

# District Plan Committee Komiti Ture-aa-takiwaa OPEN MINUTES

Minutes of a meeting of the District Plan Committee held in Council Chamber, Municipal Building, Garden Place, Hamilton and via Audio Visual link on Tuesday 3 May 2022 at 9.31am.

#### **PRESENT**

**Chairperson** Cr R Hamilton

Heamana

**Deputy Chairperson** 

Cr A O'Leary

Heamana Tuarua

Members Mayor P Southgate

Cr S Thompson

Cr M Gallagher (exclusively via Audio Visual link)

In Attendance Cr Wilson (exclusively via Audio Visual link)

Cr Donovan Cr van Oosten Cr Bunting

Blair Bowcott – General Manager Growth Chris Allen – General Manager Development

Mark Davey - City Planning Manager

Jackie Colliar - Strategic Manager, Infrastructure

Ben Scott - Programme Manager

Lachlan Muldowney – Barrister for Hamilton City Council

**Governance Team** Amy Viggers – Governance Lead

Narelle Waite and Tyler Gaukrodger – Governance Advisors

Chantel Jansen - Governance Officer

Jackie Colliar opened the meeting with Karakia.

#### 1. Apologies – Tono aroha

**Resolved:** (Cr Hamilton/Cr O'Leary)

That the apologies for absence from Cr Pascoe, for partial apologies from Cr Gallagher and for lateness from Deputy Mayor Taylor are accepted.

# 2. Confirmation of Agenda – Whakatau raarangi take

**Resolved:** (Cr Hamilton/Cr O'Leary)

That the agenda is confirmed.

#### 3. Declarations of Interest – Tauaakii whaipaanga

The Governance Lead noted that Committee Members are required to disclose conflicts of interests as they arise and update their Declaration of Interest Form every six months. A register of Member Interests is available online via the following link - <u>Declaration of Elected Members Interests</u>.

#### 4. Public Forum – Aatea koorero

No members of the public wished to speak.

# 5. Confirmation of the District Plan Open Minutes of 10 March 2022

**Resolved:** (Cr Hamilton/Cr O'Leary)

That the Committee confirm the Open Minutes of the District Plan Committee meeting held on 10 March 2022 as a true and correct record.

Mayor Southgate joined the meeting (9.38am) at the conclusion of the above item. She was not present when the matter was voted on.

# 6. Chair's Report

The Chair spoke to the report, noting upcoming infrastructure work, collaboration with other Councils and qualifying matters that would affect the application of the District Plan.

**Resolved:** (Cr Hamilton/Cr O'Leary)

That the District Plan Committee receives the report.

# 7. General Manager's Report

The General Manager Growth introduced the report, noting the deferral of Plan Change 10, various plan changes, and budgeting within the financial year and in future years. Staff responded to questions from Members concerning Covid-19 effect on work, Te Ture Whaimana considerations, Kāinga Ora urban planning and staff workload.

**Resolved:** (Mayor Southgate/Cr Thomson)

That the District Plan Committee receives the report.

# 8. Resolution to Exclude the Public

**Resolved:** (Cr Hamilton/Mayor Southgate)

Section 48, Local Government Official Information and Meetings Act 1987

The following motion is submitted for consideration:

That the public be excluded from the following parts of the proceedings of this meeting, namely consideration of the public excluded agenda.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution follows.

General subject of each matter to be considered	Reasons for passing this resolution in relation to each matter	• •
C1. Confirmation of the District Plan Public Excluded Minutes of 10 March 2022  C2. General Manager's Report -	) information exists under ) Section 7 Local Government ) Official Information and	Section 48(1)(a)
Private Plan Change	) Meetings Act 1987 )	
C3. Update on the District Plan Change Programme		

This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public, as follows:

Item C1.	to prevent the disclosure or use of official Section 7 (2) (j)
	information for improper gain or improper
	advantage

Item C2. to protect information which is subject to an Section 7 (2) (c) (ii) obligation of confidence where disclosure Section 7 (2) (j) would likely damage the public interest to prevent the disclosure or use of official information for improper gain or improper advantage

Item C3. to maintain the effective conduct of public Section 7 (2) (f) (ii) affairs through protecting persons from Section 7 (2) (j) improper pressure or harassment to prevent the disclosure or use of official information for improper gain or improper advantage

The meeting went into a public excluded session at 10.00am.

### The meeting was declared closed at 12.26pm.

# Minute Note 17/08/2022:

On 17/08/2022 the following report and resolutions were determined to be released to the public via these minutes and the quarterly update. The report is attached as **Appendix 1** of these minutes.

#### **Update on the District Plan Change Programme**

#### Resolved:

That the District Plan Committee:

- a) receives the report;
- b) approves the direction of the planning provisions for Plan Change 12 Intensification Planning Instrument (IPI) as outlined in Paragraphs 19-63 of the staff report;
- c) approves the removal of Sites and Significance to Maaori from Plan Change 9 work programme and endorses 'Option 1' under paragraph 83 for utilising the findings from this work;
- d) approves the direction of the planning provisions for Plan Change 9 Historic Heritage and Natural Environments, as outlined under paragraph 87 of the staff report;
- e) Notes that Archaeological sites are proposed to remain in PC9 and be expanded which protect a number Maaori sites for which there are cultural relationships; and
- f) Notes that Council do have obligations under the RMA clause 6(e) which do need to be met in respect to managing, protecting and providing for the relationship of Maaori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga; and

- g) Notes that staff will seek a recommendation to Council at the 16 June 2022 District Plan meeting to approve public notification of Plan Change 9; and
- h) notes that staff will seek a recommendation to Council at the 4 August 2022 District Plan meeting to approve public notification of Plan Change 12; and
- i) notes that outreach regarding the 'HCC Approach to IPI' will commence late May/early June, subject to resolution (b) above; and
- j) notes that the decision and information in relation to this matter be released at the appropriate time, to be determined by the Chief Executive.

# **Council Report**

**Committee:** District Plan Committee **Date:** 03 May 2022

Author: Mark Davey Authoriser: Blair Bowcott

**Position:** City Planning Manager **Position:** General Manager Growth

**Report Name:** Update on the District Plan Change Programme

# Purpose - Take

- 1. To inform the District Plan Committee on the direction of the planning provisions for Plan Change 12 Intensification Planning Instrument (IPI) and Plan Change 9 Historic Heritage and Natural Environments and to seek the Committee's recommendation to Council to approve that direction.
- 2. To inform the District Plan Committee on progress to date on the 'traffic light' assessment on infrastructure to support the Intensification Planning Instrument (IPI) Plan Change 12.
- 3. To inform the District Plan Committee on the Connections Policy workstream.

#### Staff Recommendation - Tuutohu-aa-kaimahi

- 4. That the District Plan Committee:
  - a) receives the report;
  - b) approves the direction of the planning provisions for Plan Change 12 Intensification Planning Instrument (IPI) as outlined in Paragraphs 19-63 of the staff report;
  - c) approves the removal of Sites and Significance to Maaori from Plan Change 9 work programme and endorses 'Option 1' under paragraph 83 for utilising the findings from this work;
  - d) approves the direction of the planning provisions for Plan Change 9 Historic Heritage and Natural Environments, as outlined under paragraph 87 of the staff report;
  - e) notes that Archaeological sites are proposed to remain in Plan Change 9 Historic Heritage and Natural Environments be expanded which protect a number Maaori sites for which there are cultural relationships;
  - f) notes that Council do have obligations under the RMA clause 6(e) which needs to be met in respect to managing, protecting and providing for the relationship of Maaori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga;

- g) notes that staff will seek a recommendation to the Council at the 16 June 2022 District Plan meeting concerning approval to publicly notify Plan Change 9;
- h) notes that staff will seek a recommendation to the Council at the 4 August 2022 District Plan meeting t concerning approval to publicly notify Plan Change 12;
- i) notes that outreach regarding the 'HCC Approach to IPI' will commence late May/early June, subject to (b) above; and
- j) notes that the decision and information in relation to this matter be released at the appropriate time, to be determined by the Chief Executive.

# **Executive Summary - Whakaraapopototanga matua**

- 5. This report covers the direction of the planning provisions for:
  - i. Plan Change 12 (PC12) Intensification Planning Instrument (IPI); and
  - ii. Plan Change 9 (PC9) Historic Heritage and Natural Environments.
- 6. This report also provides an update on the 'Traffic Light Assessment' (TLA) that has been undertaken. The TLA will form the core evidence base to inform how and to what extent the IPI policies as part of PC12 are to be modified to accommodate The Vision and Strategy requirements. This will include, where possible, area-specific planning responses.
- 7. The TLA divides the city into a number of geographic areas (suburbs) and provides a 'traffic-light' rating across the 3-waters in these areas assessing the existing state of the respective networks.
- 8. There is also an update on the Connections Policy Review work, which aligns with Plan Change 12 as it will assist Council in managing the effects of growth on the network (refer Paragraph 58).
- 9. At the 14<sup>th</sup> April 2022 extraordinary Council meeting resolutions seeking the appointment of the additional commissioner panel members to PC5, PC9 and PC12 were passed. Alongside this, staff have been working with Waipa and Waikato district councils to achieve alignment between the three IHP panels' membership. This is intended to provide consistency on matters such as the interpretation of Te Ture Whaimana as a 'qualifying matter' as well as efficiency gains by holding joint hearings.
- 10. Following an Elected Member briefing on 14 April 2022, the report also provides an update and options for including Sites and Areas of Significance to Maaori (SASM) in PC9. It also provides an update on Historic Heritage Areas (HHAs). Both HHAs and SASMs are currently not in the District Plan.
- 11. Given the statutory requirement to consult, staff have not considered the key considerations under the Significance and Engagement Policy to assess the significance of the matter(s) in this report and staff note that the recommendations comply with the Council's legal requirements.

# Background - Koorero whaimaarama

12. The Resource Management (Enabling Housing Supply and Other Matters) Amendment Act (2021) (Amendment Act) combined with the National Policy Statement - Urban Development (2020) (NPS-UD) requires that Tier 1 councils (including Hamilton) notify changes to their district plans by 20 August 2022 that:

- Apply Medium Density Residential (MDRS) standards across existing residential zones.
  These standards enable, as a permitted activity, up to 3 storeys and 3 dwellings on
  existing sites provided specific bulk and location requirements are met. They do not
  include any minimum density controls;
- ii. Intensify residential zoning around neighbourhood, local and town centre zones commensurate with the size of that centre.
- 13. Together, these required changes to the District Plan are referred to as the Intensification Planning Instruments (IPIs). PC12 addresses IPIs.
- 14. Plan Change 9 identifies and protects matters of historic heritage and natural environments across the city, specifically:
  - i. built heritage;
  - ii. sites and significance to Maaori (noting the revised direction at paragraphs 79-84);
  - iii. archaeological sites;
  - iv. historic heritage areas;
  - v. indigenous biodiversity and habitat of indigenous fauna; and
  - vi. notable trees.
- 15. Qualifying Matters (QM) include Matters of National Importance (historic heritage and natural environments under section 6 of the RMA). The historic heritage and natural environments aspects of PC9 will become 'new' QMs under PC12. Based on the current programme, staff are aiming to notify PC9 on 23 July 2022, using the normal Schedule 1 RMA process.

# **Discussion - Matapaki**

# Plan Change 12 - IPI

# **Background**

- 16. As Elected Members consider staff recommendations regarding the City's approach to the Amendment Act and the MDRS provisions it is important to keep in mind that the city has had a form of MDRS, called the duplex policy, since 2015. This has allowed intensification to occur city-wide down to 200m2, subject to design criteria and rarely have any applications ever been declined.
- 17. This policy has helped the city achieve a 50% intensification rate, delivering approximately 2,234 infill duplex dwellings since 2015 (the equivalent of 23% of new housing growth), demand which would have otherwise materialised in greenfield growth cells or outlying towns and villages. The duplex typology has also led to better land use utilisation in greenfield areas with 837 duplexes consented since 2015. Combined, this typology accounts for 32% of new house construction in the city since 2015 (total of 9,746; 2015-2021).
- 18. Since 2015 standalone dwellings have only accounted for 25% of new dwellings in in-fill areas. Meaning, the vast majority of new dwellings have been in more dense typologies, apartments, terraced houses, and duplexes.

#### **Proposed zoning changes**

19. The findings of the infrastructure assessment (noted in paras 43-57 below) highlight the relatively poor state of 3-waters infrastructure city-wide in brownfield areas to cater to increased growth. This leads us away from being able to simply saying area "xx" has capacity and can be turned on/have its densities increased from their current levels and be confident that it will not have detrimental impact on the river. Instead, the findings point to a planning-led response to intensification which looks at various factors, and not just infrastructure capacity.

- 20. We must not lose sight of the fact that HCC is required, by law, to increase density enablement in the District Plan. There is zero opportunity to reduce densities from existing ODP provisions, densities must be increased, the question is by how much and where, subject to qualifying matters.
- 21. Permitting ad hoc growth city-wide to the densities envisaged under the Act will hinder the ability for the Council to invest commensurately to support the growth. The Council is fiscally constrained and cannot invest in upgrading networks on a city-wide basis to support further city-wide intensification.
- 22. Council must ensure networks are not overwhelmed creating an adverse knock-on effect to the river as this would equate to a breach of the Councils obligations under Te Ture Whaimana (hence triggering this qualifying matter). Investment must occur to support growth but the Council can only afford this if it is undertaken in a targeted and judicious manner focused in certain areas. However, investment is but one aspect. The more macro issues remain though, that is, the carrying capacity of the environment to support Hamilton's continued growth. The city is already fast approaching their limits with respect to water take from the river the characteristics of discharge into the river (for example nitrogen loading).
- 23. With this in mind, in existing general residential areas, a precautionary approach is adopted, with housing no denser than the current duplex typology (eg 200m2) and the addition of onsite mitigation measures including landscaping, permeable surfaces, rainwater tanks. These measures will help incrementally reduce water demand and stormwater in doing so meeting the betterment aspect of Te Ture Whaimana. With these additional 'green policy' requirements achieved, a duplex development can proceed as a permitted activity. Controlling density to these existing levels of duplex development supports wastewater networks by not further increasing demand on an already constrained network beyond current levels. The use of FCs will help off-set localised network deficiencies.
- 24. In keeping with the aim of the Act, a more streamlined consenting pathway is provided for duplex densities of development provided certain performance criteria are met. Instead of limiting typologies to duplex's as is the case currently, the choice of typology is expanded. Building forms with smaller footprints are encouraged to ensure permeable areas, landscaping and tree cover are maintained or increased if possible. Densities beyond this in the general residential zones are discretionary with stringent assessment criteria which largely deter higher density forms occurring in the general residential areas.
- 25. Medium and higher densities are only enabled as per Policy 3D in the CBD walkable catchment (6+ storeys), this includes parts of Hamilton East and CBD North as per the Area Plans (west of the of river subject to 3-waters network). Green policies and financial contributions will also apply in these areas along with more stringent design controls. This aligns to planned investment and is supported by detailed analyses already undertaken which informs how higher densities in these areas can be accommodated from an infrastructure point of view.
- 26. In greenfield areas, densities similar to MDRS (eg 200m2) are enabled subject to head-works and trunk capacity (infra assessment required). In greenfield areas, development is subject to integrated LUC and subdivision controls, so it is felt that 'MDRS' specific provisions in terms of 3 per site are less relevant in this context minimum lot size becomes the main factor. Subdivision design controls will dictate one dwelling per site and look to maximise density from the outset in an integrated manner.
- 27. The district plan provisions will sit side by side with a 3 waters connections policy which will provide a safeguard against unacceptable effects. So while a development might be enabled under the district plan, it will still need to get a connections approval. Where a particular residential development creates unacceptable effects on the network, which cannot be addressed, that might lead to a connection refusal by HCC.

- 28. In summary the general planning direction is:
  - a. No increase in densities across brownfield/infill areas in existing residential zones but with some changes to existing duplex rules;
  - b. Increased densities in greenfield areas where infrastructure can respond;
  - c. Increased densities in the CBD walkable catchment which will extend across to part of Hamilton East, and up into Whitiora/Te Rapa/CBD north;
  - d. A connections policy that will safeguard against unacceptable effects on a site by site basis.

### **Proposed infrastructure overlay**

- 29. Staff are proposing the use of an 'overlay' in order to manage densities across parts of the city and to introduce additional controls where required (brownfields in particular).
- 30. As noted above, staff are considering areas close to the CBD that have been investigated through the Area Plan work where development rights could be more permissive, aligned to the Amendment Act and MDRS.
- 31. The benefit of an overlay approach is that it means controls can be lifted in certain areas aligned to infrastructure investment. It is proposed that this is reviewed three-yearly aligned to the LTP decision-making.
- 32. The proposed zoning map is attached in **Attachment 1**. Please note that this is a working draft that reflects some of the direction set out in this report but is under development.

#### Proposed medium density zoning

- 33. The potential location for the new Medium Density Zone was assessed by undertaking a centres assessment. This looked at which additional areas might intensification above the MDRS. The assessment identified that the following centres triggered these additional requirements of the NPS-UD and Amendment Act:
  - i. Thomas Road Shops
  - ii. Chartwell
  - iii. Five Cross Roads
  - iv. Clyde Street Shops
  - v. Hamilton East Village
  - vi. Glenview
  - vii. Frankton
  - viii. Dinsdale
  - ix. Nawton.
- 34. The extent of the re-zoning is demonstrated on a map in **Attachment 2** and is restricted to a 5-10 minute walking catchment around the centre zones.
- 35. However, this list now needs to be refined in light of the TLA work which will likely lead to its rationalisation in accordance with a more focused approach to density, as noted above (refer paragraph 28). Staff will provide an update on this during the meeting.

#### Proposed 'green policies'

- 36. 'Green Policies' are also currently proposed in PC12 by requiring developments to (noting these will be specified in the plan change):
  - i. provide trees or retain existing trees;
  - ii. retain minimum permeable surfaces and enhance landscaping; and

iii. require rainwater re-use tanks and soakage to ensure stormwater retention requirements are met.

#### **Proposed financial contributions**

- 37. Staff are proposing charging financial contributions for residential developments that result in increased residential development densities. These charges will be targeted at local interventions such as, local infrastructure network upgrades and street beautification.
- 38. This would provide a mechanism to partially fund the additional investment needed to support the increased residential densities. Additional investment is expected to be needed because financial contributions will be incrementally collected over time in response to development proposals and historically, the costs of fully upgrading the network have never been completely taken from the first development "through the door".
- 39. Additional funding (above that signalled in the LTP and 30 Year Infrastructure Strategy) for local, trunk and strategic three waters (including water allocation and wastewater discharge load allocations) will be needed to manage and service the additional demands of further intensification.
- 40. The amended financial contributions policy and proposed formula is still be developed at the time of writing; the final draft will be reported at the next District Plan Committee meeting on 16 June 2022.

#### Plan Change 12 – Summary of key changes

- 41. The key topics/chapters to be changed as part of Plan Change 12 are outlined in the following table. This is an overview only and does not include all specific changes:
- 42. The following changes set the direction but still caveated until final planning response on infrastructure assessment work has been undertaken. The approach in greenfield areas is still being worked through.

	1		
Chapter/Topic	Key Approaches	Existing provisions	Examples: Proposed provisions
General Residential	Allow for 1 to 3		Comply with MDRS
Retain existing Residential Zoned areas and include the rezoning of the following areas to Residential General  Rotokauri Ridgeline Area  Medium Density Residential Lake  Medium behavate  Allow for 1 storeys development primarily dwellings, d housing terrace Housin Incorporate M Introduce con to give effect Ture Whai	development primarily single dwellings, duplex housing and terrace Housing Incorporate MDRS Introduce controls to give effect to Te	Building Height-Maximum 10m  Setbacks- 3m front boundary, 1.5m other boundaries  Outdoor living - 35m² for up to 2 bedrooms, additional 10m² for each extra bedroom  Activity Status	terrace.  Activity status dependant on number of
Landscape Character Area Rototuna North East Special	Qualifying Matters	dependant on housing type	residential units- More than 3 dwellings on a site to require consent with discretion over design and layout.
East Special Character Zone			Manage built form beyond MDRS
		Permeable surface- Minimum 30% of site	Permeable Surface- Minimum 30% with 65% of this to be landscaped  Landscaping-one tree with a minimum 3m diameter unobstructed area per dwelling unit, except for apartments, 1

		Density- Single dwel 400m <sup>2</sup>	tree per site with an additional tree per every 200m² site area  Density  Single dwelling 300m²  Terraced housing and apartments- to be determined based on infrastructure capacity overlay
Medium Density Residential  Rezoning of General Residential Zone to Medium Density Residential Zone in close proximity to the following centres (subject to TLA findings):  Thomas Road Shops Chartwell	Allow for up to 5 storey developments primarily duplexes, terrace housing and apartments.  Introduce controls to achieve Te Ture Whaimana and other Qualifying Matters	Permeable surfa Minimum permeable surf 20%	Minimum 20% permeable surface with
<ul> <li>Five Cross Roads</li> <li>Clyde Street Shops</li> <li>Hamilton East Village</li> <li>Glenview</li> <li>Frankton</li> <li>Dinsdale</li> <li>Nawton.</li> </ul>		Density	Single dwelling-to be determined based on three waters decisions-possibly minimum 200m2 per dwelling.  Duplex, terraced dwelling or apartment-150m² per unit
Rezoning the existing Residential Intensification Zones to Medium Density Residential Zone is required to maintain comparable development rights. These areas include: Five Cross Roads Dinsdale Hospital University			
<ul> <li>Hamilton East</li> <li>Nawton</li> <li>Glenview</li> <li>High Density Residential</li> </ul>	Allow for 6 or	-	Building height- Maximum 20m

Rezoning of Residential Intensification and General Residential Zones to High Density Residential Zone within walkable catchment of the Central City	more storey developments primarily terrace housing and apartments.  Introduce controls to achieve Te Ture Whaimana and other Qualifying Matters		Density- to be determined  Activity Status-Encourage apartments
Design	Shift the focus of the assessment criteria to higher density typologies.  Redraft the assessment criteria to include 5 elements important to urban design.	-	Update the assessment criteria to include 5 key urban design elements including:  Context e.g building mass, window placement;  Public realm e.g planting in the front boundary, visual interest of building, parking behind buildings;  Site layout e.g public front, private back  Access and circulation  External appearance
Central City	<ul> <li>Remove the height controls as per Policy 3 of the NPS-UD.</li> </ul>	Height overlay 2- Maximum 20m Height overlay 3- Maximum 13m	Removal of maximum heights in Central City
Business Zone	<ul> <li>Increase height controls within walkable catchment of city centre</li> <li>Enable upper floor apartments in the Sub-Regional Centre (The Base and Chartwell Shopping Centre)</li> </ul>	Building height- Maximum 15m	Building height- 20m (within walkable catchment of central city)
Financial contributions	Inclusion of the ability to charge financial contributions.		New provisions to allow financial contributions to be collected for the following:  Residential amenity-where public open space or streetscape amenity can be improved  Te Ture Whaimana-for restoration and protection of the Waikato River  Connections/upgrades/improvements to three waters and transport

			infrastructure.
Transportation	Support the uptake of walking, cycling, micromobility, and public transport to:  • Manage the effects of urban intensification on the transport network.  • Respond to the removal of car parking requirements.  • Reduce greenhouse gas emissions	-	Detailed requirements for cycle and micro-mobility parking facilities; and end-of-journey facilities  A Transport Mode Hierarchy which gives priority to vulnerable road users, walking, cycling, micro-mobility, and public transport.  Additional Transport Assessment requirements including effects on greenhouse gas emissions; storage and collection of rubbish, and car parking management.  Travel plans required for activities that will result in higher levels of people traveling to or from the site.  New rules to reduce conflicts between modes, including by providing for rear lanes to serve residential development.  The width requirements for some types of transport corridor are amended to accommodate landscaping, stormwater infrastructure, separated cycle facilities, public transport, or wider footpaths or
<b>-1</b>			parking spaces.
Three Waters	Poquiro onhancod	A stormwater	- Decidential developments moved
Stormwater	Require enhanced on-site stormwater management measures	A stormwater detention tank is usually possible (which captures rain for slow release to the council network but does not reuse or reduce volumes).	<ul> <li>Residential developments must achieve onsite retention of first 10mm of rainfall. In practice this means that most sites are likely to require a rainwater reuse tank of 2000-5000L for their roof and a soakage pit/s for their driveway and manoeuvring area.</li> <li>For larger residential developments – new Site-Specific Stormwater Management Plan requirement</li> </ul>
Vision and Strategy as Qualifying Matter	Options are still being worked through but include: - introduction of a three waters infrastructure capacity constraint 'overlay' into the Plan – approach and overlay area still to be determined; and - A 'prioritised area' approach informed by infrastructure capacity and best-practice planning.	-	Within the infrastructure overlay, new housing developments of three or more units on a site will be subject to resource consent requirements relating to infrastructure constraints and whether any measures on the site can be taken to offset constraints.

## **Traffic Light Assessment report**

- 43. As noted earlier in this report, the Strategic Development Unit has prepared a Traffic Light Assessment report (TLA).
- 44. The TLA is an assessment of the performance of the city's 3 waters infrastructure using criteria that align with Te Ture Whaimana the Vision and Strategy for the Waikato River.
- 45. The TLA has had to rely on existing available information which uses 2017 to 2019 population projections, and infrastructure investment previously identified to respond to the demands associated with these population projections.
- 46. The following table outlines in detail what the TLA includes, and what it doesn't:

#### Scope of the TLA What the TLA doesn't include An assessment of the performance of the city's 3 Assessment of Environmental Effects associated waters infrastructure using: with predicted performance of current network Criteria that align with Vision & Strategy Assessment of potential impacts of predicted performance on cultural sites of significance. Existing available information which uses 2017 to 2019 population projections Updated growth projections for the city that reflect changing trends in development typology, Water and Wastewater hydraulic location and uptake within both brownfields and modelling results greenfield areas. 3 Waters Master Plans Updated growth projections for the city that assessment of the infrastructure reflect the proposed changes to land-use investment previously identified to response to associated with MDRS and NPS-UD. 2017-2019 population projections: Three waters system modelling to assess the 2021-31 Long term Plans impacts of changing development trends (density, 3 Waters master Plans rate of uptake), or MDRS on network performance o HAF Investigations in the short, medium or long-term. Existing available stormwater information Detailed analysis of the impacts of MDRS and NPS-UD on Councils water and wastewater treatment Integrated catchment management facilities and associated regional council consents plans: Mangakotukutuku, Rotokauri, Te (water abstraction and wastewater discharge). Awa o Katapaki, Mangaheka Development of potential servicing solutions Available flood hazard information required to respond specifically to accelerated and Most recent stormwater master plan more extensive growth including those associated and underlying data layers including with the MDRS and NPS-UD. 2021-2031 Long Term Plan specifically Detailed cost estimates of servicing solutions the recommended stormwater projects required to respond to accelerated and more and programmes that are currently extensive growth. funded in the LTP. Assessment of transport asset state. Granular analysis of network performance Planning provisions/policies/rules in response to the findings of this assessment necessary to give

47. It is important to note that the TLA report is not directly transferable into District Plan planning provisions, and does not highlight 'go' and 'no-go' areas of the city. The development of planning provisions in response to the findings of this assessment necessary to give effect to Te Ture Whaimana is a task that is only informed by the TLA.

effect to Te Ture Whaimana

- 48. Overall, conclusions of TLA highlight the citywide challenges to servicing existing plan-enabled and growth being experienced within Hamilton, but also signal the challenges faced with the scale of MDRS/NPS-UD growth required to be plan-enabled. Significant investment is required to create more capacity to accommodate increased densities.
- 49. Although the TLA doesn't identify specific areas of the city to intensify, it confirms the need to prioritise where MDRS and higher-density residential development is enabled to deliver on the Vision and Strategy and Council's strategic objectives to enable planned infrastructure investment strategies.
- 50. The report found that greenfield areas perform slightly better than brownfield. This is largely due to timing: planned greenfield densities are higher than those historically seen in brownfield areas and therefore infrastructure performs better in response higher densities. However, headworks and trunk capacity still remain a risk to servicing these greenfield areas given cumulatively there will be more houses in these growth cells between what was planned and the new densities envisaged under the Act (higher than envisaged when infrastructure networks were planned and invested).
- 51. The TLA highlights 3 waters servicing challenges based on historic growth projections, and that the MDRS/NPS-UD residential intensification required to be enabled will only exacerbate these issues. The MDRS/NPSUD residential intensification required proposes a step change in land use and residential intensification that will require a significant increase in infrastructure investment to service this level of intensification, even if levels of residential intensification required by MDRS/NPSUD are modified to manage effects on the River.
- 52. Further work by City Development will be required that considers updated growth projections for the city that reflect changing trends in development typology, location and uptake within both brownfields and greenfield areas, and the impact on infrastructure capacity. It is expected that this work will be undertaken to align with timing of the PC12 hearing to provide further support the Council's approach.

# **TLA high-level findings**

- 53. There is planned 3-waters investment in the existing LTP which will support improved network performance based on current demand but will not significantly increase network capacity and allow for higher rates of intensification. In fact, managing the city's existing rates of intensification remains problematic due to the funding gap. The marginal network performance improvement as a result of planned investment is quickly consumed by existing demand pressures. The net result is a decrease in network performance. Layering additional densities across this scenario creates even more stress on the networks.
- 54. The network assessment across the various brownfield areas have found that no one area stands out as being in a demonstrably better state than another to accommodate increased growth pressures in the absence of significant increases in investment. In short, all areas lack capacity, but there are differing degrees of the problem.
- 55. In comparison, the majority of investment in 3-waters infrastructure has been focused on greenfield areas, which means that these areas are slightly better equipped in terms of infrastructure capacity to handle additional densities However, while this may be the case in the shorter term, with capacity being absorbed at a higher rate due to increased densities, it will mean that in the longer term, these greenfield areas will reach capacity before the growth cell is fully built out, so a knock-on effect arises.
- 56. In short, the report highlights that there are network capacity constraints across the city, but the greenfield areas are slightly better positioned in the short to mid-term to accommodate increased densities compared to the brownfield/infill areas. The TLA report will be shred at the next DP Committee meeting following completion of the peer review.

57. The report highlights that allowing higher densities of growth to proceed in an ad hoc manner city-wide will result in infrastructure failure and adverse knock-on effects on the river. Accordingly, a targeted approach to increased densities is required.

#### **Connections Policy update**

- 58. Council staff are undertaking a programme of works (the Connections Policy Review), which aligns with Plan change 12 and responds to current high growth and the Amendment Act.
- 59. The programme of works is made of three work streams (described in the table below) and seeks to review how connections to the three-waters network are assessed and authorised, and (if required) make the necessary changes to ensure Council Staff have the necessary tools, processes, standards and resources to manage these connection requests.
- 60. Council Staff have determined that the Connections Review and Plan Change 12 are not directly dependent on each other and can run as independent projects.
- 61. However, the key is for Council to be able to manage connections to the three-waters network regardless of the outcomes of the Plan Change 12; therefore, implementing the Connections Review needs to align with Plan Change 12 hearings and decisions.
- 62. The project teams will continue to engage to ensure that strategic outcomes of each project continue to align. The Infrastructure Operations Committee will have oversight of the Connection Policy Review.
- 63. The table below outlines the three workstreams, and the progress achieved on each of the workstreams:

Workstream	Description	Progress
vvorkstream	Description	Progress
Work Stream 1: Connections Approval Process Review	A review of dedicated resources (roles and responsibilities), processes, matters to be considered in the assessment and technical tools needed to support a robust and timely connections approval process.  Recommendations expected August 2022.	<ul> <li>Workstream requirements have been scoped and business analysis resources engaged to undertake work.</li> <li>Review and development of assessment criteria and appropriate tools initiated</li> </ul>
Work Stream 2: Three-Waters Connection Policy Review (3WCP)	As well as a general review of the effectiveness and efficiency of the Policy, this workstream will include a suite of changes needed to align with any new Connections Approval Process and Plan Change 12.  Statement of Proposal expected to be ready for Council endorsement mid 2023.	<ul> <li>Initial review of the 3WCP has commenced.</li> <li>Awaiting outcomes of workstream 1 before initiating detailed review of 3WCP.</li> <li>Alignment of policy review timelines with Plan Change 12 work programme</li> <li>Legal review of effectiveness of 3WCP to manage connections to the three waters network has been completed with legal advice indicating policy could be strengthened.</li> </ul>
Work Stream 3: Regional Technical Infrastructure Specifications (RITS) Supplement	A supplementary document to the existing RITS will be developed and will include 'Hamilton-Specific standards' for infill/ intensification development reflective of what a metro city needs to appropriately manage intensification.  Proposed specifications recommendations are scheduled for August 2022	Workstream requirements have been scoped and potential service providers are being identified.

# Plan Change 9 - Historic Heritage and Natural Environments

- 64. Background and context for PC9 has been included in the General Manager's report and is not repeated here. Following the Elected Member information session on PC9 held on 14 April 2022, detail is provided below on Historic Heritage Areas (HHA) and Sites and Areas of Significance to Maaori (SASM).
- 65. Noting that there is an additional briefing for elected members scheduled for the 27<sup>th</sup> April 2022.

# **Historic Heritage Areas (HHA)**

- 66. In 2020, Council commissioned a heritage expert, Carolyn Hill from Lifescapes Ltd, to undertake work to identify potential additional areas with unique and distinct character values across the city.
- 67. As part of the recommendations from this work, a total of twelve "Areas of Interest" were identified across the city, including areas that represent suburban development from the periods 1920s 1970s.
- 68. In December 2020, to inform the approach to implement the requirements of NPS-UD, noting that the majority of Special Residential Zones were located within the 800m walkable catchment and subject to a minimum of 6 storey building height enablement, Council commissioned Carolyn Hill to review and re-examine the existing Special Residential Zones and Special Heritage Zones currently in the district plan.
- 69. One of the key recommendations from the Carolyn Hill report was to redefine Frankton Railway Village and Hayes Paddock as scheduled Historic Heritage Areas; and redefine parts of Hamilton East and Claudelands as Historic Character Areas.
- 70. Legal advice sought by staff on this matter outlined that Historic Heritage Areas (HHAs) meet the criteria as a 'matter of national importance' as per section 6 of the RMA, and as a qualifying matter under the NPS-UD, but that Historic Character Areas (HCAs) would not meet the s6 or the qualifying matter test. The NPS-UD specifically recognises areas of *heritage* value, not *character* value a distinct difference exists between the two.
- 71. In 2021, in response to the Amendment Act and to assist Council's preparation of Plan Change 12, Council passed a resolution to include the identification of HHAs as part of Plan Change 9.
- 72. In May 2021, Council subsequently commissioned Richard Knott Limited to carry out a citywide assessment identifying parts of Hamilton which meet a defined threshold that warrants identification as an HHA as part of PC9.
- 73. All identified HHAs scheduled in the District Plan through PC9 would be considered 'a matter of national significance' under s6 of the RMA and be recognised as a QM under the Amendment Act and the NPS-UD.
- 74. A set of criteria and method for the identification of HHAs in Hamilton has been carefully developed and site visits undertaken to assess areas that meet the criteria to justify identification as an HHA.
- 75. Assessments were carried out at a street and street block level as appropriate. This resulted in the identification of 32 historic heritage areas, as shown in **Attachment 3**, and as such the recommendation is that the 32 historic heritage areas be recognised and protected in the district plan.
- 76. The HHA report recommends that new planning provisions are developed to protect these areas, including controls over the demolition of existing buildings and structures, the establishment of new buildings and structures, alterations and extensions and development on rear sites.

- 77. The identification and protection of Hamilton's heritage is a matter of national importance. Given the scale of change already occurring to the built environment, which will likely be amplified through council's implementation of the Amendment Act, this is the critical time to protect these areas representing the history of Hamilton's development for future generations.
- 78. Staff recommend proceeding with the inclusion of the 32 identified HHA as part of Plan Change 9.

#### Sites and Areas of Significance to Maaori (SASM)

- 79. Hamilton sits within the wider cultural landscape of the Waikato. Maaori Heritage is described as ngaa taonga tuku iho noo ngaa tupuna treasures handed down by our ancestors; comprising a wide range of physical/tangible, the natural, and intangible elements:
  - i. Physical/tangible land-based places created, formed, or shaped by earlier inhabitants (e.g. archaeological sites, structures)
  - ii. Natural features associated with traditional activities (e.g. springs, trees, swamps) and tribal landmarks (e.g. ranges/mountains/gullies, rivers/stream, lakes) where no human activity is evident.
  - iii. Intangible places that have no visible features or evidence present but where a significant event or traditional activity took place (e.g. war, meeting place, food gathering, ritual).
- 80. Through extensive work and consultation with Mana Whenua over the past two and a half years, 62 sites and areas of significance to Maaori (SASM) have been identified as shown in **Attachment 4**. Some of these cover archaeological and cultural sites.
- 81. The parameters used for site identification for SASM were carried out in accordance with the National Planning Standards which states only Mana Whenua can identify which sites are to be recognised.
- 82. The basis for the formation of the SASM is the importance of recognising Maaori Heritage being the direction Council gave staff in 2019. The work undertaken by staff with Mana Whenua has set out what information should be shared, how that information should be shared, the actual sites and their extents, as well as the threats to these sites. This work culminated in 62 sites being identified, including the geographic extent of each. A draft RMA response was prepared in the form of planning provisions.
- 83. Legal advice was sought specifically regarding the SASM work, including the inventory listing the sites and their geographical extent, as well as the section 32 evaluation of the same. This advice concluded that the evaluation of the sites and their values, as recorded in the inventories (evidence) for each area, was not complete or sufficient to satisfy the requirements under the RMA. As such, the SASM component of proposed Plan Change 9 could be susceptible to challenge through the submission and hearings process, if there is not further work completed to refine these. Based on this advice, and to ensure that any provisions which seek to recognise and provide for SASM are robust, staff recommend not progressing with SASM as part of PC9 (which is intended to be notified in July/August 2022). Two options for proceeding are as follows:

- Option 1: *(recommended)* **Do not include SASM in plan change 9 Alternate pathway for recognition non-RMA.** The work completed to date, as reflected in the current inventory of SASMs, would be collated and used to inform, outside the district plan, HCC and the wider community regarding the historical and spiritual connections of Maaori to the currently mapped areas. The existing SASM research and/or inventory is not used to inform PC9, no rules are introduced into the district plan. Noting that HCC has obligations under section 6(e) RMA and which may necessitate a future plan change.
- Option 2: Do not include SASM in plan change 9 Further investigation carried out for RMA and non-RMA recognition. Further investigation and evaluation of the current SASM research and inventory to determine the scope and content for a future plan change to include SASMS in the district plan. It is anticipated that this will utilise and refine the existing research and inventory, and will recognise part of or all of this work in an RMA context. In parallel, the work is packaged up and shared to inform HCC and wider community regarding the historical and spiritual connections to Hamilton by Maaori. This latter point would provide the basis for inclusion of the findings from this research into non-RMA avenues
  - If Option 2 is chosen staff will need to report back to this committee regarding the re-prioritisation of the work programme.
- 84. Given the findings of the legal review combined with staff resourcing constraints, staff recommend progressing with **Option 1**, namely the work is not at a sufficient level to be considered in a district plan context.

### **Archaeological and Cultural Sites**

- 85. Under PC9 all known and NZAA recorded archaeological and cultural sites have also been investigated. This has resulted in an additional 57 sites being identified for inclusion into the district plan adding to existing sites identified in the plan and thus making a total of 109 sites, as shown in **Attachment 5**. The boundaries of all the sites have also been assessed, boundaries enlarged or refined. Some of the 109 sites overlap with some of the 62 SASM sites and boundaries.
- 86. It should be noted that the additional 57 archaeological and cultural sites are recognised separately to the SASM and are recommended to be included the district plan through Plan Change 9.

# Plan Change 9 – Summary of key changes

87. The key changes proposed as part of Plan Change 9 are in the following table. This is an overview (specific plan provision details will be provided for the 6<sup>th</sup> June District Plan Committee meeting):

Chapter/Topic	Overview of changes	Current key provisions to Proposed provisions be changed	
Chapter 19 – Historic Heritage	Title change – Historic and Cultural Heritage	-	-
Built Heritage	<ul> <li>Additional 182 buildings and structures</li> <li>Strengthen existing plan provisions for:         <ul> <li>protect against loss of heritage values</li> <li>avoidance of</li> </ul> </li> </ul>	Earthquake strengthening	<ul> <li>Earthquake strengthening when externally visible</li> <li>Alterations necessary for fire safety, physical access</li> <li>Reconstruction and reinstatement of scheduled building/structure</li> </ul>

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	facadism  encourage adaptive reuse  provision of earthquake strengthening, fire protection and accessibility upgrading; and  management of subdivision of scheduled items' sites.		
Historic Heritage Areas	<ul> <li>Reassessment of the extent of existing Special Character and Heritage areas.</li> <li>Introduce a total of 32 heritage areas</li> <li>Protect Historic Heritage Areas' individual values that contribute to the development of Hamilton</li> <li>Introduce planning provisions to retain and enhance current levels of heritage values in Chapter 19</li> </ul>	<ul> <li>Chapter 5 –Special Character Zones, Special Heritage Zones and Temple View Zones will be deleted.</li> <li>Introduce Historic Heritage Areas into Chapter 19 will replace and refocus the protection of existing character areas and the additional of further areas for their historic heritage values.</li> </ul>	<ul> <li>Site layout and relationship to the street and public open space</li> <li>Built form and appearance</li> <li>Access Parking and Servicing</li> <li>Impacts of the identified historic values</li> <li>Controls over:         <ul> <li>Residential dwellings, including detached dwellings, duplexes and apartments</li> <li>Demolition or removal of existing buildings</li> <li>Relocating buildings</li> <li>Alterations and additions to existing buildings</li> <li>Construction of fences and walls, garages</li> <li>Subdivision</li> </ul> </li> </ul>
Archaeological and Cultural Sites	<ul> <li>Introduce additional 57 recorded archaeological sites</li> <li>Update the archaeological boundaries around all 109 archaeological sites</li> <li>Clarify the minor works permitted</li> <li>Add provisions reducing the risk of damage to archaeological sites</li> </ul>	<ul> <li>Earthworks</li> <li>Subdivision</li> <li>Accidental discovery protocols</li> </ul>	<ul> <li>Strengthen the advice notes on the importance for developers/landowners to engage with Heritage NZ and Mana Whenua.</li> <li>Identifying Mana Whenua as one of the groups to be contact at the time of accidental discovery.</li> </ul>
Chapter 20 – Natural Environments	No Change	-	-

Notable Trees	Reassessment of the existing 500 scheduled trees introduction of 1051 on public land	<ul><li>Pruning</li><li>Works within the root zone</li></ul>	<ul> <li>Update the definition of the Root Protection Zone</li> <li>Add definition for Works Arborist and Consulting Arborist</li> </ul>
Significance Natural Areas (SNA)	Review and the introduction of habitat protection	<ul> <li>Tiered approach to SNA that responds to differences between floristic SNA and corridor and habitat SNA</li> <li>Indigenous vegetation clearance/removal (small scale removal permitted under specific circumstances)</li> <li>Exotic vegetation removal in some SNA and removal that exceeds thresholds</li> <li>New infrastructure and public walkways and cycleways</li> <li>Earthworks</li> <li>New buildings and structures</li> <li>Subdivision</li> </ul>	Controls over:  Ecological value and health of the trees and SNA  Impacts on the identified SNA values  Loss of habitat for indigenous habitat

#### Next steps

- 88. Provided elected members are supportive of what is set out in this report and presented on the day, staff will continue to refine the PC12 and PC9 planning provisions.
- 89. Staff will commence the second stage of their communications and engagement plan related to PC12, this will entail outlining to stakeholders and the wider public the 'HCC IPI Approach' noted in paras 19-63 late May/early June.
- 90. Staff will complete their comms and engagement plan with respect to PC9 ahead of notification in July. At the 16<sup>th</sup> June District Plan Committee the final planning provisions related to PC9 will be presented and resolutions sought to take this to full Council for approval to notify.
- 91. With respect to PC12, at the 16<sup>th</sup> June District Plan Committee meeting staff will present full zoning maps and refined plan provisions for PC12 building on the 'HCC IPI Approach' noted in paras 19-63. This will include the financial contributions policy, confirmation of where intensification will be enabled and what additional plan provisions will be included.
- 92. Collaboration will continue between Waikato and Waipa councils to achieve alignment between the three IPI Plan Changes including the sharing of evidence.

# **Implications**

# Financial Considerations - Whaiwhakaaro Puutea

93. The District Plan Programme is funded through the 2021-31 Long Term Plan. Finances are reported quarterly in the General Manager's report to this Committee.

# Legal and Policy Considerations - Whaiwhakaaro-aa-ture

- 94. Staff confirm that the staff recommendation complies with the Council's legal and policy requirements.
- 95. Staff are taking on-going legal advice with respect to these plan changes, the requirements on Hamilton City Council as set out in the Amendment Act, and the Hamilton City Council Intensification Planning Instrument Proposed Approach

# Wellbeing Considerations - Whaiwhakaaro-aa-oranga tonutanga

- 96. The purpose of Local Government changed on 14 May 2019 to include promotion of the social, economic, environmental and cultural wellbeing of communities in the present and for the future ('the 4 wellbeings').
- 97. The subject matter of this report has been evaluated in terms of the 4 wellbeings during the process of developing this report as outlined below.
- 98. The recommendations set out in this report are consistent with that purpose.

#### Social

- 99. Social wellbeing is defined as the capacity of individuals, their families, whaanau, iwi, haapu and a range of communities to set goals and achieve them.
- 100. The proposed approach aligns with 'Our vision for Hamilton Kirikiriroa', which provides direction for shaping a city that's easy to live in, where people love to be, a central city where people love to be, and a fun city with lots to do.

#### **Economic**

- 101. Economic wellbeing is defined as the capacity of the economy to generate employment and wealth necessary for present and future financial security.
- 102. The NPS-UD recognises the national significance of providing sufficient development capacity to meet the different needs of people and communities and adequate opportunities for land to be developed to meet community business and housing needs.
- 103. The NPS-UD and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act require that district plans make room for growth both 'up' and 'out', and that rules are not unnecessarily constraining growth. The intensification directed by Central Government will have a direct impact on housing pressure in Hamilton.

#### **Environmental**

- 104. Factors that make our cities more liveable (e.g. accessible public transport, great walking and cycling opportunities, ample green spaces and housing with access to services and amenities) can also help reduce our carbon footprint, increase resilience to the effects of climate change and protect ecosystems.
- 105. Members have agreed the vision to shape Hamilton as a green city.

#### **Cultural**

- 106. The NPS-UD and Amendment Act require councils to plan well for growth and ensure a well-functioning urban environment for all people, communities, and future generations.
- 107. This includes ensuring urban development occurs in a way that considers the principles of the Treaty of Waitangi (te Tiriti o Waitangi) and issues of concern to hapū and iwi e.g. Te Ture Whaimana the Vision & Strategy for the Waikato river.

#### Risks - Tuuraru

- 108. Risks are currently tracked at project and programme level and are reported in the General Manager's report in the open agenda of the meeting. The programme utilises the Council's risk management framework.
- 109. Through this work staff have gained a more in-depth understanding of the effects of growth on the river. While some of these adverse effects can be overcome with investment, others are more systemic and associated with the carrying capacity of the environment, namely the river, to support ongoing growth of the city. Not all the associated risks and challenges can be addressed through the district plan.
- 110. Engagement and consultation occurred with Mana Whenua over a period of 18 months to define SASMs. This work was done under the resolutions made by Council in 2019 which was to bring about a plan change to recognise and protect for these areas. Removal of this work from PC9 might negatively affect Council's relationship with Mana Whenua.

# Significance & Engagement Policy - *Kaupapa here whakahira/anganui* Significance

111. Given the statutory requirement to consult, staff have not considered the key considerations under the Significance and Engagement Policy to assess the significance of the matter(s) in this report.

#### Engagement

112. A communications and engagement update is provided in the General Manager's report in the open session of this meeting.

# Attachments - Ngaa taapirihanga

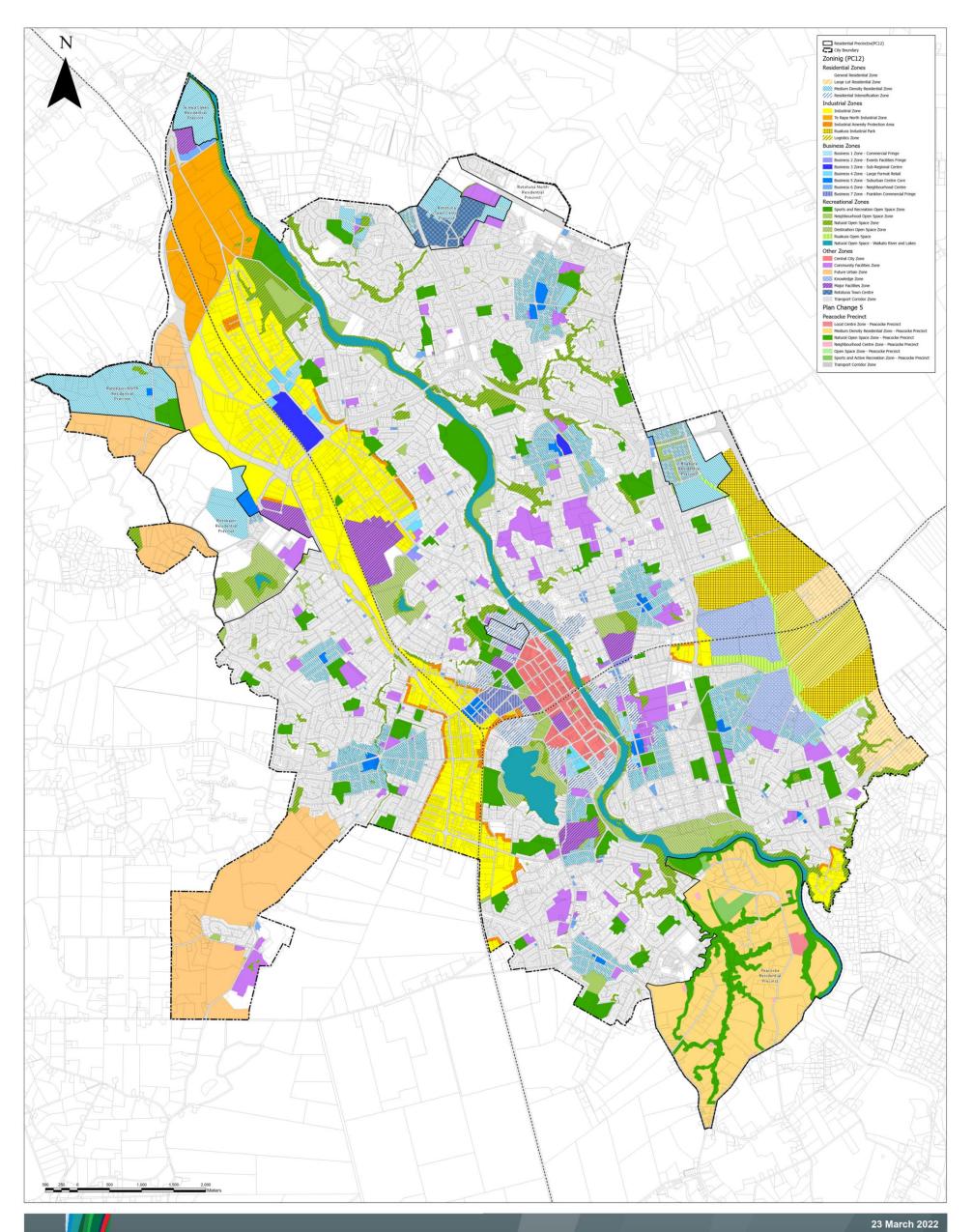
Attachment 1 - Zoning Map

Attachment 2 - Centres Assessment Zoning Recommendations

Attachment 3 - Plan Change 9\_HHA Map\_Confidential\_April 2022

Attachment 4 - Plan Change 9\_SASM Map\_Confidential\_April 2022

Attachment 5 - Plan Change 9\_Archaeological Sites Map\_Confidential\_April 2022



DISTRICT PLAN ORAFT

Proposed Zoning Map Plan Change 12

