areas and development outside of growth areas and the development principles. Also amend the definition of papakāinga.	Amend the explanation to policy UFD-P3 (previously 6.4) to clarify and make explicit that papakāinga is addressed through 6.4 and that it covers both in and out of urban areas and growth areas. Papakāinga is covered by existing RPS policy UFD-P3. Any significant changes to the definition or provisions would need to be consulted on with iwi partners, who have not raised any concerns with the current approach.
Include a policy that enables regional and district councils to be joint participants in the development of a	No changes proposed. Tier 3s don’t have to do an HBA under the NPS-UD so it’s already flexible how the capacity

housing and business development plan.	assessment is done. It is not the RPS's place to direct this. It is also unclear what role WRC would be expected to have in this.
There is no direction on the date when a local authority becomes a tier 3 local authority. This requires direction in the regional policy statement – is it when a growth strategy plan is either notified or approved by Council, or is it when a plan change is notified or when it becomes operative?	Add some wording to say “this may be done via a resolution of council” to method UFD-M69 (previously 6.20.1). It is not considered to be WRC's place to decide this.
Clarify meaning of inclusionary zoning in the glossary.	Amend the “in perpetuity” wording to “be retained as affordable for future generations”. The definition for inclusionary zoning in the RPS was developed based on various definitions in literature. The wording is intentional flexible because inclusionary zoning means different things at different scales and in different locations.
Amend method UFD-M63 (previously 6.14.5) to enable housing affordability: - increase of housing supply, housing choice, dwelling typologies and delivery partners.	Add some basic wording to add ‘increase of housing supply, housing choice, dwelling typologies and delivery partners’ as examples of methods that could be used.

In developing the Future Proof strategy throughout 2020 and 2021, the Future Proof partners considered the scope of an RPS change to implement the Future Proof strategy and included this in Appendix 1 of the Future Proof strategy when it went out for public consultation in September 2021.

Future Proof is the first crown-iwi-council urban growth partnership, made up of partners from central government, Waikato-Tainui, tangata whenua, Hamilton City Council, Waikato District Council, Waikato Regional Council, Auckland Council and Waipā District Council. Matamata-Piako District Council has also recently re-joined the partnership.

The Future Proof strategy incorporates the H2A and MSP content. Targeted stakeholder engagement was undertaken in the development of the H2A and MSP, including a series of workshops with stakeholders in mid-2020.

Public consultation on the Future Proof strategy occurred through a Special Consultative Procedure under the Local Government Act 2002. Fifty-four submissions were received on the strategy. One submission related to an element of Appendix 1 (the RPS scope) in relation to highly productive land. This submission was addressed through changes to the Future Proof strategy, which have subsequently been considered as part of the RPS change.

An RPS working group, made up of technical planning staff from Future Proof partner agencies, tested the draft objectives, policies and methods through RPS working group meetings between April and July 2022. Through these workshops, a draft set of the Future Proof provisions were reported back to the Future Proof Policy and Planning Working Group and other Future Proof groups. It was acknowledged that the Future Proof Strategy had not been finalised during the initial working group meetings. The strategy was adopted by the Future Proof Implementation Committee in June 2022 and is intended to be adopted by partner councils in July 2022. The RPS provisions were subsequently developed to accord with the finalised strategy.

Specific feedback provided and response taken is summarised in the table below.

Issue / feedback provided	Response taken
Housing affordability – wording of UFD-O1 (previously 3.12) and	Accessibility is covered by NZ standards, the NZ Building Code and the Local Government Act. Accessibility of urban areas,

<p>whether this should include 'accessible' housing as per amended Future Proof Strategy.</p>	<p>including through design of subdivisions, is covered by district plans and through design and subdivision guidance and requirements.</p> <p>The issue is also covered at a high-level by the well-functioning urban environment requirements, and by the choice and quality wording. By including accessible housing in the Future Proof criteria this will strengthen the strategic response but there doesn't appear to be a further role for the RPS in defining this. There is potentially more that the RPS could do in other areas of accessibility, such as accessible design of streetscape, subdivision layout etc., but this is already addressed in district plans.</p>
<p>Amenity objective IM-O9 (previously 3.21) – ensure wording does not maintain status quo bias.</p>	<p>The amenity objective has been amended as follows to address this concern.</p> <p><u>(a) The qualities and characteristics of areas and features, valued for their contribution to amenity, are maintained or enhanced; and</u></p> <p><u>(b) Where intensification occurs in urban environments, built development results in attractive, healthy, safe and high-quality urban form which responds positively to local context whilst recognising that amenity values change over time in response to the changing needs of people, communities and future generations, and such changes are not, of themselves, an adverse effect.</u></p>
<p>Climate change – be clear about what role this RPS change can have as there are many other options for greenhouse gas reduction which are outside of the scope of the RPS.</p> <p>Consider the role of urban trees in cooling urban environments.</p>	<p>The explanation to policy UFD-P11 (previously 6.14) is clear about what role urban planning can play in the NPS-UD context. This relates to compact urban environments, public and active transport and carparking requirements (carparking being outside the scope of the NPS-UD RPS change as this is a direction from the NPS-UD directly to district plans). Measuring greenhouse gas emissions in terms of urban form and different types of urban form is not currently well documented. Future Proof has an action to look into this further, and work is occurring at a national level on this.</p> <p>In terms of urban trees, the RPS addresses ecosystems services, biodiversity, sustainable design technologies, and landscape values. The proposed change to principle (p) in the APP11 (previously 6A) development principles would also add additional ability to consider ways in which to support reductions in greenhouse gas emissions. Additionally, this is linked to blue-green network concept.</p> <p><u>(p) be appropriate with respect to current and projected future effects of climate change and be designed to allow adaptation to these changes and to support reductions in greenhouse gas emissions within urban environments.</u></p>
<p>Public and active transport - no comments, proposed approach looks fine.</p>	<p>No changes required.</p>
<p>Blue-Green Network – this is an important concept in the updated Future Proof strategy and needs to be addressed. However, it is at a conceptual stage so a method rather than a policy would be more effective at ensuring work is done to embed this concept into sub-regional planning.</p>	<p>A new method has been added to the RPS for Future Proof partners to work together to develop a sub-regional blue-green network strategy.</p>

Future Proof economic corridor – not a role for the RPS, this is a strategy initiative.	No changes required.
Governance collaboration policy UFD-P10 (previously 6.13) – needs to be updated to refer to Future Proof local authorities and make provision for interim arrangements for MPDC joining the partnership.	Policy UFD-P10 and its methods have been amended to update references to Future Proof partners. A new method has been added for interim arrangements for MPDC (and future additional councils joining the partnership).
Policy UFD-P12 (previously 6.15) – density targets for Future Proof area – this could be expanded to address housing supply, typologies and heights in light of policy 3 of the NPS-UD (as amended by the RM Housing Supply Act). Clarification that the densities are minimums (as per wording in the Future Proof strategy), and whether intensification could occur ‘adjacent’ to centres.	Two new clauses have been added to policy UFD-P12 and additional wording added to method UFD-M50 (previously 6.15.1) to address policy 3 matters. Clarification has been added that the densities in the table are minimums. Re: intensification ‘adjacent’ to centres, the wording in policy UFD-P12 has been clarified to ensure it is aligned with the NPS-UD, and therefore uses the terminologies in the NPD-UD which relate to city centre zones and metropolitan centres.
Staging – the NPS-UD requires a responsive approach to out-of-sequence/unanticipated development proposals. The staging mechanism in the RPS needs to be kept up-to-date and needs to provide certainty and flexibility for decision-makers.	The Bay of Plenty RPS and the Canterbury RPS both contain forms of staging. The operative RPS contains staging provisions for residential and industrial. The strategy on its own has less weight in influencing development decisions made through RMA processes than it does when embedded into the RPS. This is one of the reasons that partners have sought to have the Future Proof settlement pattern anchored in the RPS and through appropriate district plan provisions. Additionally, the NPS/UD now requires a responsive approach when considering out-of-sequence/unanticipated development. A staging mechanism has been developed which would allow the staging map to be updated through future FDS processes, and which would ensure consistency with the Future Proof Strategy. Industrial staging is managed via the Strategic Industrial Nodes Table 35.
It is impractical to define what would be a development of a significant scale by specifying an exact number of dwellings or business space delivered.	Given the variety of circumstances within the Future Proof sub-region, a quantitative criterion for number of houses or amount of business floor space would be difficult to determine. Councils have pointed out that what is significant in one area will not necessarily be significant in another e.g., small towns vs large towns. However, an additional criterion in APP13 (previously 6E) is proposed to allow an assessment as to whether the development is making a ‘significant’ contribution to meeting a demonstrated need or shortfall for housing or business floor space as identified in a Housing and Business Development Capacity Assessment.
Include definition for enablement area	No changes proposed. Enablement areas are defined in Future Proof as: “Areas of existing zoned land in urban areas and planned future urban areas as defined by partner strategies”. It is considered it doesn’t need to be defined in the RPS because it is defined on the maps and shaped by the policy itself.

Part C. Part C – Section 32 Analysis

C.1 Scale and significance

Section 32(1)(c) of the RMA sets out that the level of detail contained in a section 32 evaluation report is required to correspond to the scale and significance of the effects that are anticipated from the implementation of the proposal.

For the purposes of section 32(1)(c):

- Scale refers to the scale or reach of the issue (for example, geographical area), the anticipated size or magnitude of the expected effects from the proposal, or both; and
- Significance relates to the importance or impact of the issue (on the environment and/or on the community) that the proposal is intended to respond to, or the significance of the response itself (on the environment and community) i.e., whether it is at a national, regional or local level.

The proposed provisions relate to all tier 1 and tier 3 local authorities in the region. As such, the provisions are at a regional level. The provisions apply to district-wide or sub-regional (Future Proof) level planning and will be an important influence on the future of built development and urban form. The provisions implement the NPS-UD 2020 which has already addressed the efficiency and effectiveness of the main policy approaches through the section 32 report and benefits and costs report prepared for the NPS-UD. As such, this section 32 draws on the analysis undertaken through the NPS-UD development, the work undertaken through the development of the Future Proof Strategy, relevant literature and evidence.

C.2 Examination of objectives

C.2.1 Identification and evaluation of objectives

This section examines the extent to which the proposed objectives are the most appropriate to achieve the purpose of the plan change, the NPS-UD and the Resource Management Act under ss32(1) and 32(3).

Option 1: Retain operative objectives IM-O5 (previously 3.6) - Adapting to Climate Change, UFD-O1 (previously 3.12) - Built Environment, and IM-O9 (previously 3.21) - Amenity	
Criteria	Discussion
Relevance	<p>Retaining these operative objectives would be easy to implement because there would be no changes to the RPS.</p> <ul style="list-style-type: none">• objective IM-O5 (previously 3.6) aligns in part with NPS-UD objective 8, as it sets direction for all land use to be managed to avoid the potential adverse effects of climate change. This is considered to constitute being resilient to the current and future effects of climate change in urban areas. The specific requirement to support reductions in greenhouse gas emissions in urban environments are not addressed in the existing RPS objective, but amendments could be made at the policy and methods level to rectify this.• Objective UFD-O1 (previously 3.12) requires development of the built environment to occur “in an integrated, sustainable and planned manner which enables positive environmental, social, cultural and economic outcomes.” This aligns with objective 1 of the NPS-UD, with ‘sustainable’

	<p>considered to address the matter of timeframes ‘now and into the future’, and ‘outcomes’ considered to be an umbrella term that includes ‘wellbeing’.</p> <ul style="list-style-type: none"> • The specific requirement of the NPS-UD to allow the amenity values of urban environments to develop and change over time may not need to be addressed by an amendment to RPS objective IM-O9 (previously 3.21) and could instead be addressed by amendments at the policy and methods level. <p>In all, it is considered that the operative RPS objectives IM-O5, UFD-O1 and IM-O9 would not be effective because they would not fully align with the NPS-UD and would not reflect the updated Future Proof Strategy. They would not offer complete high-level regional address of nationally identified issues concerning the built environment and growth management.</p>
Feasibility	<p>The operative objectives would result in greater risk and uncertainty in complying with national direction, as the objectives in the RPS would remain out of date to the NPS-UD and Future Proof Strategy. These operative objectives would not align with or support any further provisions (policies and implementation measures) in the RPS amended or introduced to give effect to the NPS-UD and Future Proof Strategy.</p> <p>Retaining these operative objectives is within Council’s powers and responsibilities and would be easy to implement as it wouldn’t require changes to the RPS.</p>
Acceptability	<p>This option would likely have a poor level of political acceptance, or community acceptance, as it would not align with national direction, or the regional direction developed through public engagement to update the Future Proof Strategy.</p>

Option 2.1: Amend objective IM-O5 (previously 3.6) - Adapting to Climate Change to refer to ‘Climate Change’ more holistically by including support for reductions in greenhouse gas emissions within urban environments and ensuring urban environments are resilient to the current and future effects of climate change.

Also ensure consistency with cross-references to objective IM-O5 throughout the whole RPS document.

Criteria	Discussion
Relevance	<p>Under s 62 of the RMA, a regional policy statement must state objectives sought to be achieved, and policies for issues and objectives. It is considered that amending objective IM-O5 (previously 3.6) to broaden its scope to cover the full range of the outcomes that are desired, and not solely relying on an amendment that supports greenhouse gas emissions reduction at the policy/method level with no corresponding text in the higher-level objective, would work to fulfil this RMA requirement. An amended objective IM-O5 would help provide a clear line of sight between objectives, policies and methods.</p> <p>Inclusion of this clause into objective IM-O5 is within scope of higher-level documents, particularly the NPS-UD, which specifically requires in objective 8 that New Zealand’s urban environments support reductions in greenhouse gas emissions and be resilient to the current and future effects of climate change.</p> <p>The amended objective would address issue SRMR-I2 (previously 1.2) Effects of climate change, which refers to the effects of climate change impacting on our ability to provide for our wellbeing, health and safety. The objective is currently focussed largely on adapting to climate change effects, and the amendment adds in the need to support reductions in greenhouse gas emissions within urban environments which has an important role in contributing towards reducing or mitigating the scale of climate change effect. For completeness, the amendment also adds in the wording about being resilient to the current and future effects of climate change in urban environments.</p> <p>The amended objective also addresses issue SRMR-I4 (previously 1.4) - Managing the built environment, which refers to the development of the built environment, including infrastructure, having the potential to positively or negatively impact on our ability to</p>

	<p>sustainability manage resources and provide for our wellbeing. The amendment recognises the importance of the way in which the built environment is developed as a key mechanism to reduce greenhouse gas emissions in the future, e.g., the relationship between land use and transport infrastructure can reduce reliance upon internal combustion engine (ICE) use within urban environments.</p> <p>Inclusion of this clause is in accordance with section 7 of the RMA – other matters which requires particular regard be had to climate change (s7(i) RMA).</p> <p>The amendment is generally in line with the direction of recent RMA amendments that removed the limitation on regional councils to consider the climate change effects of greenhouse gas emissions as a contaminant to the environment and require councils to have regard to any emissions reduction plan or national adaptation plan when developing regional policy statements, regional plans and district plans. This second requirement is legislated to come into force 30 November 2022.</p> <p>Inclusion of this clause into objective IM-O5 will assist council to carry out its statutory functions, particularly the strategic integration of infrastructure with land use through objectives, policies and methods.</p>
Feasibility	<p>Amendments to objective IM-O5 (previously 3.6) are achievable. Given recent changes to the RMA and national direction through the NPS-UD, it is essential to not only look to manage activities so that climate change does not cause significant adverse effects wherever possible, but also look to manage urban environments to reduce greenhouse gas emissions and to create more resilient urban environments.</p> <p>This amended objective would result in reduced risk and uncertainty in complying with national direction, as the objectives section of the RPS would align with the NPS-UD. Management of the built environment and infrastructure which is within Council’s powers, skills and resources.</p>
Acceptability	<p>This amended objective would likely have a high level of political acceptance, or community acceptance, as it would align with both national direction and the regional direction developed through public engagement to update the Future Proof Strategy.</p>

Option 2.2: Amend objective UFD-O1 (previously 3.12) - Built Environment to address urban environments specifically and include reference to:

- l) strategically planning for growth and development to create responsive and well-functioning urban environments, that:
- i) support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change;
 - ii) improve housing choice, quality, and affordability;
 - iii) enable a variety of homes that enable Māori to express their cultural traditions and norms;
 - iv) ensure sufficient development capacity, supported by integrated infrastructure provision, for identified housing and business needs in the short, medium and long term;
 - v) improves connectivity within urban areas, particularly by active transport and public transport;
 - (vi) take into account the values and aspirations of hapū and iwi for urban development.
- Insert cross-references to policies LF-P3 (previously 8.3) and LF-P5 (previously 8.5).

Criteria	Discussion
Relevance	<p>Amending objective UFD-O1 (previously 3.12) to broaden its scope to cover the full range of the outcomes anticipated to be achieved by the new policies that are to be introduced beneath it, would help provide a clear line of sight between objectives, policies and methods of the RPS.</p> <p>This amended objective would be effective because it would align with the NPS-UD and would reflect the updated Future Proof Strategy. By including matters raised in the objectives of the NPS-UD, this amended objective would address nationally identified issues concerning the built environment and growth management, including creating responsive and well-functioning urban environments.</p>

	<p>Objective UFD-O1 could be amended to better give effect to NPS-UD objectives 1 – 8 by:</p> <ul style="list-style-type: none"> • including reference to the concept of ‘well-functioning urban environments’. • including provision for improving housing choice, quality, and affordability in urban environments. • ensuring sufficient development capacity for identified housing and business needs in the short, medium and long term in urban environments. This would have the effect of enabling growth/development in the most suitable locations. • highlighting that planning for growth and development should work to create ‘responsive’ urban environments. • including provision to take into account the values and aspirations of iwi and hapū. • making reference to the need to ‘strategically’ plan for growth and development of urban environments. • including support for reductions in greenhouse gas emissions in urban environments and ensuring urban environments are resilient to the current and future effects of climate change. <p>It was considered whether this objective should include “taking into account the principles of Te Tiriti o Waitangi,” however, this point would repeat the wording of s8 of the RMA. Any rule or policy prepared under the RMA must already consider this, and thus it not considered necessary to include it in this objective.</p> <p>This amended objective would continue to achieve the purpose of the RMA (ss 5 to 8) and assist the Council in carrying out its statutory functions (s30).</p> <p>The objective would remain within the scope of higher-level documents, with amendments giving effect to the NPS-UD.</p>
Feasibility	<p>This amended objective would result in reduced risk and uncertainty in complying with national direction, as the objectives section of the RPS would align with the NPS-UD and Future Proof Strategy. This amended objective would align with and support further provisions (policies and methods) in the RPS amended or introduced to give effect to the NPS-UD and Future Proof Strategy.</p> <p>Amending this objective is within Council’s powers and responsibilities.</p>
Acceptability	<p>This amended objective would likely have a high level of political acceptance, or community acceptance, as it would align with both national direction and the regional direction developed through public engagement to update the Future Proof Strategy.</p>

<p>Amend objective IM-O9 (previously 3.21) as follows:</p> <p>(a) The qualities and characteristics of areas and features, valued for their contribution to amenity, are maintained or enhanced; <u>and</u></p> <p>(b) Where intensification occurs in urban environments, built development results in attractive, healthy, safe and high-quality urban form which responds positively to local context whilst recognising that amenity values change over time in response to the changing needs of people, communities and future generations, and such changes are not, of themselves, an adverse effect.</p>	
Criteria	Discussion
Relevance	<p>RPS objective IM-O9 (previously 3.21) could be amended to work to achieve NPS-UD objective 4 relating to the changing nature of amenity values over time.</p> <p>This amendment would involve including text that recognises and allows for amenity in urban environments to develop and change over time in response to the changing</p>

	<p>needs of people, communities and future generations, and reference a key part of NPS-UD policy 6 that amenity changes are not, of themselves, an adverse effect. This amended objective would be effective because it would remain within the scope of higher-level documents and provide for alignment with the NPS-UD.</p> <p>This amended objective would continue to achieve the purpose of the RMA (ss 5 to 8) and assist the Council in carrying out its statutory functions (s30). Drafting the amended objective in this format, using the conjunction, 'whilst' ensures that even in urban environments where amenity can develop and change, RMA s 7(c) which requires all persons exercising functions and powers under it to have particular regard to the maintenance and enhancement of amenity values, continues to be achieved.</p>
Feasibility	<p>This amended objective would result in reduced risk and uncertainty in complying with national direction, as the objectives of the RPS would align with the NPS-UD. This amended objective would align with and support further provisions (policies and methods) in the RPS amended or introduced to give effect to the NPS-UD.</p> <p>An alternative amendment to the objective, which consisted of two sub-clauses, was discredited due to its potential to cause confusion between seemingly contrasting direction to 'maintain or enhance' and to 'recognise change in values over time'.</p> <p>Amending this objective is within Council's powers and responsibilities.</p>
Acceptability	<p>This amended objective would likely have a high level of political acceptance, or community acceptance, as it would align with national direction.</p>

C.2.2 Selection of the most appropriate objective

Objective Option	Appropriateness Rating	Selected Yes/No
Option 1: Retain operative objectives	Low	No
Option 2.1: Amended objective IM-O5 (previously 3.6) - Climate Change	High	Yes
Option 2.2: Amended objective UFD-O1 (previously 3.12) - Built Environment	High	Yes
Option 2.3 Amended objective IM-O9 (previously 3.21) - Amenity	High	Yes

C.2.3 Summary and principal reasons for selection

Amending objective IM-O5 (previously 3.6) - Adapting to Climate Change, objective UFD-O1 (previously 3.12) - Built Environment, and objective IM-O9 (previously 3.21) - Amenity is considered to be the most appropriate approach to address the requirements of the NPS-UD, the updated Future Proof Strategy and to achieve the purpose and principles of the RMA in accordance with s32(1)(a) of the RMA.

By including matters raised in the objectives of the NPS-UD, these amended objectives would address nationally identified issues concerning the built environment and growth management, including creating responsive and well-functioning urban environments.

The amended objectives would result in reduced risk and uncertainty in complying with national direction, as the objectives of the RPS would align with the NPS-UD. The amended objectives would align with and support further provisions (policies and methods) in the RPS amended or introduced to give effect to the NPS-UD. Amending the objectives is within Council's powers and responsibilities.

The amended objectives would likely have a high level of political and community acceptance, as they would align with national direction.

While retaining the operative objectives would be easy to implement, this option would be out-of-date, not fully align with the NPS-UD and would not reflect the updated Future Proof Strategy. It would therefore have higher risk and uncertainty, and lower acceptability and would not meet the council’s legal obligations under the RMA 1991.

The report author is satisfied for the above reasons that amending objective IM-O5 -Adapting to Climate Change, objective UFD-O1 - Built Environment, and objective IM-O9 - Amenity as proposed are the most appropriate way to achieve the purpose of the Act.

C.3 Provisions

This section examines the reasonably practicable options for achieving the objectives and whether these are the most appropriate way to achieve the objectives by examining the efficiency and effectiveness of these options in accordance with s32(1)(b) and s32(2) of the RMA.

Section 10.1 assesses the reasonably practicable options for achieving the objectives and their overall effectiveness under s32(1)(b)(i)-(iii) RMA, which is summarised in section 10.2.

Section 10.3 identifies and assesses the benefits and costs of the environmental, economic, social and cultural effects that are anticipated in accordance with s32(2) of the RMA to support the assessment of efficiency and effectiveness of the provisions in achieving the objectives under s32(1)(b)(ii), whilst section 10.4 assesses risk based on certainty and sufficiency of information under s32(2)(c) RMA. The efficiency and effectiveness of the provisions is summarised in section 10.5.

C.3.1 Identification of reasonably practicable options for achieving the objectives

This section examines whether the provisions in the proposal are the most appropriate way to achieve the objectives by identifying reasonably practicable options for achieving the objectives, assessing the efficiency and effectiveness of the provisions in achieving the objectives and summarising the reasons for deciding on the provisions, under s32(1)(b)(i)-(iii) RMA.

C.3.1.1 Urban Form and Development

The general built environment policies UFD-P1 – UFD-P6, and policies CE-P1, EIT-P1 – EIT-P2 (previously 6.1 to 6.9), and the Development Principles of APP11 (previously 6A), are applicable to all of tier 1 local authorities, tier 3 local authorities, and local authorities that have no tier according to the NPS-UD. They manage the whole of the ‘built environment’, which is broader than urban environments, and apply to development in the built environment within tier 1 and 3 local authorities that is outside of an urban environment.

Urban Form and Development - Option One: Retain policies UFD-P1 – UFD-P6, CE-P1, and EIT-P1 – EIT-P2 (previously 6.1 to 6.9), and APP11 (previously 6A) - Development Principles, in their entirety with no changes.	
Criteria	Discussion
Relevance	<p>This option would be easy to implement because there would be no changes to the RPS urban form and development policies.</p> <p>This option would not be effective. The general built environment provisions work alongside the tier 3 and Future Proof policies of the Urban form and development chapter (previously chapter 6) to provide a regional approach to managing the built environment. As such, no changes to the built environment policies, which are inherently related to the urban environment policies, would result in them no longer working well or referencing the approach in the more specific policies for tier 3 areas and Future proof.</p>

	As other policies of the Urban form and development chapter are amended to better give effect to the NPS-UD and updated Future Proof Strategy, directions given by policies UFD-P1 – UFD-P6, CE-P1, and EIT-P1 – EIT-P2 (previously 6.1 to 6.9), and APP11 (previously 6A), if retained as in the operative RPS 2016, could cause contradictions or misalignments with the new text.
Feasibility	<p>This option is within Council’s powers and responsibilities and would be easy to implement as it wouldn’t require changes to the RPS general built environment policies.</p> <p>This option would result in greater risk and uncertainty of achieving objectives, as the relationship between the general built environment policies and those relating to tier 3 local authorities and future proof local authorities would be less clear.</p>
Acceptability	This option might have a degree of political and community acceptance in some areas as it avoids the need to make changes to parts of the RPS that are well understood. Conversely, this option could have a poor level of political and community acceptance where changes are required to better align with national and regional direction developed through public engagement to update the Future Proof Strategy and to give effect to the NPS-UD.
Benefits	<p>There would be few benefits to this approach as it would not achieve the objective (a significant flaw).</p> <p>There would be lower financial costs to this option as it avoids changing the RPS general built environment policies.</p>
Costs	<p>There would be higher financial costs associated with this option arising from a Schedule 1 process to agree changes to these policies.</p> <p>There may be costs arising from lack of clarity between these policies and the Future Proof and tier 3 policies, leading to a greater level of debate through development proposals.</p>
<p>Summary: This option would not be efficient and effective at giving effect to the NPS-UD or achieve the objectives. There would be few benefits to this approach.</p>	

Urban Form and Development - Option Two: Make clarification and cross-referencing changes to the general built environment provisions; policies UFD-P1 – UFD-P6, CE-P1, and EIT-P1 – EIT-P2 (previously 6.1 to 6.9), and APP11 (previously 6A) – Development Principles.

Amend methods relating to policy UFD-P1 (previously 6.1) and the subsequent explanation to clarify the relationship between growth strategies, urban development planning and information to support new urban development and subdivision.

- **UFD-M6 (previously 6.1.6): In areas where significant growth is occurring or anticipated, territorial authorities should, and tier 1 and 3 territorial authorities shall, develop and maintain growth strategies or equivalent which identify a spatial pattern of land use and infrastructure development and staging for at least a 30-year period.**
- **UFD-M7 (previously 6.1.7): Territorial authorities should ensure that before land is rezoned for urban development, urban development planning mechanisms such as structure plans and town plans are produced, which ... give effect to any council-approved growth strategy or equivalent council-approved strategies and plans ...**
- **UFD-M8 (previously 6.1.8): District plan zoning for new urban development ... shall be supported by information which identifies ... how the proposal recognises and provides for any council-approved growth strategy or equivalent council-approved strategies and plans, and any development planning mechanisms such as structure plans and town plans; ...**
- **UFD-M9 (previously 6.1.9): Where development planning mechanisms, such as structure plans, and town plans, and growth strategies are being produced, territorial authorities, should ensure that [stakeholders] are provided the opportunity to have meaningful involvement in development planning.**

Amend policy UFD-P2 (previously 6.3) to ensure development and maintenance of growth strategies as required for tier 3 local authorities as set out in policy UFD-P18 (previously 6.20) and its associated methods.

Amend method EIT-M4 (previously 6.6.4), Maps 25 and 26 (previously 6-1 and 6-1A), and the explanation to this method to refer to the requirements of the Land Transport Management Act, and to refer to the latest Regional Land Transport Plan 2021-2051 and to the Land Transport Management Act 2003.

Amend methods related to policy UFD-P6 (previously 6.9) to require territorial authorities to keep records on demand and supply of dwellings, prices of dwellings, rents of dwellings, housing affordability, development capacity realised, and available data on business land for tier 1 and 3 local authorities.

Replace the direction, "new development should" preceding the Development Principles listed in APP11 (previously 6A) with "The general development principles for new development are:"

Add a cross-reference from policy LF-P5 (previously 8.5) - Waikato River catchment to objective UFD-O1 (previously 3.12).

Criteria	Discussion
Relevance	<p>This option would be effective because it would ensure the existing policy for planned and co-ordinated subdivision, use and development in the general built environment, and its related methods, interact with the new framework for tier 1 and 3 local authorities created under new policies. The amended methods would provide consistency with the rest of the proposed changes and align with the updated objectives.</p> <p>Removing the direction, "new development should" preceding the Development Principles listed in APP11 (previously 6A), will ensure that the strength of consideration of the matters can be set at the policy level and can vary depending on the context of development, such as whether it is being strategically planned ahead of time, or is either within or outside an urban environment.</p>

C.3.1.2 Tier 3

	<p>The Regional Land Transport Plan has been superseded by the 2021 version. Updating the references to the Regional Land Transport Plan 2021-2051 will be effective to ensure land use planning is aligned with the current transport planning. Minor changes have been made to the RPS wording to reflect wording changes in the Regional Land Transport Plan 2021-2051. Clarifying the wording around the Land Transport Management Act makes it clear that any RLTP must meet the requirements of the LTMA, including giving effect to the Government Policy Statement on Land Transport.</p> <p>Adding a cross-reference between the Waikato River catchment policy and the Built Environment objective UFD-O1 (previously 3.12) would assist in making this linkage more explicit.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities.</p> <p>This option would result in reduced risk and uncertainty of achieving objectives, as the relationship between the general built environment policies and those relating to tier 3 local authorities and Future Proof local authorities would be clearer.</p>
Acceptability	<p>This option might have a degree of political and community acceptance in some areas as it helps clarify relationships and interactions between policies and frameworks set by the RPS and helps create a clear and flowing document.</p> <p>Conversely, this option could have a poor level of political and community acceptance where changes are required to better align with national and regional direction developed through public engagement to update the Future Proof Strategy and to give effect to the NPS-UD.</p>
Benefits	<p>This option will provide clarity for plan users when interpreting the policies and methods in relation to the new requirements added in accordance with the NPS-UD. It will mean that elements of the built environment policies and methods which only apply to tier 1 and 3 local authorities will be clarified. This will mean that the policies and methods will be more effectively implemented.</p>
Costs	<p>No costs have been identified with amending these provisions except the cost of the RPS change itself, which is necessary due to the requirements of the NPS-UD.</p>
<p>Summary</p> <p>The proposed changes will be effective at implementing the amended objectives and ensuring it is clear how the general policies and methods for the built environment will interact with the more specific policies and methods for tier 1 and 3 local authorities and urban environments as required by the NPS-UD.</p>	

local authority provisions

The NPS-UD requires that any local authority with tier 3 urban environments will need to comply with the broad objectives and policies applying to all urban environments.

An urban environment as defined by the NPS-UD is any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:

- a. is, or is intended to be, predominantly urban in character; and
- b. is, or is intended to be, part of a housing and labour market of at least 10,000 people.

This definition was applied and tested with all local authorities in the Waikato Region outside of the Future Proof Strategy sub-region. It was determined by the relevant councils that the following local authorities have tier 3 urban environments:

- Taupō District Council, as Taupō exceeds 10,000 people.
- South Waikato District Council, as Tokoroa exceeds 10,000 people.

- Matamata-Piako District Council as both Matamata and Morrinsville have functional urban areas that have or are very soon projected to have population growth and urban development exceeding 10,000 people.

The Operative RPS does not contain provisions specific to tier 3 local authorities. It does however contain three policies relating to growth planning for three districts outside of the Future Proof Strategy 2009 area. These are policy UFD-P7 (previously 6.10) - Implementing the Coromandel Peninsula Blueprint, policy UFD-P8 (previously 6.11) - Implementing Taupo District 2050, and policy UFD-P9 (previously 6.12) - Implementing Franklin District Growth Strategy.

Tier 3 - Option One: Amend policies UFD-P7 – UFD-P9 (previously 6.10 - 6.12) such that existing growth strategy provisions are modified to give effect to the tier 3 requirements in the NPS-UD and insert a new policy to manage strategic planning of growth for other tier 3 councils.	
Criteria	Discussion
Relevance	<p>The Franklin District Growth Strategy, Taupō 2050, and the Coromandel Blueprint are referenced in the current RPS 2016, however, this has caused some complications as TA growth strategies have been subsequently revised, or are no longer used to manage growth, but the RPS has not been updated. Further, it is unlikely that the existing growth strategies fulfil all requirements of growth management outlined by the NPS-UD at this stage. They also don't all correspond with the districts that are tier 3 local authorities.</p> <p>Policies UFD-P7 – UFD-P9 (previously 6.10 - 6.12) will therefore require amendments to ensure they give effect to the tier 3 requirements in the NPS-UD and are effective in achieving the objectives. Meanwhile, a new policy will be necessary to manage strategic planning of growth of other tier 3 councils that do not already have a policy relating to an existing growth strategy. This option could result in inconsistent content in the RPS for tier 3 growth strategies or their equivalents.</p> <p>This option could be effective to give effect to the NPS-UD but would likely result in some confusion for the community and councils because the RPS provisions would differ depending on the TA.</p> <p>This option would not address existing issues arising from inflexible RPS provisions that are not able to change easily as TA growth strategies are updated.</p>
Feasibility	<p>This option is within Council's powers and responsibilities.</p> <p>This option could be feasible but would result in potential risk and uncertainty of achieving objectives, as the relationship between tier 3 provisions and existing growth strategies would be disjointed and confusing, and potentially not give effect to the NPS-UD.</p>
Acceptability	<p>This approach is unlikely to have a high degree of acceptability by Councils with existing growth strategies in the RPS, which have indicated they do not wish to retain specific policies about their growth strategies in the RPS as the existing provisions rapidly became out of date.</p> <p>This option might have a degree of political and community acceptance in some areas as it avoids the need to make changes to parts of the RPS that are already understood.</p>
Benefits	There are few benefits to this approach.
Costs	This option could be more costly than other options because it is likely that a second plan change would be required in order to update the Coromandel Blueprint, and Taupō 2050 policies once they have been updated to give effect to the NPS-UD.
Summary:	

This approach would only achieve the basic requirements of the NPS-UD relating tier 3 local authorities and urban environments. It is unlikely to be supported by tier 3 local authorities and may cause confusion because the existing provisions would not work well with other amendments.

Tier 3 - Option Two: Detailed provisions setting out where tier 3 urban environments are and where growth will occur.

Criteria	Discussion
Relevance	<p>This option would involve mapping of urban enablement areas and boundaries, similar to the approach being developed by Future Proof to identify and classify urban environments and manage growth within the sub-region.</p> <p>This option would be effective at providing very clear direction about where urban environments are and where growth is intended to occur, similar to the Future Proof sub-region, and therefore be very clear at supporting discussions about significant unintended or out of sequence growth.</p> <p>This option would be effective at achieving objective UFD-O1 (previously 3.12) relating to strategic planning for growth of urban environments as it maps out the development pattern and provides a strategic plan for growth of urban environments.</p> <p>This option would not be easy to implement or very effective given the NPS-UD timeframes, as the planning work has not been undertaken by all tier 3 TAs to be able to identify, classify and map urban environments in tier 3 local authorities outside of the Future Proof Strategy sub-region.</p> <p>For tier 3 local authorities, mapping urban environments would become out of date quickly and one authority indicated they did not intend to map urban environments.</p>
Feasibility	<p>The work has not been completed by local authorities to support mapping in this level of detail. If this option were to be used it would need to be considered how to define the physical boundaries of these areas, whether this go down to property level and whether councils have sufficient information to be able to do this. There would also need to be a mechanism to amend this in future.</p>
Acceptability	<p>This approach is unlikely to have a high degree of acceptability by tier 3 local authorities which have indicated flexibility is required in the RPS to ensure provisions do not become out of date.</p> <p>This option might have a degree of political and community acceptance in some areas as it would clearly articulate future growth intentions for tier 3 environments. Conversely, this option could have a poor level of political and community acceptance if the provisions are too restrictive and/or become out of date quickly.</p>
Benefits	<p>A key benefit of this option is that it would ensure clarity by setting out where exactly tier 3 urban environments are and where growth will occur within the RPS in a similar manner to the Future Proof sub-region.</p> <p>This option would no longer rely on references to out-of-date growth strategies.</p> <p>There are environmental, social and cultural benefits from having an agreed growth strategy that sets out areas of growth and areas to be avoided so that development can occur in an efficient and agreed way, with buy in from the community due to the strategy being developed in line with local government engagement processes.</p>
Costs	<p>This option would involve a substantial amount of work and high costs upfront for tier 3 authorities to determine where future growth will occur in order for these to be set out and mapped in the RPS.</p>

	<p>There may be high costs associated with this option if the provisions become out of date and require another update in some years' time. This option would not allow for change to occur over time except via a plan change.</p> <p>Tier 3 authorities have indicated to staff that this option is too inflexible and thus choosing this option may create tensions in those relationships.</p>
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Summary:
This option would be effective at giving effect to the requirements of the NPS-UD and provide clarity on growth areas in tier 3 urban environments. However, it would involve high costs to develop the provisions and is unlikely to have a high degree of acceptability from tier 3 local authorities.

Tier 3 - Option Three: Create new provisions to require tier 3 local authority councils to address the NPS-UD requirements via strategic planning and growth strategies or equivalent council-approved strategies and plan.

This option would delete RPS policies UFD-P7, UFD-P8 and UFD-P9 (previously 6.10, 6.11 and 6.12) and associated methods, and replace them with new policies that provide regional direction on how tier 3 local authorities shall manage development.

New policy UFD-P18 (previously 6.20): Tier 3 local authority areas outside the Future Proof Strategy that includes the following requirements for management of new urban development:

- **Recognise and provide for an intended urban development pattern via a growth strategy or equivalent council-approved strategies or plans.**
- **Contributes towards sufficient development capacity for housing and business land.**
- **Focus development around existing settlements and prevent a dispersed settlement pattern.**
- **Avoids cumulative effects and fragmentation and recognises development constraints.**
- **Appropriate infrastructure.**
- **Alignment with section 6A development principles.**
- **Alignment with NPS-UD requirements for tier 3 urban environments.**

New methods requiring:

- **Tier 3 local authorities to prepare a new or updated council-approved growth strategy, or equivalent council-approved plans and strategies which must be developed through a non-RMA special consultative procedure or a Schedule 1 RMA process within 2 years of the plan change.**
- **District Plans to give effect to policy 6.20**
- **Consideration of methods to improve housing affordability where this is an issue.**
- **Interim arrangements for Future Proof tier 3 local authorities that are not yet included in the Future Proof Strategy.**

New policy UFD-P19 (previously 6.21): Being responsive to significant unintended and out of sequence growth within tier 3 local environments, which sets out when district plans and structure plans can consider out of sequence or unanticipated development proposals, including:

- **Alignment with APP11 (previously 6A) development principles**
- **Alignment with APP14 (previously 6F) responsive planning criteria**

New method UFD-M74 (previously 6.21.1) which provides further detail about the process to consider alternative urban land release or timing of that release.

Criteria	Discussion
Relevance	By deleting RPS policies UFD-P7, UFD-P8 and UFD-P9 (previously 6.10, 6.11 and 6.12) and supporting methods, this option would ensure the removal of policies

	<p>from the RPS that reference the Coromandel Blueprint and Taupō 2050, both of which are now out-of-date and have caused uncertainty in decision-making.</p> <p>By inserting new policy UFD-P18 (previously 6.20) and the supporting methods, this option provides a consistent process, rather than an output, which guides how strategic planning for growth of urban environments is to be undertaken in a way that gives effect to the NPS-UD and is broadly consistent across tier 3 local authorities. It supports the use of proactive strategic planning which is an effective technique to achieve desired outcomes from development of the built environment.</p> <p>This option would be effective, whilst also being pragmatic, as it provides flexibility for tier 3 local authorities to determine with their communities what the plan is for growth, rather than predetermining this in the RPS. It also recognises differing resource levels within different councils and so provides options for how the local authority would develop with the community what the strategic plan is for growth, either through a growth strategy or equivalent plans and strategies. However, it does require these to be Council-approved and to have gone through a public non-RMA special consultative procedure or schedule 1 RMA process to ensure community input and visibility into the strategic plan for growth.</p> <p>This option also provides direction around housing affordability and interim arrangements to assist Councils and the community understand what happens until a council-approved growth strategy or equivalent council-approved strategies and plans are development, and also when changes occur to the Future Proof partnership.</p> <p>By inserting new policy UFD-P19 (previously 6.21), method UFD-M74 (previously 6.21.1) and APP14 (previously 6F) criteria, this option enables Councils to be responsive to significant out-of-sequence and unintended growth as required by the NPS-UD, as there needs to be some form of agreed growth plan in order to be able to be responsive to unplanned growth. It also provides certainty about the process for developments to seek approval for significant out-of-sequence and unintended growth.</p> <p>Overall, this option would be effective at achieving the objective as it sets out how local authorities are to plan for development both within the local authority as a whole and within urban environments, and how they will respond to the requirement to be responsive to significant out-of-sequence and unanticipated growth. This option retains the requirement for development of the built environment to occur in an integrated, sustainable and planned manner. The package of provisions is supported by encouraging good development planning processes that are guided by sound development principles. This addresses, in particular, the amended objective UFD-O1 (previously 3.12) relating to strategic planning for growth of urban environments.</p> <p>This policy package, by establishing development principles and ensuring good strategic development planning processes are in place, will also support in part, objectives IM-O1, IM-O2, IM-O3, EIT-O1, IM-O5, IM-O8 and IM-O9 (previously 3.1, 3.2, 3.3, 3.5, 3.6, 3.10, and 3.21).</p>
<p>Feasibility</p>	<p>This option is within Council’s powers and responsibilities.</p> <p>It requires tier 3 local authority resources to prepare or update/revise existing growth strategies or equivalent council-approved strategies or plans. In the case of the Waikato region, those authorities that are considered tier 3 already have, or are developing or updating, plans and strategies to manage growth and as such is considered within Council’s resources. The flexibility provided by the wording ‘or equivalent council-approved strategies or plans’ provides flexibility for Councils to work out the best tools for the job within the resources available and within the uncertainty of resource management and local government reform.</p>

	<p>This option provides certainty, as it is focussed on local authorities managing growth using a methodology that provides consistency of outcome across tier 3 local authorities. It also provides an agreed understanding of the 'intended' urban development pattern and reinforces at a regional level the way in which growth within urban environments is intended to be managed.</p> <p>The policies place requirements on local authorities to determine the intended growth pattern and is able to be implemented, monitored and enforced at a local authority level.</p>
Acceptability	<p>Given that this option would be addressing national direction, has been discussed and workshopped with tier 3 local authorities in the development of the policies, and will support tier 3 local authorities to determine their own future growth patterns, it is likely that this option would be politically acceptable.</p> <p>Feedback received from council staff from councils outside of the Future Proof sub-region indicated that overarching growth policies rather than reference to specific growth strategies would likely be more acceptable given that the existing references in policies UFD-P7 – UFD-P9 (previously 6.10 – 6.12) are out-of-date and therefore have caused uncertainty in decision-making. This option, in contrast, provides flexibility by defining the process rather than the output within policies.</p> <p>Many aspects of how growth is to be managed in the policies are not dissimilar to the way in which the RPS already directs growth to be managed, with growth intended to be integrated with infrastructure provision, focused around existing urban areas, and avoiding urban and rural-residential development in the rural environment. As such there is likely to be a level of community acceptance of these aspects of the provisions.</p> <p>The level of community acceptance for new aspects of the policies, particularly those aspects relating to changing amenity values within urban environments, may have a lower level of community acceptance, but are a clear direction of the NPS-UD.</p>
Benefits	<p>A benefit of this option is that it removes references to out-of-date growth strategies and provides a policy framework for the development of growth strategies that meet agreed criteria.</p> <p>This option provides certainty through a regionally consistent direction on the process to give effect to the NPS-UD in tier 3 local authorities and the process to assess significant unintended and out of sequence development proposals.</p> <p>There are environmental, social and cultural benefits from having an agreed growth strategy that sets out areas of growth and areas to be avoided so that development can occur in an efficient and agreed way, with buy in from the community due to the strategy being developed in line with local government engagement processes.</p> <p>This option allows for change to occur over time, as the provisions set out a method, rather than referring to an output, which determines when other urban areas or local authorities will become tier 3. It also sets out clear requirements for those local authorities about the work that will be required, in the form of growth management, once they become classified as 'tier 3'.</p> <p>Provision for "or equivalent" allows for local authorities to choose to utilise existing growth management documents plus some new supporting documentation, rather than undertaking a whole new and costly process for developing a specific growth strategy.</p>
Costs	<p>There are financial costs associated with plan change processes to embed this approach in the RPS. There are also financial costs to local authorities to develop growth strategies or equivalent in accordance with these policies.</p>

Summary:

This option would be effective at achieving the objectives and meeting the requirements of the NPS-UD. It is the preferred option of the tier 3 local authorities as it provides a balance between providing clarity and certainty and allowing for flexibility. There are financial costs associated with this option, both in provision development and implementation but it is considered these are necessary and outweighed by the benefits.

C.3.1.3 Future Proof provisions

The Regional Policy Statement contains a number of policies and methods which are specific to the Future Proof sub-region. The Future Proof sub-region is the area encompassed by Waikato District, Hamilton City, and Waipā District Council jurisdiction. The Future Proof strategy has been developed by the Future Proof partners, including the territorial authorities, Waikato Regional Council, central government, Waikato-Tainui and tangata whenua. Matamata-Piako District Council has recently re-joined the partnership. The Future Proof strategy does not include Matamata-Piako district at this time but it will be updated to incorporate that area during the development of the Future Development Strategy in 2023/24.

Policy UFD-P10 (previously 6.13) encourages the Future Proof partners to work collaboratively with respect to growth management in the specified area. Methods include that governance structures are in place and adequate resources are provided to implement the actions in the strategy.

Policy UFD-P11 (previously 6.14) ensures that the Future Proof settlement pattern is established, so that urban development occurs in accordance with it. The policy currently provides some flexibility for district plan and structure plan processes that are outside of the settlement pattern. Methods provide for implementation of the settlement pattern through district plan and other processes.

Policy UFD-P12 (previously 6.15) promotes more intensive development to support planned and sustainable urban development by encouraging more compact development. The methods for policy UFD-P12 seek to ensure that the approach is included in district plans, and that the Future Proof councils advocate for this approach, as well as setting a target of 50 per cent of growth to be through infill and intensification in Hamilton City council's area.

Policy UFD-P13 (previously 6.16) aims to encourage and consolidate future commercial activity in existing commercial centres, supported by a table which identifies the main centres where commercial development is to occur. It allows new commercial centres to develop only where specified adverse effects are avoided. It also supports a functional hierarchy of existing commercial centres so that development in one centre does not reduce the functions being performed by other centres.

Policy UFD-P14 (previously 6.17) addresses strong pressure for rural-residential development in the Future Proof area, to address adverse effects associated with rural-residential development when it is not well-managed.

Policies UFD-P15 and UFD-P16 (previously 6.18 and 6.19) provide for information, reporting and review requirements in the Future Proof area.

The provisions implement the 2009 Future Proof strategy. The strategy was partially reviewed in 2017. A second review phase has now been completed as outlined in section 6.3 above. The provisions in the RPS are now being reviewed to consider the most appropriate way to address the updated Future Proof strategy provisions.

Future Proof – Option One: Rely on existing provisions and make minimal changes to incorporate the NPS-UD requirements.	
This option would not update the Future Proof policies and methods to incorporate the updated Future Proof strategy, but amendments would be made where necessary to incorporate NPS-UD requirements.	
Criteria	Discussion
Relevance	<p>This option would be easy to implement because there would be minimal changes to the RPS outside of the NPS requirements. However, in order to reflect the updated Future Proof Strategy, it would be necessary to undertake a separate plan change, which would potentially lead to duplication of effort and cost as a result of two separate plan change processes, resulting in an inefficient process overall.</p> <p>This option could be effective in achieving the objectives and compliance with the NPS-UD but would not reflect the updated Future Proof Strategy. This option would not provide for a comprehensive approach as there would be some misalignment between the existing 2009 Future Proof provisions (which would remain in the RPS under this option), and the requirements of the NPS-UD. This could create confusion and would not be an effective way to provide for integrated growth management planning for the sub-region.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities. This option would be easy to implement in that it would minimise the number of changes to the RPS required to implement the NPS.</p> <p>There may be some duplication of resources because a separate plan change for Future Proof would be required, resulting in an inefficient process overall.</p>
Acceptability	<p>Given that this option would be addressing national direction it is likely that this option would be politically acceptable as it is a statutory requirement.</p> <p>The Future Proof partners’ expectation is that the RPS will be updated to reflect the updated Future Proof Strategy – this option would not provide for this and would not be acceptable to the Future Proof partnership.</p>
Benefits	<p>This option would potentially avoid duplication of process. Future Proof will need to be updated again by 2024 to address the requirements of the NPS-UD for a Future Development Strategy, and any changes to growth policies could potentially be addressed in one plan change at that stage.</p>
Costs	<p>This option would not address concerns that have been raised in relation to policies specific to Future Proof. There would be a lack of certainty in relation to growth in these areas as a result. Council staff have indicated that this option is not the preferred option.</p> <p>This option would likely create tensions within the Future Proof partnership, whose expectation is that the RPS will be updated to reflect the updated Future Proof Strategy.</p> <p>Despite the benefits mentioned above about duplication of process, there have recently been RMA processes where the Future Proof policies in the RPS have been questioned because they do not reflect the 2017 Future Proof Strategy (which was Phase One of the Future Proof Strategy update). Should there be a delay in updating the Future Proof policies in the RPS until 2024, this could result in significant uncertainty and potentially costly RMA processes where the policy requirements for the built environment could be re-litigated in plan changes and resource consents because they haven’t been addressed at the RPS level.</p> <p>This option could result in some confusion for the community because the existing Future Proof policies would not integrate well with any amendments to other RPS policies to give effect to the NPS-UD. For example, the NPS-UD requires the RPS to enable higher densities in certain locations, which is more specific and directive</p>

	than existing policies in the RPS. If general policies were changed but the Future Proof policies were not changed, there would likely be some inconsistencies. This option would not be effective at implementing the agreed Future Proof settlement pattern.
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Summary:

This option would be somewhat effective at giving effect to the NPS-UD requirements, but it would not address the updated Future Proof Strategy and would not result in an integrated approach to addressing the objectives. It may be more costly as a result because a separate plan change may be required for the Future Proof component. The Future Proof settlement pattern would not be effectively implemented under this option.

Future Proof – Option Two: Broad policy references to Future Proof only.

This option would include broad policies and would not set out the spatial framework of the updated Future Proof Strategy.

Criteria	Discussion
Relevance	<p>This option would be effective in achieving compliance with the NPS-UD but would not be effective at reflecting the updated Future Proof Strategy.</p> <p>There is a risk that relying only on overarching growth policies would remove the strength of location and sequencing provisions used in the Waikato RPS for Future Proof. These types of provisions for managing growth are used in other regions in NZ, particularly when managing sub-regional growth involving partnerships across multiple councils. For example, Bay of Plenty, and Canterbury use some type of settlement pattern and urban limit in their statutory RPS/Unitary Plan provisions to manage growth. Auckland, Bay of Plenty and Canterbury also use criteria about how urban limits are managed to provide flexibility as well as good urban environments.</p> <p>Amending the provisions to be less detailed and prescriptive would potentially be more effective to give effect to the responsiveness to growth and development capacity requirements of the NPS-UD but would reduce the ability for councils to meet their obligations under the NPS-UD for strategic planning and integrating land-use and infrastructure planning and would reduce the effectiveness of the sub-regional strategic growth planning undertaken by the Future Proof partners. This could result in additional costs to councils as a result of ad-hoc planning, potential duplication of infrastructure costs, and make it more difficult to achieve government direction in relation to well-functioning urban environments, greenhouse gas reductions, and highly productive land. It would also result in lower certainty for non-council Future Proof partners that the Future Proof strategy would be given effect to.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities. This option would be relatively easy to implement in that it would reduce the number of changes to the RPS required to implement the NPS-UD.</p> <p>There may be some duplication of resources because a separate plan change for Future Proof would potentially be required, resulting in an inefficient process overall.</p>
Acceptability	<p>The Future Proof partners’ expectation is that the RPS will be updated to reflect the updated Future Proof Strategy – this option would not provide for this and would not be acceptable to the Future Proof partnership. This was further examined in the options report and was not found to be an acceptable option.</p>
Benefits	<p>Under this option the Future Proof provisions may stay relevant for longer as they would be less likely to go out of date. The reduced detail of the provisions would potentially mean they are more flexible. This option may be more effective at giving effect to the responsiveness to growth and development capacity requirements of the NPS-UD.</p>

<p>Costs</p>	<p>This option would not be effective at providing for the Future Proof settlement pattern. Requiring district plans to implement the Future Proof principles and settlement pattern would not be effective at providing a consistent sub-regional approach as each of the district plans would be subject to different pressures through the respective RMA processes. District plans must give effect to the RPS, so providing for the Future Proof settlement pattern through the RPS is an effective way of providing a clear legal position when it comes to future RMA processes. The RPS is not subject to private plan changes, which can change district plans over time, so by not including specific provisions in the RPS over time the consistent implementation of the Future Proof settlement pattern would be at risk. This could lead to inconsistent implementation over the long term.</p> <p>There is some risk of duplication of processes with this option because Future Proof will be updated again by 2024 to address the requirements of the NPS-UD for a Future Development Strategy (FDS). This may result in changes that would require a further RPS change at that time. WRC and the Future Proof partners have considered this. There is significant risk in waiting until 2024 and not updating the Future Proof policies in the RPS at this time. Already there have been RMA processes where the Future Proof policies in the RPS have been questioned because they do not reflect the 2017 Future Proof Strategy (which was Phase One of the Future Proof Strategy update). Should there be another delay in updating the Future Proof policies in the RPS until 2024, this could result in significant uncertainty and potentially costly RMA processes where the policy requirements for the built environment could be relitigated in plan changes and resource consents. An example is the recent Waikato District Plan hearings process where submitters have offered the commissioners various interpretations of how the NPS-UD applies within the region, and how it interacts with the existing RPS, including the Future Proof policies and methods.</p> <p>Therefore, it is considered that it would be more costly to not include Future Proof provision in the RPS at this time or to wait until 2024 before making any changes to the RPS to incorporate updated Future Proof provisions once the FDS is completed.</p>
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Summary:

This option could be effective in achieving compliance with the NPS-UD but would not reflect the updated Future Proof Strategy. It would be less effective at ensuring that the Future Proof Strategy and its settlement pattern were consistently implemented across the sub-region. It may be more costly because a separate plan change may be required for the Future Proof component and because there would be less certainty that the settlement pattern would be implemented. This could result in a lack of integration between infrastructure and land-use planning. This option would not be effective at achieving the objectives.

- Future Proof – Option Three: Embed detailed policies. This option would:**
- Retain policy UFD-P10 (previously 6.13) but amend it and its supporting methods to ensure consistent reference to all key governance parties that are to collaborate in the Future Proof area, aiming to ensure that Future Proof partners work collaboratively with respect to growth management in the sub-region.
 - Retain policy UFD-P11 (previously 6.14) but amend it to make reference to the updated Urban and Village Enablement Area and to incorporate the NPS-UD requirements for responsiveness to significant plan changes seeking out-of-sequence or unanticipated development.
 - Retain methods under policy UFD-P11 (previously 6.14) but amend the methods to give effect to the actions and concepts relating to land release, out of sequence or unanticipated urban development, housing affordability, public transport, and the Blue-Green Network as set out in the Updated Future Proof Strategy.
 - Retain policy UFD-P12 (previously 6.15) and its associated methods but amend them to strengthen direction around matters addressed in the NPS-UD, including active and public

transport, housing options, and amenity of urban environments, and also to introduce the net target densities set in the Updated Future Proof Strategy.

- Retain policy UFD-P13 (previously 6.16) and its associated methods but amend to recognise that recognise that in the long-term, the function of sub-regional and town centres may change.
- Make no changes to policy UFD-P14 (previously 6.17).
- Combine policies UFD-P15 and UFD-P16 (previously 6.18 and 6.19) and their associated methods such that review and reporting in the Future Proof area is undertaken holistically and achieves requirements of the NPS-UD 2020.

Criteria	Discussion
Relevance	<p>By amending policy UFD-P10 (previously 6.13) and its supporting methods, this option would ensure consistent reference to all key governance parties that are to collaborate in the Future Proof area, aiming to ensure that Future Proof partners work collaboratively with respect to growth management in the sub-region.</p> <p>By amending policy UFD-P11 (previously 6.14), to align the settlement pattern with the updated Future Proof strategy, this option would ensure that it meets the requirements of the NPS-UD for development capacity, as set out in the Housing and Business Land Assessments for Future Proof (2021), and address the requirements for responsive planning as set out in the NPS-UD 2020, including provision for criteria to determine when developments provide significant development capacity.</p> <p>By amending methods of policy UFD-P11, this option would give effect to the actions and concepts relating to land release, out of sequence or unanticipated urban development, housing affordability, public transport, and the Blue-Green Network as set out in the updated Future Proof Strategy.</p> <p>By amending policy UFD-P12 (previously 6.15) and its associated methods, this option would strengthen direction around matters addressed in the NPS-UD, including active and public transport, housing options, and amenity of urban environments, and also to introduce the net target densities set in the Updated Future Proof Strategy which will contribute to meeting development capacity requirements under the NPS-UD and supporting public transport options.</p> <p>By amending policy UFD-P13 (previously 6.16), this option would recognise that in the long-term, the function of sub-regional and town centres may change and provide for alignment of the provisions to ensure they are relevant and able to perform the functions as set out in the National Policy Statement on Urban Development 2020 for metropolitan centres without undermining the role of existing centres in the hierarchy.</p> <p>By combining policies UFD-P15 and UFD-P16 (previously 6.18 and 6.19) and their associated methods, this option would align the monitoring and reporting requirements in the Future Proof strategy with the requirements of the NPS-UD 2020.</p> <p>This option would be effective at achieving the objectives. It would combine the requirement for an update to the RPS to incorporate changes required by the NPS-UD, whilst at the same time updating the RPS to reflect the updated Future Proof Strategy, which is the stated purpose of the RPS change.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities. This option would be cost effective in that it would minimise the number of changes to the RPS required to implement the NPS and the Future Proof Strategy.</p>
Acceptability	<p>The Future Proof Strategy has been through a Special Consultative Procedure under the Local Government Act, including a hearings process, which helps to ensure that any Future Proof provisions subsequently incorporated into the RPS change would have a degree of community acceptance. Given that this option would be</p>

	addressing national direction and reflecting a Future Proof Strategy that has been approved by all Future Proof councils, it is likely that this option would be politically acceptable.
Benefits	<p>This option would ensure that the RPS reflects the updated Future Proof Strategy. The strategy on its own cannot strongly influence development decisions made through the RMA so it is important that it is anchored through the RPS and appropriate district plan provisions. This would provide for consistent growth management across the sub-region and a clear legal basis for implementation through district plans which must give effect to the RPS. The RPS is not subject to private plan changes so this approach will ensure more consistent implementation over the long-term. This option would be effective at providing for the responsive / flexible growth requirements of the NPS-UD and giving effect to the RPS objectives.</p> <p>This option would update the RPS to ensure it reflected the latest monitoring and HBA information as required by the NPS-UD and so would be effective at implementing the NPS-UD.</p> <p>This option would allow the staging of growth to be updated over time, through reference to the staging within the to-be-developed FDS. The FDS will be an RMA document because it is to be developed as required by the NPS-UD. As such, it will have weight in RMA decision-making.</p> <p>The housing component of the Future Proof HBA has been reviewed by the Ministry for the Environment (MfE), to ensure they meet the requirements of the NPS-UD. This option would be effective in providing for the development capacity required by the NPS-UD, including a margin to provide for competitive land markets.</p>
Costs	<p>This option may be more costly than Options 1 and 2 because of the increased scope. However, Options 1 and 2 do not address the updated Future Proof strategy and may therefore require two plan changes, which would ultimately be more costly.</p> <p>There is some risk of duplication of processes with this option because Future Proof will be updated again by 2024 to address the requirements of the NPS-UD for a Future Development Strategy. This may result in changes that would require a further RPS change at that time. WRC and the Future Proof partners have considered this. There is significant risk in waiting until 2024 and not updating the Future Proof policies in the RPS at this time. Already there have been RMA processes where the Future Proof policies in the RPS have been questioned because they do not reflect the 2017 Future Proof Strategy (which was Phase One of the Future Proof Strategy update). Should there be another delay in updating the Future Proof policies in the RPS until 2024, this could result in significant uncertainty and potentially costly RMA processes where the policy requirements for the built environment could be re-litigated in plan changes and resource consents. An example is the recent Waikato District Plan hearings process where submitters have offered the commissioners various interpretations of how the NPS-UD applies within the region, and how it interacts with the existing RPS, including the Future Proof policies and methods. Therefore, it is considered that it would be more costly to wait until 2024 before making any changes to the RPS to incorporate updated Future Proof provisions once the FDS is completed.</p>
<p>Summary</p> <p>The short-term outcome of this policy option is the establishment of a framework for growth that at the sub-regional level is sustainable over time, integrates management of natural and physical resources, and which is capable of attracting funding support through the funding processes of the strategic partners.</p> <p>The longer-term outcome is the achievement of substantial efficiencies in the allocation of scarce resources to urban development and infrastructure provision, and the maintenance and</p>	

enhancement of amenity values. This policy option would be an effective way to achieve the RPS objectives and be in accordance with the NPS-UD objectives and policies.

Future Proof Staging Map Option One:

Insert Future Proof settlement pattern map into the RPS. This would insert Future Proof Map 6 (the current and future urban areas map), along with the Strategic Industrial nodes from Map 7.

Criteria	Discussion
Relevance	The map reflects the Future Proof Strategy which has been through a Special Consultative procedure and reflects the Future Proof Housing and Business Land requirements for short, medium and long-term development capacity, which will ensure that the development capacity meets the NPS-UD requirements.
Feasibility	The approach is feasible, however the map would possibly become out of date quite quickly once a new HBA is undertaken and the FDS is completed.
Acceptability	The map relies on a definition of 'short', 'medium' and 'long' term capacity which will mean that it could become out-of-date quite quickly.
Benefits	This option would reflect the Future Proof Strategy staging and timing and would be easy to implement into the RPS.
Costs	The staging and timing shown on the map could become out-of-date quite quickly and would become uncertain and more difficult to implement over time.

Summary

This option would likely result in a staging pattern that would go out-of-date quickly. This policy option would not be an effective way to achieve the RPS objectives or the NPS-UD objectives and policies.

Future Proof Staging Map Option Two:

Insert Future Proof settlement pattern map into the RPS (Map 6 plus the strategic industrial nodes from Map 7), combine short- and medium-term staging, and allow it to be updated with reference to Future Development Strategy.

Criteria	Discussion
Relevance	The map reflects the Future Proof Strategy which has been through a Special Consultative procedure and reflects the Future Proof Housing and Business Land requirements for short, medium and long-term development capacity, which will ensure that the development capacity meets the NPS-UD requirements.
Feasibility	<p>The Future Development Strategy will be developed under the NPS-UD and is therefore an RMA document which will have weight in decision-making. It will be required to go through a statutory consultation process. Reference to the FDS staging and timing would allow the map to be updated in 2023/24. Subsequently, the FDS must be prepared every 6 years and reviewed at least every 3 years to inform the next long-term plan. This would mean it would keep the RPS staging map up to date. This is a feasible approach which would keep the RPS from going out-of-date quickly.</p> <p>Combining the short- and medium-term timings into one 'short-medium' term timing, based on the timing in the HBA, which defines short term as 2020-2023, and medium term as 2020-2030), is feasible. Leaving the short-term timing as a separate stage on the map would mean that by 2023 the map would be out-of-date. Combining short- and medium-term stages is considered an appropriate level of specificity in staging and timing as it aligns with council long-term plan timing (10 years) and provides a more responsive approach to growth.</p>
Acceptability	The FDS requires community consultation and Future Proof partners will need to endorse the final FDS. As such, any changes to the staging shown on the maps would need to be acceptable to partners before being made. Only the staging would be

	updated in this way as it is considered that a full Schedule 1 process is appropriate for any changes to urban or village enablement areas, except as provided for through policy 8 of the NPS-UD which allows for responsive planning subject to criteria in the RPS.
Benefits	<p>Combining short and medium timing would mean that the map would stay up to date for much longer and would reflect the policy intent of the RPS which is to provide for sufficient development capacity. This option would add flexibility to development options as it would mean that some development currently tagged for medium term would not have to meet the OOS/UA criteria in order to come forward earlier. This development would still need to meet other RPS objectives and policies where relevant, and district plan provisions regarding infrastructure availability. Policy UFD-P2 (previously 6.3) of the RPS requires that development, funding, implementation and operation of transport and other infrastructure is timed and sequenced, in order to (amongst other things) ensure new development does not occur until provision for appropriate infrastructure necessary to service the development is in place). Method UFD-M11 (previously 6.3.1) requires that regional and district plans shall include provisions that provide for a long-term strategic approach to the integration of land use and infrastructure to give effect to policy UFD-P2.</p> <p>A criticism of the current RPS approach to staging and timing is that the staging and timing table (Table 34 (previously 6-1)) became out-of-date quickly. This approach would address this issue.</p>
Costs	Development identified as medium term (4-10 years) in the HBA would be combined with short-term (0-3 years) and as such it would not need to utilise the responsive planning provisions if development was to be brought forward from beyond 4 years to within the next 3 years. This may create pressure for infrastructure which is not currently available, or which is planned for later years in the relevant LTP. However, as noted, policy UFD-P2 (previously 6.3) of the RPS requires integrated land-use and infrastructure planning and the expectation is that district plans will ensure development is not brought forward unless it can be serviced. Any such development would still be subject to the relevant RPS and district plan provisions.
<p>Summary</p> <p>This option would reflect the policy intent of the NPS to provide for sufficient development capacity and would align with the Future Proof Strategy. This option would allow the staging and timing on the Future Proof settlement pattern map to be kept up to date. This policy option would be an effective way to achieve the RPS objectives and be in accordance with the NPS-UD objectives and policies.</p>	

C.3.1.4 Supporting changes

In incorporating the requirements of the NPS-UD, a number of new definitions are required. These definitions will apply to tier 1 and 3 local authorities, or within urban environments only – these definitions will not have a wider application within the RPS. In the case of rural residential development, the definition also applies in relation to policy LF-P11 (previously 14.2) high class soils.

Supporting changes – Option One: Insert new definitions for inclusionary zoning, tier 1 local authority, tier 3 local authority, urban environment, well-functioning urban environments and rural-residential development.	
Criteria	Discussion
Relevance	This option would involve adding new definitions and cross referencing the new provisions elsewhere in the RPS. It is important that new terminology is well defined and in alignment with the NPS-UD. Inclusion of reference to rural lifestyle zone within the rural residential development definition clarifies the relationship with National Planning Standards zones.
Feasibility	This option is within Council's powers and responsibilities.

Acceptability	This approach is likely to have a high degree of community and political acceptability because it would provide clarity and assist in making the RPS readable and easy to navigate.
Benefits	This option would likely provide clarity and assist in making the RPS readable and easy to navigate. It also assists to understand the relationship between RPS definitions and National Planning Standard zones.
Costs	There would be some costs involved in making the supported changes for the plan change but these are considered necessary in order to make the RPS clear and easy to follow.
Summary The new definitions would assist in making the RPS clear and easy to follow and align with the NPS-UD.	

C.3.1.5 Significance criteria for out-of-sequence/unanticipated development

To support the implementation of the NPS-UD, under section 3.8(3) of the NPS-UD every regional council must include criteria in its regional policy statement for determining what plan changes will be treated, for the purpose of implementing policy 8, as adding significantly to development.

Criteria for out-of-sequence and unanticipated development – Option One: Insert a quantitative set of criteria	
Criteria	Discussion
Relevance	A quantitative set of criteria, outlining for example the number of houses to be provided, or the amount of business land or floor space to be provided, which would be considered 'significant' in terms of policy 8 of the NPS-UD, would provide a clear approach to defining the term 'significant'.
Feasibility	Quantitative measures were considered during the development of the Future Proof strategy (2022) and in discussions with tier 3 council staff in developing the RPS change. Providing a quantitative number based on housing or business need set out in the Future Proof HBA or in tier 3 monitoring was not considered feasible by council staff as what is significant in one area may not be significant in another. This is exacerbated by the range and variety of circumstances within the Waikato region, from small towns, through to a large city. A quantitative criterion for significance was not considered feasible.
Acceptability	Quantitative criteria were tested through the development of the Future Proof strategy and in discussions with tier 3 council staff and were not considered to be acceptable as different communities within the region have different expectations as to what is significant.
Benefits	Quantitative criteria would have the benefit of providing certainty and a clear numeric approach to determining significance.
Costs	By defining significance through numeric criteria, this could have unintended consequences by potentially being less responsive to growth in smaller areas where a proposal may be significant but not be able to meet the criteria. Conversely, in larger areas, a proposal may not actually be significant in that context, but may still be able to meet the criteria, which could result in piecemeal development which undermines strategic objectives.
Summary This approach would be effective at providing certainty but would not be acceptable or feasible in the Waikato context due to the variety of circumstances within the Waikato region, from small towns through to a large city.	

Criteria for out-of-sequence and unanticipated development – Option Two: Insert a qualitative set of criteria for determining whether a development is adding significantly to development capacity	
Criteria	Discussion
Relevance	Guidance provided by MfE (<i>Understanding and implementing the responsive planning policies</i>) sets a broad framework/starting point for understanding the requirements of policy 8. The Guidance does not specifically define the term “adding significant development capacity”. Notwithstanding this, it does reference the importance of considering the Housing and Business Assessments in determining what “significant development capacity” means within a local context. Providing a qualitative criteria which allows an assessment as to whether the development is making a ‘significant’ contribution to meeting a demonstrated need for shortfall for housing or business floor space as identified in either a Housing and Business Development Capacity Assessment, or in council monitoring, would be a relevant way to addressing the requirements of the NPS-UD.
Feasibility	This option would be feasible as it would allow an assessment to be undertaken in relation to the particular circumstances.
Acceptability	This option is likely to be acceptable to councils in the region. It has been tested through the development of the Future Proof strategy and no substantive submissions questioning the ‘significance’ criteria were received in submissions on the strategy. Tier 3 council staff indicated that qualitative criteria would be preferable given the variety of circumstances within the region.
Benefits	Linking the assessment of significance to qualitative criteria allows the individual circumstances relevant to the proposal to be considered. This provides flexibility for consideration of out-of-sequence/unanticipated proposals.
Costs	This option would provide less certainty as to whether a development would be considered ‘significant’ as it would require an assessment to be made in each case.
Summary This option would be effective at giving effect to the NPS-UD requirement for providing criteria to determine whether a plan change will be treated, for the purpose of implementing policy 8 of the NPS-UD, as adding significantly to development capacity. lot	

C.3.2 Summary of effectiveness of options assessed

Provision Option	Effectiveness rating	Selected Yes/No
General Built Environment – Option One	Low	No
General Built Environment – Option Two	High	Yes
Tier 3 – Option One	Low	No
Tier 3 – Option Two	Low	No
Tier 3 – Option Three	High	Yes
Future Proof – Option One	Low	No
Future Proof – Option Two	Low	No
Future Proof – Option Three	High	Yes
Future Proof staging map – Option One	Low	No
Future Proof staging map – Option Two	High	Yes
Supporting Changes – Option One	High	Yes
Significance criteria for out-of-sequence/unanticipated development – Option One	Low	No

Significance criteria for out-of-sequence/unanticipated development – Option Two	High	Yes
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C.3.3 Efficiency and effectiveness

This section identifies and assesses the environmental, economic (including economic growth and employment), social and cultural benefits and costs anticipated for policy options with a high effectiveness rating, in accordance with s32(2) of the RMA.

Urban Form and Development provisions (Option Two)		
	Benefits	Costs
Environmental	<p>The changes would result in a more effective and easy-to-understand set of policies and methods.</p> <p>Adding a cross reference from the waters chapter to the built environment chapter will improve clarity and ensure the link between these chapters is clearer.</p>	There are no significant environmental costs identified in relation to this policy option.
Economic including economic growth and employment that is anticipated to be provided or reduced	The changes are predominantly to ensure clear linkages between existing and new/amended policies in the RPS. No specific economic benefits identified except in relation to clarity and ease-of-use of the RPS document.	There are no specific economic costs identified for this option.
Social	The changes are predominantly to ensure clear linkages between existing and new/amended policies in the RPS. No specific social benefits identified except in relation to clarity and ease-of-use of the RPS document.	There are no specific social costs identified for this option.
Cultural	The general built environment provisions require tangata whenua to be given the opportunity to have meaningful involvement in development planning during the development of growth strategies. The changes proposed for this	There will be time and costs associated for hapū and Iwi to be involved in the engagement process.
Summary		
The provisions would be effective and would provide clear linkages between the general built environment policies and the more specific policies for Future Proof and tier 3 councils.		

Tier 3 provisions (Option 3)		
	Benefits	Costs
Environmental	<p>There is potential for enhanced environmental outcomes as a result of growth strategies identifying areas for urban development, and in doing so, potentially identifying areas that should be protected from development and potentially enhanced. This policy direction would ensure development occurs in a planned and orderly way. In this way, the adverse environmental effects of development would be considered and there is more likelihood that such effects would be avoided remedied or mitigated during the development process.</p> <p>There are potential long-term benefits associated with strategic planning for growth and development and a more efficient use of urban land. In particular, more compact development will help to make urban areas less energy intensive (shorter travelling distances with a greater potential for introducing multi-modal transport options), in turn reducing transport-related carbon emissions.</p>	<p>There is potential for increased pressure on natural resources (e.g., water quality) if urban development is not appropriately managed in relation to potential adverse effects on the natural environment. This can be managed by ensuring developments are in accordance with other RPS policies addressing adverse effects on the environment.</p>
Economic including economic growth and employment that is anticipated to be provided or reduced	<p>The provisions will facilitate the integrated planning of land-use and infrastructure, as required by s30(1)(gb) of the RMA and by the NPS-UD. Planned development will prevent growth from having adverse effects on the efficiency and effectiveness of existing and planned infrastructure. This also reduces timing and cost uncertainties associated with multiple developments. It would assist in reducing the potential for duplication of infrastructure provision by ensuring that there is certainty for infrastructure providers when making investments.</p> <p>Certainty will be provided to developers that urban intensification / higher densities of development is to be enabled / provided for in appropriate locations through the development of growth strategies. Certainty is provided through a regionally consistent direction on the process to give effect to the NPS-UD</p>	<p>There will be economic costs associated with review or development of growth strategies or equivalent within tier 3 local authority communities to give effect to and implement the provisions.</p> <p>There are financial costs associated with plan change processes to embed this approach in the RPS.</p> <p>As a result of strategic planning for growth and development, there may be potential costs for infrastructure providers, where upgrades to existing / provision of new infrastructure may be necessary in order to service new or infilled urban areas.</p>

	<p>in tier 3 local authorities and the process to assess significant unintended and out of sequence development proposals.</p> <p>More compact development has economies of scale for infrastructure provision, which represents a cost saving to the community.</p> <p>There may be potential benefits to infrastructure providers over time, where urban growth and intensification is better concentrated within the urban environment, with lesser need to service new growth areas on the periphery of existing urban environments through provision of new infrastructure.</p> <p>This option provides flexibility by setting set out a method/process to manage growth, rather than referring to an output to manage growth, which will avoid these provisions becoming out of date too quickly and resulting in plan changes being required.</p> <p>Provision for “or equivalent council-approved strategies or plans” allows for local authorities to choose to utilise existing growth management documents plus some new supporting documentation, rather than undertaking a whole new and costly process for developing a specific growth strategy.</p> <p>The section 32 report for the NPS-UD identifies that intensification will have benefits through lower house prices and greater access to employment and will produce agglomeration economies of productivity from resulting increase in employment density – this is estimated to be around NZ\$9 billion over 24 years in the NPS-UD s32 report. How much of this would accrue to the Waikato region is unknown.</p> <p>Lower infrastructure costs per unit are also identified as a benefit of this approach.</p> <p>Provision of sufficient employment land will assist in providing for economic growth and employment opportunities.</p>	
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<p>Social</p>	<p>Communities will have greater visibility and certainty about how urban development will be managed in tier 3 local authorities, the processes and intent for long-term strategic planning and the type of development envisaged for their district. Future communities will benefit from quality urban environments that have been developed in a carefully planned and holistic manner.</p> <p>Infrastructure provision can be planned and budgeted for well in advance of when it is needed, and at a rate the community can afford, which can result in cost savings and efficiencies for the community.</p> <p>Undertaking development planning, if done appropriately, can ensure there is sufficient land made available for the needs of the community. This provides more certainty for developers in terms of knowing where different kinds of development are acceptable and where they are not.</p> <p>The provisions would provide for well-functioning urban environments as required by the NPS-UD by addressing housing needs in terms of type, price and location, enabling Māori to express their cultural traditions and norms, having a variety of sites for different business sectors, providing for accessibility including by way of public or active transport, supporting reductions in greenhouse gas emissions and being resilient to climate change effects.</p> <p>The NPS-UD acknowledges that while some forms of urban development, such as intensification, may detract from amenity values appreciated by some people, they may improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types and are not of themselves an adverse effect.</p> <p>The NPS-UD identifies that there are benefits of urban development associated with well-functioning urban environments. These include ensuring a variety of housing types,</p>	<p>There will be time and money costs on members of the community who actively participate in consultation processes for growth strategies.</p>
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	prices and locations and good accessibility, including by way of public or active transport.	
Cultural	<p>The tier 3 provisions require new development to take into account Māori expression of cultural traditions and enable a diverse range of dwelling types to meet various housing needs. Growth strategies are required to address the values and aspirations of hapū and iwi for urban development.</p> <p>With greater visibility and certainty in relation to long term planning outcomes iwi will be able to comment strategically on growth strategies and development proposals. This will reduce their time commitment and effort when they provide their feedback and submissions via engagement with local authorities and developers for individual proposals.</p> <p>This also provides the potential for additional opportunities for iwi as developers within urban areas to provide additional housing choice.</p>	<p>There will be increased time and costs associated for hapū and Iwi to be involved upfront in the development of growth strategies.</p> <p>There is also potential for increased pressure in relation to identification / documentation of sites of significance / wāhi tapu, as there may be an increase in development proposals for higher density developments in urban areas.</p>

Summary

This option will be efficient and effective in achieving the RPS objectives, in alignment with the NPS-UD. The option will provide for integrated land-use and infrastructure planning which has benefits for the provision of cost-effective infrastructure and reduced duplication. A planned and strategic development approach will provide for well-functioning urban environments. It provides a process for managing growth, which is able to respond to planned changes in how growth is managed within a local authority flexibly. It is considered that given the costs relative to benefits this option has a high degree of efficiency.

Future Proof provisions (Option Three)		
	Benefits	Costs
Environmental	<p>This policy direction would effectively limit urban sprawl in the Future Proof sub-region and would ensure development occurs in a planned and orderly way. In this way, the adverse environmental effects of development would be considered and there is more likelihood that such effects would be avoided remedied or mitigated during the development process. This helps to prevent the 'death by a thousand cuts' creep of environmental effect that occurs when development occurs in an ad hoc manner. In particular, more compact development will help to make urban areas less energy intensive (shorter travelling distances</p>	<p>There is potential for increased pressure on natural resources (e.g., water quality) if urban development is not appropriately managed in relation to potential adverse effects on the natural environment. This can be managed by ensuring developments are in accordance with other RPS policies addressing adverse effects on the environment.</p>

	<p>with a greater potential for introducing multi-modal transport options), in turn reducing transport-related carbon emissions. Identifying urban enablement areas, encouraging compact urban form, and identifying wāhi toitū/toiora areas, will assist in managing environmental effects associated with urban growth. This option will ensure growth addresses impacts on high quality soils.</p>	
<p>Economic including economic growth and employment that is anticipated to be provided or reduced</p>	<p>The provisions will enable the integrated planning of land-use and infrastructure, as required by s30(1)(gb) of the RMA and by the NPS-UD. Planned development will prevent growth from having adverse effects on the efficiency and effectiveness of existing and planned infrastructure. This also reduces timing and cost uncertainties associated with multiple developments. It would assist in reducing the potential for duplication of infrastructure provision by ensuring that there is certainty for infrastructure providers when making investments.</p> <p>Certainty will be provided to developers that urban intensification / higher densities of development is to be enabled / provided for in appropriate locations.</p> <p>More compact development has economies of scale for infrastructure provision, which represents a cost saving to the community.</p> <p>The provisions will continue to emphasise the provision of industrial land in industrial locations, which will reduce the risk of industrial land price increases associated with higher-value land uses in industrial locations. The provisions should assist in managing adverse effects associated with decentralized commercial activity. The provisions will help to ensure integration of commercial development with infrastructure development and help to maintain and enhance amenity values of existing centres.</p> <p>This option would support the competitive operation of land and</p>	<p>There will be costs for local authorities in relation to reviewing / amending statutory planning documents to give effect to the policy direction. There will also be some resourcing costs from Future Proof partners to ensure ongoing collaboration of the partnership.</p> <p>As a result of strategic planning for growth and development, there may be potential costs for infrastructure providers, where upgrades to existing / provision of new infrastructure may be necessary in order to service new or infilled urban areas.</p> <p>There may be costs involved with identifying urban and village enablement areas although this is hard to quantify, and these can be minimised by ensuring the urban and village enablement areas are consistent with demand, providing for a range of housing and business choices, and regularly reviewing these provisions. Additionally, responsive planning provisions through the out-of-sequence/unanticipated development pathway, will enable flexibility to ensure that significant development proposals outside of the planned settlement pattern can be given particular regard.</p> <p>The NPS-UD section 32 report identifies that costs associated with intensification, such as congestion, crowding, environmental and infrastructure costs, will be outweighed by the benefits in every major urban centre by a multiple of between four and seven times.</p>

	<p>development markets by providing sufficient development capacity, including a margin, as required by the NPS-UD.</p> <p>The section 32 report for the NPS-UD identifies that intensification will have benefits through lower house prices and greater access to employment and will produce agglomeration economies of productivity from resulting increase in employment density - this is estimated to be around NZ\$9 billion over 24 years in the NPS-UD s32 report. How much of this would accrue to the Future Proof sub-region is unknown.</p> <p>Lower infrastructure costs per unit are also identified as a benefit.</p> <p>Provision of sufficient employment land will assist in providing for economic growth and employment opportunities.</p>	
<p>Social</p>	<p>This policy direction offers many benefits to people and communities. By limiting urban development to selected areas and providing guidance about future areas of industrial development, development may be better integrated with infrastructure. In this way, infrastructure and servicing can be provided in a timely manner and at a rate the community can afford. Infrastructure provision can be planned and budgeted for well in advance of when it is needed, which can result in cost savings and efficiencies for the community.</p> <p>Setting urban and village enablement areas, if done appropriately, can ensure there is sufficient land made available for the needs of the community. This provides more certainty for developers in terms of knowing where different kinds of development are acceptable and where they are not.</p> <p>Reinforcing the commercial viability of town and city centres protects investment in services and infrastructure for existing centres, helping to maintain and improve the vitality and amenity of existing commercial centres.</p>	<p>There may be costs involved with this policy direction, but these could be minimised by ensuring land allocations are consistent with demand, that a range of housing choices are provided for within the urban and village enablement areas, and ensuring allocations are regularly reviewed.</p> <p>Higher densities of development can create internalised costs / effects in relation to congestion, overcrowding as well as potential impacts / costs to neighbours. The NPS-UD objectives and policies seek to ensure that the benefits of higher density developments are recognised.</p> <p>There will be time and money costs on members of the community who actively participate in consultation processes for growth strategies.</p>

	The provisions would provide for	
Future Proof Staging Map (Option Two)		
	addressing needs in terms of	Costs
Environmental	<p>type, price and location, enabling this option would ensure that the Māori to express their cultural traditions and norms, having a variety of sites for different business sectors. Future Proof has a guiding principle of providing for accessibility including by protection of the natural environment and the settlement supporting reductions in greenhouse gas emissions and being resilient to climate change effects.</p> <p>The NPS-UD acknowledges that while some forms of urban development,</p>	No environmental costs specific to this option have been identified.
Economic including economic growth and employment that is anticipated to be provided reduced	<p>such as intensification may detract from amenity values appreciated by people, they may improve amenity values associated by other people to the location, and future generations, including by providing increased integrated infrastructure and densities and types and are not themselves a settlement pattern map is kept up to date would provide certainty and benefits aligned with the RPS requirements associated with well-functioning urban environments. These include ensuring a variety of housing types, prices and locations and good accessibility, including by way of public or active transport.</p> <p>The NPS-UD identifies that there are benefits of urban development</p>	This option would rely upon the FDS being regularly reviewed which would have costs for councils, however, regularly reviewing and updating the FDS is a requirement under the NPS-UD.
Social	<p>This option would support meeting demand for housing and business land and help to support well-functioning urban environments.</p>	No social costs specific to this option have been identified.
Cultural	<p>The Future Proof policy direction is in alignment with the views of Future Proof partners, Ngā Karu Atua o te Waka, Waikato-Tainui and Waka Alliance. It reflects iwi and hapū aspirations made known to the Future Proof partnership.</p>	No cultural costs specific to this option have been identified.
Cultural	<p>The Future Proof policy direction is in alignment with the views of Future Proof partners, Ngā Karu Atua o te Waka, Waikato-Tainui and Waka Alliance. It reflects iwi and hapū aspirations made known to the Future Proof partnership.</p>	<p>There will be increased time and costs associated for hapū and iwi to be involved in the engagement process for development proposals.</p> <p>There is potential for increased pressure in relation to identification /</p>
<p>Summary</p> <p>This option will be efficient and effective in achieving the RPS objectives. The option would ensure the Future Proof staging map would stay up to date over time. It is considered that given the costs relative to benefits this option has a high degree of efficiency.</p>		
	strategically on growth strategies and development proposals. This will reduce the time commitment and effort when providing feedback and submissions via engagement with local authorities and developers for individual proposals.	areas. The wahi toitu, wahi toiora approach will assist in managing this, as well district and regional plan provisions.
<p>Summary</p> <p>This option will be efficient and effective in achieving the RPS objectives, in alignment with the NPS-UD. The option will provide for integrated land-use and infrastructure planning which has benefits for the provision of cost-effective infrastructure and reduced duplication. A planned and strategic development approach will provide for well-functioning urban environments. It is considered that given the costs relative to benefits this option has a high degree of efficiency.</p>		

Supporting changes (Option One)		
	Benefits	Costs
Environmental	No significant environmental benefits have been identified from this policy option.	No significant environmental costs have been identified from this policy option.
Economic including economic growth and employment that is anticipated to be provided or reduced	There are no direct economic benefits arising from this policy option as its purpose is to support and assist in understanding of the plan change provisions.	There are no direct economic costs arising from this policy option as its purpose is to support and assist in understanding of the plan change provisions.
Social	Clarification on the list of functions and features that are considered important to developing a “well-functioning” urban environment will enable a consistent approach during the decision-making and plan-making process.	There are no direct costs to the community arising from this policy option as its purpose is to support and assist in understanding of the plan change provisions.
Cultural	Māori culture and traditions are specifically recognised as an element / matter to achieving a well-functioning and liveable urban environment during the plan-making and decision-making processes.	No significant cultural costs from this policy option.
Summary This policy option has no significant costs or benefits. It is a necessary approach in order to improve the readability of the built environment chapter of the RPS.		

Significance criteria for out-of-sequence and unanticipated development (Option Two)		
	Benefits	Costs
Environmental	The qualitative set of criteria in 6E and 6F of the RPS will ensure that environmental impacts can be considered as part of the assessment of ‘significance. This allows an assessment of factors including how the development will contribute to well-functioning urban environments, avoids areas identified as having environmental constraints, and contributes to the reduction in greenhouse gas emissions.	No environmental costs have been identified for this option.
Economic including economic growth and employment that is anticipated to be provided or reduced	Providing a qualitative criteria which allows an assessment as to whether the development is making a ‘significant’ contribution to meeting a demonstrated need for shortfall for housing or business floor space as identified in either a Housing and Business Development Capacity Assessment, or in council monitoring, would be a relevant way to addressing the requirements of the NPS-UD and supporting and limiting as much as possible adverse impacts on the competitive operation of land and development markets.	This option would involve costs for plan change proponents in order to provide the necessary evidence required to support an out-of-sequence/unanticipated development proposal.

Social	The set of criteria would allow an assessment of whether the development would contribute to a well-functioning urban environment, as required by the NPS-UD. Well-functioning urban environments have social benefits as they enable a variety of homes, and business sites and good accessibility by active and public transport.	No social costs have been identified for this option.
Cultural	This option would allow an assessment of how the proposal would contribute to a well-functioning urban environment, including whether it would enable a variety of housing, including whether it would enable housing that would enable Māori to express their cultural traditions and norms.	No cultural costs have been identified for this option.
<p>Summary:</p> <p>This option will be efficient and effective in achieving the RPS objectives, in alignment with the NPS-UD. The option would provide a responsive approach to considering out-of-sequence/unanticipated development. It is considered that given the costs relative to benefits this option has a high degree of efficiency.</p>		

C.3.4 Assessment of risk: certainty and sufficiency of information

Section 32(2)(c) of the Resource Management Act requires the evaluation of appropriateness to take account of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or other methods.

With regard to the built environment, there is sufficient information upon which to base analysis as to the appropriateness of acting or not acting. There is sufficient information to demonstrate the scale and nature of the effects of development of the built environment.

The risk of acting in the ways proposed is that costs may be imposed on individual landowners and on the community, local government, and developers, as discussed in the analyses of efficiency above.

Any risks associated with implementing the ‘preferred approach’ is considered to outweigh the risks associated with not acting. This is because ‘not acting’ would fail to achieve both the statutory requirements of the NPS-UD, as well as the intent and outcomes sought specifically through the update to the Future Proof Strategy.

Pressure on local authorities to provide more housing and room for growth can lead to poor quality / poorly functioning urban environments when guidance is not provided as to where development should occur in existing urban environments and what features and functions of an urban environment impact the quality / functionality of an environment. The absence of the recognition of the importance of “quality / well-functioning” urban environments can have an impact on the development of urban settings. As a result, this may mean the various benefits of urban development would likely not be realised, such as decoupling land prices from house prices; lowering both housing and rental costs; reducing existing concentrations of wealth; increasing the supply and choice in housing as well as the creation of agglomeration benefits and associated increases to productivity, wages and employment.

The opportunities for effective planning provided by the NPS-UD will not be fully realised if there is no change to the RPS provisions for the built environment. Specifically, there needs to be a balance in the provisions to provide for sufficient development capacity whilst creating well-functioning urban environments.

There are both potential timing and resourcing / costs risks for local authorities associated with implementing the requirements, through notification of a plan change. These risks are considered to be outweighed, however, by the risks associated with ‘not acting’ – which would primarily relate to the delayed implementation of the NPS-UD which has the potential to undermine (in particular, the longer the delay) the intent of what the policy direction is seeking to achieve.

C.3.5 Selection of most appropriate provisions

Provision option	Effectiveness rating	Efficiency rating	Selected Yes/No
General Built Environment - Option Two	High	High	Yes
Tier 3 - Option Three	High	High	Yes
Future Proof – Option Three	High	High	Yes
Future Proof staging map – Option Two	High	High	Yes
Supporting Changes – Option One	High	High	Yes
Significance criteria for out-of-sequence/unanticipated development - Option Two	High	High	Yes

C.3.6 Conclusion and principal reason for adopting

Having regard to this information, and taking into account the benefits and costs and the risks of acting or not acting due to insufficient information, the report author is satisfied that the most appropriate way of meeting the requirements of the NPS-UD and achieving the objectives is by inclusion of the proposed General Built Environment Option 2, Tier 3 Option 3, Future Proof Option 3 and Supporting Changes Option 1.

C.4 Overall conclusion

Having undertaken the above evaluation, it is considered that the objectives examined under s32(1)(a) RMA are the most appropriate way to achieve the purpose of the RMA, and having regard to efficiency and effectiveness under s32(1) and (2) RMA, the proposed provisions are the most appropriate for achieving the objectives and meeting the requirements of the NPS-UD.

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Part E. Appendices

E.1 Appendix A – Section 32 RMA

32 Requirements for preparing and publishing evaluation reports

- (1) An evaluation report required under this Act must—
- (a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and
 - (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
 - (i) identifying other reasonably practicable options for achieving the objectives; and
 - (ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
 - (iii) summarising the reasons for deciding on the provisions; and
 - (c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.
- (2) An assessment under subsection (1)(b)(ii) must—
- (a) identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—
 - (i) economic growth that are anticipated to be provided or reduced; and
 - (ii) employment that are anticipated to be provided or reduced; and
 - (b) if practicable, quantify the benefits and costs referred to in paragraph (a); and
 - (c) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.
- (3) If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to—
- (a) the provisions and objectives of the amending proposal; and
 - (b) the objectives of the existing proposal to the extent that those objectives—
 - (i) are relevant to the objectives of the amending proposal; and
 - (ii) would remain if the amending proposal were to take effect.
- (4) If the proposal will impose a greater or lesser prohibition or restriction on an activity to which a national environmental standard applies than the existing prohibitions or restrictions in that standard, the evaluation report must examine whether the prohibition or restriction is justified in the circumstances of each region or district in which the prohibition or restriction would have effect.
- (4A) If the proposal is a proposed policy statement, plan, or change prepared in accordance with any of the processes provided for in Schedule 1, the evaluation report must—
- (a) summarise all advice concerning the proposal received from iwi authorities under the relevant provisions of Schedule 1; and
 - (b) summarise the response to the advice, including any provisions of the proposal that are intended to give effect to the advice.
- (5) The person who must have particular regard to the evaluation report must make the report available for public inspection—
- (a) as soon as practicable after the proposal is made (in the case of a standard, regulation, national policy statement, or New Zealand coastal policy statement); or
 - (b) at the same time as the proposal is notified.

(6) In this section, —

objectives means, —

(a) for a proposal that contains or states objectives, those objectives:

(b) for all other proposals, the purpose of the proposal

proposal means a proposed standard, statement, national planning standard, regulation, plan, or change for which an evaluation report must be prepared under this Act

provisions means, —

(a) for a proposed plan or change, the policies, rules, or other methods that implement, or give effect to, the objectives of the proposed plan or change:

(b) for all other proposals, the policies or provisions of the proposal that implement, or give effect to, the objectives of the proposal.

E.2 Appendix B – High level assessment of options under s32(1)(b)(i) RMA

The following tables outline the high-level assessment that was used to determine which options to further assess for efficiency and effectiveness (s 32(1)(b)(i)).

Option 1: Changes to give effect to NPS-UD. Minimal other changes. No updates to Future Proof or other growth strategy policies.	
Criteria	Discussion
Relevance	<p>This option would be easy to implement because there would be minimal changes to the RPS outside of the NPS requirements. However, in order to reflect the updated Future Proof Strategy, it would be necessary to undertake a separate plan change, which would potentially lead to duplication of effort and cost as a result of two separate plan change processes, resulting in an inefficient process overall.</p> <p>This option would be effective in achieving compliance with the NPS-UD but would not reflect the updated Future Proof Strategy.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities. This option would be easy to implement in that it would minimise the number of changes to the RPS required to implement the NPS.</p> <p>There may be some duplication of resources because a separate plan change for Future Proof would be required, resulting in an inefficient process overall.</p> <p>There is some risk with all of the options that submissions would be received on other aspects of the RPS, which may mean that the scope of the change may change during the course of the Schedule 1 process. A streamlined planning process may be appropriate for this option given that it would be for the purpose of implementing national direction as set out in the NPS-UD.</p>
Acceptability	<p>This option would see a minimum of change to the overall RPS built environment chapter with changes only made if required in order to address a matter in the NPS-UD that is not currently addressed. Therefore, this option would not result in any significant change in the equity or distribution of impacts.</p> <p>The NPS-UD requires that the values and aspirations of hapū and iwi for urban development are taken into account when preparing RMA planning documents, and therefore as part of any plan change, this would need to be undertaken, which would assist in ensuring the proposal was acceptable from the point of view of hapū and iwi.</p> <p>The level of community acceptance is unknown and would be tested through consultation. The current document has been through the full Schedule 1 process, and changes would be kept to a minimum to implement national direction which would increase the likelihood of this option being acceptable to the community.</p>

	<p>Given that this option would be addressing national direction it is likely that this option would be politically acceptable as it is a statutory requirement.</p>
Benefits	<p>Through initial feedback from council staff and iwi it is clear that much of the RPS is fit-for-purpose. This option would have the benefit of retaining the majority of provisions in the RPS relatively intact.</p> <p>This option would provide certainty to the community that the majority of the current RPS approach would continue intact.</p> <p>This option would potentially avoid duplication of process. Future Proof will need to be updated again by 2024 to address the requirements of the NPS-UD for a Future Development Strategy, and any changes to growth policies could potentially be addressed in one plan change at that stage.</p>
Costs	<p>This option would not address concerns that have been raised in relation to policies specific to Future Proof, the Coromandel Blueprint, and Taupō 2050. There would be a lack of certainty in relation to growth in these areas as a result. Council staff have indicated that this option is not the preferred option.</p> <p>Despite the benefits mentioned above about duplication of process, there have recently been RMA processes where the Future Proof policies in the RPS have been questioned because they do not reflect the 2017 Future Proof Strategy (which was Phase One of the Future Proof Strategy update). Should there be a delay in updating the Future Proof policies in the RPS until 2024, this could result in significant uncertainty and potentially costly RMA processes where the policy requirements for the built environment could be re-litigated in plan changes and resource consents because they have not been addressed at the RPS level.</p> <p>This option could result in some confusion for the community because the existing Future Proof, Coromandel Blueprint, and Taupō 2050 policies would not integrate well with any amendments to other RPS policies to give effect to the NPS-UD. For example, the NPS-UD requires the RPS to enable higher densities in certain locations, which is more specific and directive than existing policies in the RPS. If general policies were changed but the Future Proof, Coromandel Blueprint, and Taupō 2050 policies were not changed, there would likely be some inconsistencies.</p> <p>This option may be more costly than other options because it is likely that a second plan change would be required in order to update the Future Proof Strategy provisions and the Coromandel Blueprint, and Taupō 2050 policies.</p> <p>There will be costs associated with developing the plan change, including necessary engagement, drafting, and procedural costs.</p>
<p>Summary – Option 1: This option would be efficient and effective at giving effect to the NPS-UD requirements, but it would not address the updated Future Proof Strategy. It may be</p>	

more costly as a result because a separate plan change may be required for the Future Proof component.

Option 2: Changes to give effect to NPS-UD. Updates to Future Proof growth strategy policies, OR Option 2A to amend provisions to be less detailed and prescriptive. Delete other growth strategies and insert overarching growth policies.

Criteria	Discussion
Relevance	<p>This option would be effective because it would combine the requirement for an update to the RPS to incorporate changes required by the NPS, whilst at the same time updating the RPS to reflect the updated Future Proof Strategy, which is the stated purpose of the RPS change.</p> <p>This option would also be efficient because it would utilise one process to reflect both the updated Future Proof Strategy and the NPS-UD.</p> <p>Option 2A would retain the Future Proof policies and approaches but look to amend the provisions to be less detailed and prescriptive and would potentially be more effective to give effect to the responsiveness to growth and development capacity requirements of the NPS-UD.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities. This option would be cost effective in that it would minimise the number of changes to the RPS required to implement the NPS and the Future Proof Strategy.</p> <p>There is some risk with all the options that submissions would be received on other aspects of the RPS, which may mean that the scope of the change may change during the course of the Schedule 1 process.</p>
Acceptability	<p>The level of community acceptance is unknown and would be tested through consultation. The Future Proof Strategy will have been through a Special Consultative Procedure under the LGA, including a hearings process, which would ensure that any Future Proof provisions subsequently incorporated into the RPS change would have a degree of community acceptance.</p> <p>The NPS-UD requires that the values and aspirations of hapū and iwi for urban development are taken into account when preparing RMA planning documents, and therefore as part of any plan change, this would need to be undertaken, which would assist in ensuring the proposal was acceptable from the point of view of hapū and iwi.</p> <p>Given that this option would be addressing national direction and reflecting a Future Proof Strategy that would have been approved by all Future Proof councils, it is likely that this option would be politically acceptable.</p>

	<p>Feedback received from council staff from councils outside of the Future Proof sub-region indicates that overarching growth policies rather than reference to specific growth strategies (other than Future Proof) would likely be more acceptable given that the existing references are out-of-date and therefore have caused uncertainty in decision-making.</p>
<p>Benefits</p>	<p>Through initial feedback from council staff and iwi it is clear that much of the RPS is fit-for-purpose. This option would have the benefit of retaining the majority of provisions in the RPS relatively intact.</p> <p>This option would also ensure that the Future Proof policies reflect the updated Future Proof Strategy, and that reference to out-of-date growth strategies currently referred to in the RPS would be addressed. This option would have the benefit of ensuring there was a consistent and fit-for-purpose approach to the built environment and growth in the region.</p> <p>Both option 2 and 2A would be able to address responsive/flexible growth provisions in the context of both high and low growth areas in a way that was consistent with both the NPS-UD and which would reflect the Future Proof Strategy. Option 2A would provide more ability to reduce the detail and prescriptive nature of the Future Proof RPS provisions. This would help them to stay relevant for longer, and more easily provide for the responsive / flexible growth requirements of the NPS-UD.</p> <p>This option would address concerns that have been raised in relation to the way in which the RPS references the Coromandel Blueprint, and Taupō 2050, both of which are now out-of-date. This would increase certainty in relation to growth in these areas.</p> <p>This option would update the RPS to ensure it reflected the latest monitoring and HBA information as required by the NPS-UD.</p> <p>This option would continue to provide certainty by retaining settlement pattern information in the RPS, alongside flexibility provisions as required by the NPS-UD.</p>
<p>Costs</p>	<p>This option may be more costly than Option 1 because of the increased scope. However, Option 1 does not address the updated Future Proof Strategy and may therefore require two plan changes, which would ultimately be more costly.</p> <p>There is some risk of duplication of processes with this option because Future Proof will be updated again by 2024 to address the requirements of the NPS-UD for a Future Development Strategy. This may result in changes that would require a further RPS change at that time. WRC and the Future Proof partners have considered this. There is significant risk in waiting until 2024 and not updating the Future Proof policies in the RPS at this time. Already there have been RMA processes where the Future Proof policies in the RPS have been questioned because they do not reflect the 2017 Future Proof</p>

	<p>Strategy (which was Phase One of the Future Proof Strategy update). Should there be another delay in updating the Future Proof policies in the RPS until 2024, this could result in significant uncertainty and potentially costly RMA processes where the policy requirements for the built environment could be re-litigated in plan changes and resource consents. An example is the current Waikato District Plan hearings process where submitters have offered the commissioners various interpretations of how the NPS-UD applies within the region, and how it interacts with the existing RPS, including the Future Proof policies and methods. Therefore, it is considered that it would be more costly to wait until 2024 before making any changes to the RPS to incorporate updated Future Proof provisions once the FDS is completed.</p> <p>Option 2A may result in a greater level of change than Option 2 from the existing RPS provisions for Future Proof and as a result there may be a greater level of cost to develop and embed the provisions.</p> <p>There will be costs associated with developing the plan change, including necessary engagement, drafting, and procedural costs.</p>
<p>Summary – Options 2 and 2A This option would be effective and efficient in addressing the purpose of the plan change – to update the RPS to incorporate NPS-UD requirements and to reflect the updated Future Proof Strategy.</p>	

Option 3: Changes to give effect to the NPS-UD. Removal of Future Proof and other growth strategy policies. Insertion of overarching growth policies.	
Criteria	Discussion
Relevance	<p>This option would be relatively simple to implement because there would be minimal changes to the RPS outside of the NPS requirements. However, this approach would not be the most efficient as it would lose the strength of the Future Proof location and sequencing provisions, likely leading to greater debate within consenting and plan change processes about the appropriate location and sequencing of growth to give effect to the NPS-UD, as well as less certainty for community and infrastructure providers.</p> <p>This option would be effective in achieving compliance with the NPS-UD but would not reflect the updated Future Proof Strategy.</p>
Feasibility	<p>This option is within Council’s powers and responsibilities. This option would be cost effective in that it would minimise the number of changes to the RPS required to implement the NPS and the Future Proof Strategy.</p> <p>There is some risk with all of the options that submissions would be received on other aspects of the RPS, which may mean that the scope of the change may change during the course of the Schedule 1 process.</p>

	<p>There is a risk that relying only on overarching growth policies would remove the strength of location and sequencing provisions used in the Waikato RPS and examples of managing growth used in other regions in NZ. For example, Auckland, Bay of Plenty, and Canterbury all use some type of urban limit to manage growth and Auckland and Canterbury also use criteria about how that limit is managed to provide flexibility as well as good urban environments.</p>
Acceptability	<p>This option would see some change to the overall RPS built environment chapter to address any matters in the NPS-UD that are not currently addressed and to provide an overarching growth approach for areas that currently have growth strategies.</p> <p>The NPS-UD requires that the values and aspirations of hapū and iwi for urban development are taken into account when preparing RMA planning documents, and therefore as part of any plan change, this would need to be undertaken, which would assist in ensuring the proposal was acceptable from the point of view of hapū and iwi.</p> <p>The Future Proof partners' expectation is that the RPS will be updated to reflect the updated Future Proof Strategy – this option would not provide for this and would not be acceptable to the Future Proof partnership.</p> <p>Feedback received from council staff from councils outside of the Future Proof sub-region indicates that overarching growth policies rather than reference to specific growth strategies (other than Future Proof) would likely be more acceptable given that the existing references are out-of-date and therefore have caused uncertainty in decision-making.</p>
Benefits	<p>Through initial feedback from council staff and iwi it is clear that much of the RPS is fit-for-purpose. This option would have the benefit of retaining the majority of provisions in the RPS relatively intact.</p> <p>This option would address concerns that have been raised in relation to out of date references to the Coromandel Blueprint, and Taupō 2050 and the desire to see policies about these growth strategies removed.</p> <p>This approach would provide flexibility for provisions in FDSs and district plans to provide the detail. However, there would be considerably less certainty for the community and infrastructure providers as to the location of growth, particularly in high-growth areas.</p>
Costs	<p>This option could result in a lack of certainty in relation to growth in these areas as a result. It would not address the desire of Future Proof parties to retain location and sequencing policies guided by Future Proof within the RPS.</p> <p>This option could result in some confusion for the community because the existing Future Proof, Coromandel Blueprint, and Taupō</p>

	<p>2050 policies would not integrate well with any amendments to other RPS policies to give effect to the NPS-UD. For example, the NPS-UD requires the RPS to enable higher densities in certain locations, which is more specific and directive than existing policies in the RPS. If general policies were changed but the Future Proof, Coromandel Blueprint, and Taupō 2050 policies were not changed, there would likely be some inconsistencies.</p> <p>District plans are subject to private plan changes, which RPSs are not, so there would be less certainty with this approach, and it would leave room for debate to happen through private plan changes with limited policy direction available in the RPS. This would also potentially lead to inconsistent growth approaches throughout the region, and limited certainty for infrastructure providers. This approach may not give effect to section 30(1)(gb) of the RMA.</p> <p>objective 3.27 (housing bottom lines) is now expressed as a minimum target. If this is solely relied on without giving statutory weight to the settlement pattern and specifics about where this growth is to be located, then it may pose challenges in terms of planned and coordinated development including infrastructure provision (for example policy 6.1 and policy 6.3 RPS). Although expressed as a minimum there still needs to be a high degree of certainty about where this growth will be located. A gap will remain in terms of the detailed location and sequencing of residential growth. The RPS would have new minimum targets with no context or policy / method support. This might result in difficulties with implementation.</p> <p>There would still be a need to update the RPS further once the full Future Proof FDS and any other FDSs that regional TAs choose to prepare are available by 2024.</p> <p>There would be little certainty as to the spatial location of ‘urban environments’ and therefore there would be significant risk of re-litigation and uncertainty in implementation of the RPS.</p> <p>There will be costs associated with developing the plan change, including necessary engagement, drafting, and procedural costs.</p>
<p>Summary – Option 3 This option would be efficient and effective at giving effect to the NPS-UD requirements but it would not address the updated Future Proof Strategy. It would give little certainty as to the spatial location of growth and there would be room for debate to happen through private plan changes with limited policy direction in the RPS.</p>	

E.3 Appendix C – Stakeholder engagement summary

Stakeholder engagement: Future Proof Partners, tier 3 Local authorities and JMA partners/iwi authorities.

Stakeholder	Date	Engagement
JMA partner iwi authorities (Waikato Tainui, Tūwharetoa, Raukawa, TARIT, Maniapoto)	15 Feb 2021	JMA Letter for RPS Changes sent to iwi contact via email. Follow-up email sent 24 April 2021
Waikato Tainui	16 June 2021	Online meeting, followed by email communication.
	1 Oct 2021	Received update on the RPS change to reflect the NPS-UD 2020 via Co-Governance Committee.
	22 June 2022	Email communication.
Tūwharetoa	15 Oct 2021	Received update on the RPS change to reflect the NPS-UD 2020 via Co-Governance Committee.
	1 Nov 2021	Online meeting with staff. Follow up email sent 24 November 2021.
	20 June 2022	Email communication.
Raukawa	6 Sept 2021	Received update on the RPS change to reflect the NPS-UD 2020 via Co-Governance Committee.
	10 Feb 2022	Online meeting with staff, following email communication in November 2021.
	7 July 2022	Online meeting with staff, following email communication in June 2022.
TARIT	18 May 2021	Received update on the RPS change to reflect the NPS-UD 2020 via Co-Governance Committee. Followed by online meeting with staff.
	25 Nov 2021	Email communication.
	21 June 2022	Online meeting with staff.
Maniapoto	2 June 2021	Phone call with staff followed by email communication.
	25 Nov 2021	Email communication.
	20 June 2022	Email communication.
Waikato Regional Planning Managers Forum	24 Nov 2021	Presentation on approach to the RPS change.
Tier 3 and Potential tier 3 Local Authorities	7 July 2021	Workshop to discuss scope of RPS change and understand relevant workstreams for tier 3 Councils.
	9 March 2022	Shared amended provisions following workshops in late 2021.
South Waikato District Council (staff)	11 Nov 2021	Workshop on draft tier 3 provisions, followed by email communication.
Thames-Coromandel District Council (staff)	16 Nov 2021	Workshop on draft tier 3 provisions, followed by email communication.
Matamata-Piako District Council (staff)	18 Nov 2021	Workshop on draft tier 3 provisions, followed by email communication.
Taupō District Council (staff)	23 Nov 2021	Workshop on draft tier 3 provisions, followed by email communication.
	20 May 2022	Email communication - follow-up to draft provisions.
All Future Proof groups – Planning and Policy Working Group, Senior Managers’ Steering Group, Nga Karu Atua o te Waka, Chief Executives’ Advisory Group, Future Proof Implementation Steering Group.	2021/2022	Development of Future Proof strategy including Appendix One which sets out the proposed scope of an RPS change to embed the Future Proof provisions into the RPS.

Future Proof Policy and Planning Working Group	Nov 2021, May 2022, July 2022	Workshops and meetings.
Future Proof Senior Managers' Steering Group	May 2022	Meeting.
Future Proof RPS working group	April, May, June, July 2022	Workshopping draft Future Proof issues, options, objectives, policies and methods.
Future Proof Three-waters technical team	April 2022	Feedback sought relating to future planning for three-waters. This work includes conceptual planning for future blue-green networks and informed the development of the RPS response to blue-green network.
Waikato District council (staff)	May 2022	Email communication
Waipā District council (staff)	May 2022	Email communication
Waka Kotahi NZTA (staff)	25 May 2022	Email communication
All iwi authorities, territorial authorities, Kainga Ora, Ministry for Housing and Urban Development, Waka Kotahi	1 August 2022	RMA Schedule 1, Clause 4A pre-notification consultation.