



# One Plan Section 35 Evaluation Report

**Infrastructure, Energy, Waste, Hazardous Substances and Contaminated Land**

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# 1 Introduction

The One Plan is the Manawatū-Whanganui Region’s “one-stop shop” regional planning document. It defines how the natural and physical resources of the region will be cared for and be managed by Horizons Regional Council, together with territorial authorities (TAs), tangata whenua and the community.

Chapter 3 of the One Plan deals with how activities involving infrastructure, renewable energy, waste, hazardous substances, versatile soils and contaminated land will be addressed. In general this chapter provides broad policy guidance for managing these activities. The chapter seeks to:

1. Recognise the benefits of infrastructure;
2. Increase the use of renewable energy and energy efficiency;
3. Ensure urban development occurs in a strategic manner;
4. Ensure that the benefits of retaining highly versatile soils are considered when providing for urban expansion;
5. Ensure Horizons and our constituent TAs work together to manage waste, hazardous substances and contaminated land.

These objectives also contributes to Council’s broader community outcomes as set in its Long-term Plan: **our region’s ecosystems are healthy, our region has effective transport networks, and our region’s economy is thriving.**

# 2 Purpose of this Report

The purpose of this evaluation is to assess the effectiveness and efficiency of the One Plan provisions contained in Chapter 3: Infrastructure, Energy, Waste, Hazardous Substances and Contaminated Land. The evaluation has been initiated partly in response to the gazettal of the National Policy Statement on Urban Development 2020 (NPS-UD) and the National Policy Statement for Highly Productive Land 2022 (NPS-HPL), and will also ensure Horizons Regional Council is meeting its statutory obligations under section 35 of the Resource Management Act 1991.

In general, evaluation provides an essential check on the practicability of objectives and the capacity for stated methods and targets to be achieved subject to resourcing levels, budget constraints and other circumstances. In this case, the evaluation will also consider the One Plan’s alignment with the NPS-UD and NPS-HPL and guide future plan changes.

Evaluation reporting is evidence-based, making use of available data, records and officer experience of implementation. Evaluation of provisions is mandatory prior to any change and can contribute to the evidence base for any future plan change.

The following questions have been used to guide the evaluation process:

Table 1 – Evaluation guiding questions

<i><b>Effectiveness and efficiency</b></i>	<i><b>Issues</b></i>
<p><b>Effectiveness</b></p> <ul style="list-style-type: none"> <li>• Of policies and methods in achieving the objectives</li> <li>• Of policies and methods in achieving the Anticipated Environmental Outcomes</li> <li>• Is there evidence that the policies and methods are being used/applied in an effective way?</li> </ul>	<ul style="list-style-type: none"> <li>• Are the current set of issues still relevant, and have new issues arisen?</li> <li>• Are the issues being adequately addressed?</li> </ul>

<ul style="list-style-type: none"> <li>• Do the plan provisions have the support of users – is the plan perceived to work, are the provisions enforceable?             <ul style="list-style-type: none"> <li>◦ Can the Plan reasonably be implemented?</li> </ul> </li> </ul> <p><b>Efficiency</b></p> <p>Are there additional costs/risks/time and resource implications created as a result of the provisions?</p> <p>Is the workload implicit in the policy manageable</p>	
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## 3 Statutory Context

### 3.1 Resource Management Act

The Resource Management Act 1991 is New Zealand’s primary environmental management statute, and aims to promote the sustainable management of natural and physical resources. It provides a well-established framework for evaluation, monitoring and review of regional policy statements and regional plans. This evaluation and reporting is guided, and required, by Section 35 of the RMA.

### 3.2 Waste Minimisation Act

The Waste Minimisation Act 2008 encourages a reduction in the amount of waste we generate and dispose of in New Zealand. Its aim is to reduce the environmental harm of waste and provide economic, social and cultural benefits for New Zealand. It repealed and replaced most of the waste provisions of the Local Government Acts 1974 and 2002.

Under this Act, territorial authorities (TAs) have a statutory responsibility to promote effective and efficient waste management and minimisation within their district. All TAs must review their waste management and minimisation plans (WMMPs) every six years, and must have regard to the New Zealand Waste Strategy (last updated in 2010). The roles and responsibilities of regional councils and TAs are discussed in more detail in section 5.2.1.1 of this evaluation.

### 3.3 Climate Change Response Act

The Climate Change Response Act 2002 puts in place a legal framework to enable New Zealand to meet its international obligations under the United Nations Framework Convention on Climate Change, the Kyoto Protocol and the Paris Agreement.

In 2019, the Act was amended by the Climate Change Response (Zero Carbon) Amendment Act. These amendments provide a framework by which New Zealand can develop and implement clear and stable climate change policies that contribute to the global effort under the Paris Agreement to limit the global average temperature increase to 1.5 degrees Celsius above pre-industrial levels. Of particular relevance to this review is s5X, which requires the Minister of Climate Change to set emissions budgets, and s5ZG, which requires the Minister to prepare an emissions reduction plan.

## 3.4 National Policy Statements

### 3.4.1 National Policy Statement on Urban Development (NPS-UD)

In response to growing housing unaffordability and homelessness, the Government adopted the Urban Growth Agenda (UGA). Its main objective is to improve housing affordability, underpinned by affordable urban land. As part of the UGA, the NPS-UD was gazetted in July 2020. It replaces the National Policy Statement on Urban Development Capacity 2016. The NPS-UD has eight objectives which primarily aim to ensure that New Zealand has well-functioning urban environments which enable communities to provide for their wellbeing. It directs local authorities to enable greater supply and ensure that planning is responsive to changes in demand, while seeking to ensure that new development capacity meets the diverse needs of communities and encourages well-functioning, liveable urban environments. Horizons must give effect to the intensification provisions of the NPS-UD for Palmerston North City (as a Tier 2 urban environment) by 23 July 2022, and the rest of the NPS-UD as soon as practicable.

### 3.4.2 National Policy Statement for Highly Productive Land (NPS-HPL)

The NPS-HPL was gazetted in September 2022 and aims to direct new housing development away from highly productive land, where possible. Preventing inappropriate subdivision, use and development will ensure the availability of highly productive land for food and fibre production. It directs regional councils to map highly productive land, and schedule these maps in regional policy statements. It directs territorial authorities to avoid urban rezoning, rural lifestyle rezoning and subdivision of highly productive land, except in specific circumstances.

### 3.4.3 National Policy Statement on Electricity Transmission (NPS-ET)

The NPS-ET was gazetted in March 2008. Its objective is to recognise the national significance of the electricity transmission network by facilitating its operation and upgrade, while managing the adverse environmental effects of the network and the adverse effects of other activities on the network. Regional councils must include objectives, policies and methods to facilitate long-term planning for investment in transmission infrastructure and its integration with land uses.

### 3.4.4 National Policy Statement on Renewable Electricity Generation (NPS-REG)

The NPS-REG was gazetted in April 2011. Its objective is to recognise the national significance of renewable electricity generation activities by providing for the operation and development of new and existing renewable generation activities, such that the Government's national target for renewable electricity generation is met or exceeded. The regional policy statement and regional plan shall include objectives, policies and methods (including rules) to provide for this. NOTE: this NPS is currently under review by the Ministry of Business, Innovation and Employment (MBIE).

## 3.5 National Environmental Standards

### 3.5.1 National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES-CS)

The NES-CS came into force in January 2012, and regulates activities on pieces of land whose soil may be contaminated in such a way as to be a risk to human health. Under the RMA, regional councils have a function to investigate land for the purposes of identifying and monitoring contaminated land. TAs have responsibility for the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land. The NES-CS deals with TA functions only. It is relevant to the extent that it contributes to the One Plan's contaminated land provisions.

### 3.5.2 National Environmental Standards for Electricity Transmission Activities (NES-ETA)

The NES-ETA came into force in January 2010, and regulate activities relating to the operation, maintenance, upgrading, relocation or removal of existing transmission lines. Provisions that impact the functions of regional councils include discharges to water, vegetation clearance and earthworks. The NES do not permit the One Plan to be more or less stringent than the NES.

### 3.5.3 National Environmental Standards for Telecommunication Facilities (NES-TF)

The NES-TF 2016 came into force in January 2017 and replaced the NES-TF 2008. They prescribe standards for installing and operating telecommunication facilities in certain circumstances. Provisions that impact the functions of regional councils include activities over rivers and lakes, earthworks. The One Plan may be more stringent in regulation of some earthworks, but may not be more or less stringent than the NES in all other cases.

### 3.5.4 National Environmental Standards for Storing Tyres Outdoors (NES-STO)

The NES-STO came into force in August 2021. They are designed to ensure the risks of harm to the environment, human health and local communities from outdoor tyre storage are appropriately managed. The One Plan may be more stringent than the NES.

## 3.6 Emissions Reduction Plan

The Government published the first three emissions budgets (2022–2025, 2026–2030, 2031–2035) in May 2022. The Emissions Reduction Plan setting out policies and strategies for meeting emissions budgets was published on 16 May 2022. Any plan change must have regard to the Emissions Reduction Plan.

## 3.7 One Plan

### 3.7.1 Monitoring and review



One Plan RPS Chapter 10 (Administration) states that the Regional Council will regularly check the effectiveness of the policies and methods in this Plan in achieving anticipated environmental results. Chapter 10 specifies this will be done very three years.

One Plan Chapter 10 states that monitoring and reporting on the effectiveness of the One Plan would be based on the following process:

- a) *Evaluation of the Regional Council's Annual Reports and the policies and methods in this Plan to assess which policies and methods have been implemented,*
- b) *Evaluation of the LTCCP and Annual Reports to assess actual work done to implement this Plan compared to the intended level of work each year, including consent, compliance and environmental incident response activity,*
- c) *Evaluation of the results of environmental monitoring carried out under the Regional Monitoring Strategy to assess the condition and trends of the Region's environment, with an emphasis on those parts of the environment where specific work has been done to make improvements, and*
- d) *Assessment of whether changes need to be made to policies and methods where there is slow or no progress toward achieving anticipated environmental results.*

Chapter 10 then continues that changes to the One Plan will be sought when:

- a) plan effectiveness monitoring identifies the need to enhance progress toward achieving anticipated environmental results, or
- b) major resource management developments arise such as significant amendments to the RMA or the adoption of national policy statements or national environmental standards by Government that have major implications for the contents of this Plan, or
- c) the results of new scientific work enhance this Plan and make plan provisions more certain for resource users.

Changes to the Regional Policy Statement may be requested by any person, including by a Minister of the Crown, the Regional Council or any District Council within, or partly within, the region. The process used to review and change the RPS is set out in Schedule 1 to the RMA.

As referenced above, Chapter 10 relied partly on Long Term Council Community Plans, which were a requirement under Section 279 of the Local Government Act to monitor the One Plan. However this section was repealed in 2010 and LTCCP's are no longer a requirement of local government. As such monitoring against the LTCCP has not been undertaken and instead occurred as per sections a, c and d of Chapter 10.

Given updates to the LGA and changes over time, consideration of changes to Chapter 10 should occur as part of any future review of the One Plan. For example, to remove reference to the LTCCP.

### 3.7.2 RPS-wide methods

Chapter 10 also contains two RPS-wide methods.

Method 10-1 states that regional plans, regional land transport plans, regional pest management plans and district plans are methods to implement the One Plan.

Method 10-2 requires that regional plans (except for Part II of the One Plan which already gives effect to Part I)<sup>1</sup> and district plans must be changed to give effect to Part I – Regional Policy Statement of the One Plan on the first review or change or variation to the regional plan or district plan or within five years (December 2019), whichever is the earliest.

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<sup>1</sup> Horizons does not currently maintain any operative regional plans outside of the One Plan.

These two methods are particularly relevant to Chapter 3, which primarily provides RPS guidance to territorial authorities. However, while these provisions are discussed where relevant, a full evaluation of the Chapter 10 provisions is the subject of a separate s35 review.

## 4 Evaluation Scope

The scope of the evaluation is limited to Chapter 3 of the One Plan, and regional plan provisions as they relate to energy generation in the CMA and hydroelectric generation. The review is grouped into three broad themes:

1. provisions that relate to the built environment,
2. provisions that relate to waste, hazardous substances and contaminated land, and
3. climate change.

## 5 Evaluation

### 5.1 The built environment

This section outlines the One Plan provisions as they relate to the **built environment**. The relevant objectives are summarised in the table that follows, with further detail on each provision provided in this section.

Table 2 – built environment provisions evaluated in this section

One Plan Chapter to be reviewed:	Specific provisions subject to review
- Chapter 3: Infrastructure, Energy, <i>Waste*</i> , Hazardous Substances and Contaminated Land	- Objectives 3-1, 3-2, 3-3, 3-4 - Policies 3-1, 3-2, 3-3, 3-4, 3-5, 3-6 and 3-7
- Chapter 5: Water	- Policy 15-5
- Chapter 16: Takes, Uses and Diversions of Water, and <i>Bores*</i>	- Rule 16-7, 16-13
- Chapter 17: Activities in <i>Artificial Watercourses*</i> , Beds of Rivers and Lakes, and Damming	- Rules: 17-1, 17-8, 17-23

The objectives and policies that relate to the **built environment** are outlined and described as follows:

**Objective 3-1** is a generic guide for regional and territorial decision makers to ensure that local adverse impacts do not unreasonably impinge on infrastructure with national or regional benefits. It cannot be quantitatively assessed.

<b>Objective 3-1: Infrastructure^ and other physical resources of regional or national importance</b>	Have regard to the benefits of <i>infrastructure</i> <sup>^</sup> and other physical resources of regional or national importance by recognising and providing for their establishment, <i>operation*</i> , <i>maintenance*</i> and <i>upgrading*</i> .
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**Policies 3-1, 3-2** and **3-3** give effect to **Objective 3-1** by identifying infrastructure of national and regional importance (Policy 3-1), directing councils to avoid reverse sensitivity issues from other activities that would affect this infrastructure (Policy 3-2), and directs how adverse environmental effects from that infrastructure should be managed (Policy 3-3).

<p><b>Policy 3-1: Benefits of <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance</b></p>	<p>a. The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must recognise the following <i>infrastructure</i><sup>^</sup> as being physical resources of regional or national importance:</p> <ul style="list-style-type: none"> <li>i. facilities for the generation of more than 1 MW of electricity and its supporting <i>infrastructure</i><sup>^</sup> where the electricity generated is supplied to the electricity distribution and transmission networks</li> <li>ii. the National Grid and electricity distribution and transmission networks defined as the system of transmission lines, subtransmission and distribution feeders (6.6kV and above) and all associated substations and other works to convey electricity</li> <li>iii. pipelines and gas facilities used for the transmission and distribution of natural and manufactured gas</li> <li>iv. the <i>road</i><sup>^</sup> and rail networks as mapped in the Regional Land Transport Strategy</li> <li>v. the Palmerston North and Wanganui <i>airports</i><sup>^</sup></li> <li>vi. the RNZAF <i>airport</i><sup>^</sup> at Ohakea</li> <li>vii. telecommunications and radiocommunications facilities</li> <li>viii. public or community sewage treatment plants and associated reticulation and disposal systems</li> <li>ix. <a href="#">public water supply</a><sup>*</sup> intakes, treatment plants and distribution systems</li> <li>x. public or community drainage systems, including stormwater systems</li> <li>xi. the Port of Wanganui.</li> </ul> <p>b. The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must recognise the following facilities and assets as being physical resources of regional or national importance:</p> <ul style="list-style-type: none"> <li>i. solid <a href="#">waste</a><sup>*</sup> facilities including <i>landfills</i><sup>*</sup>, transfer stations and resource recovery facilities that deal with municipal <a href="#">waste</a><sup>*</sup></li> <li>ii. existing flood protection schemes</li> <li>iii. New Zealand Defence Force facilities.</li> </ul> <p>c. The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must, in relation to the establishment, <a href="#">operation</a><sup>*</sup>, <a href="#">maintenance</a><sup>*</sup>, or <i>upgrading</i><sup>*</sup> of <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance, listed in (a) and (b), have regard to the benefits derived from those activities.</p> <p>d. The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must achieve as much consistency across local <i>authority</i><sup>^</sup> boundaries as is reasonably possible with respect to policy and plan provisions and decision-making for existing and future <i>infrastructure</i><sup>^</sup>.</p>
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<p><b>Policy 3-2: Adverse effects<sup>^</sup> of other activities on infrastructure<sup>^</sup> and other physical resources of regional or national importance</b></p>	<p>The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must ensure that adverse effects<sup>^</sup> on <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance from other activities are avoided as far as reasonably practicable, including by using the following mechanisms:</p> <ol style="list-style-type: none"> <li>a. ensuring that current <i>infrastructure</i><sup>^</sup>, <i>infrastructure</i><sup>^</sup> corridors and other physical resources of regional or national importance, are identified and had regard to in all resource management decision-making, and any development that would adversely affect the <a href="#">operation*</a>, <a href="#">maintenance*</a> or <a href="#">upgrading*</a> of those activities is avoided as far as reasonably practicable,</li> <li>b. ensuring that any new activities that would adversely affect the <a href="#">operation*</a>, <a href="#">maintenance*</a> or <a href="#">upgrading*</a> of <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance are not located near existing such resources or such resources allowed by unimplemented <i>resource consents</i><sup>^</sup> or other RMA authorisations,</li> <li>c. ensuring that there is no change to existing activities that increases their incompatibility with existing <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance, or such resources allowed by unimplemented resource consents<sup>^</sup> or other RMA authorisations,</li> <li>d. notifying the owners or managers of <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance of consent applications that may adversely affect the resources that they own or manage,</li> <li>e. ensuring safe separation distances are maintained when establishing <i>rules</i><sup>^</sup> and considering applications for buildings, <i>structures</i><sup>^</sup> and other activities near overhead electric lines and conductors eg., giving effect to the New Zealand Code of Practice for Electrical Safe Distances (NZECP 34:2001), prepared under the <a href="#">Electricity Act 1992</a>, and the <a href="#">Electricity (Hazards from Trees) Regulations 2003</a> prepared under the <a href="#">Electricity Act 1992</a>,</li> <li>f. ensuring safe separation distances are maintained when establishing <i>rules</i><sup>^</sup> and considering applications for buildings, <i>structures</i><sup>^</sup> and other activities near transmission gas pipelines eg., giving effect to the Operating Code Standard for Pipelines - Gas and Liquid Petroleum (NZS/AS 2885) and the Gas Distribution Networks (NZS 5258:2003), the latter promulgated under the <a href="#">Gas Act 1992</a>,</li> <li>g. ensuring that any planting does not interfere with existing <i>infrastructure</i><sup>^</sup>, eg., giving effect to the <a href="#">Electricity (Hazards from Trees) Regulations 2003</a> promulgated under the <a href="#">Electricity Act 1992</a> and Section 6.4.4 External Interference Prevention of the Operating Code Standard for Pipelines - Gas and Liquid Petroleum (NZS/AS 2885), and</li> </ol>
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	<p>h. ensuring effective integration of transport and <i>land</i><sup>^</sup> use planning and protecting the function of the strategic road<sup>^</sup> and rail network as mapped in the Regional Land Transport Strategy</p>
<p><b>Policy 3-3: Adverse effects<sup>^</sup> of infrastructure<sup>^</sup> and other physical resources of regional or national importance on the environment</b></p>	<p>In managing any adverse environmental <i>effects</i><sup>^</sup> arising from the establishment, <i>operation</i><sup>*</sup>, <i>maintenance</i><sup>*</sup> and <i>upgrading</i><sup>*</sup> of <i>infrastructure</i><sup>^</sup> or other physical resources of regional or national importance, the Regional Council and <i>Territorial Authorities</i><sup>^</sup> must:</p> <ol style="list-style-type: none"> <li>a. recognise and provide for the <i>operation</i><sup>*</sup>, <i>maintenance</i><sup>*</sup> and <i>upgrading</i><sup>*</sup> of all such activities once they have been established,</li> <li>b. allow minor adverse <i>effects</i><sup>^</sup> arising from the establishment of new <i>infrastructure</i><sup>^</sup> and physical resources of regional or national importance, and</li> <li>c. avoid, remedy or mitigate more than minor adverse <i>effects</i><sup>^</sup> arising from the establishment of new <i>infrastructure</i><sup>^</sup> and other physical resources of regional or national importance, taking into account: <ol style="list-style-type: none"> <li>i. the need for the <i>infrastructure</i><sup>^</sup> or other physical resources of regional or national importance,</li> <li>ii. any functional, operational or technical constraints that require <i>infrastructure</i><sup>^</sup> or other physical resources of regional or national importance to be located or designed in the manner proposed,</li> <li>iii. whether there are any reasonably practicable alternative locations or designs, and</li> <li>iv. whether any more than minor adverse <i>effects</i><sup>^</sup> that cannot be adequately avoided, remedied or mitigated by services or works can be appropriately offset, including through the use of financial contributions.</li> </ol> </li> </ol>

**Objective 3-2** is self-explanatory. It is as measurable objective, with anticipated environmental effects.

<p><b>Objective 3-2: Energy</b></p>	<p>An improvement in the efficiency of the end use of energy and an increase in the use of renewable energy<sup>^</sup> resources within the Region.</p>
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**Policies 3-6** and **3-7** give effect to **Objective 3-2**, and direct decision makers to have particular regard to the benefits of renewable energy, particularly small scale production, and have particular regard for the efficient end use of energy. **Policy 3-7** also directs TAs to ensure that their subdivisions provide for energy-efficient house design, access to solar energy, and sustainable transport options.

<p><b>Policy 3-6: Renewable energy<sup>^</sup></b></p>	<ol style="list-style-type: none"> <li>a. The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must have particular regard to: <ol style="list-style-type: none"> <li>i. the benefits of the use and development of <i>renewable energy</i><sup>^</sup> resources including:</li> </ol> </li> </ol>
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	<ul style="list-style-type: none"> <li>A. contributing to reduction in greenhouse gases,</li> <li>B. reduced dependency on imported energy sources,</li> <li>C. reduced exposure to fossil fuel price volatility, and</li> <li>D. security of supply for current and future generations,</li> </ul> <ul style="list-style-type: none"> <li>ii. the Region's potential for the use and development of <i>renewable energy</i>^ resources, and</li> <li>iii. the need for renewable <i>energy</i>^ activities to locate where the <i>renewable energy</i>^ resource is located, and</li> <li>iv. the benefits of enabling the increased generation capacity and efficiency of existing renewable electricity generation facilities, and</li> <li>v. the logistical or technical practicalities associated with developing, upgrading, operating or maintaining an established renewable electricity generation activity.</li> </ul> <p>b. The Regional Council and <i>Territorial Authorities</i>^ must generally not restrict the use of small domestic-scale <i>renewable energy</i>^ production for individual domestic use.</p>
<p><b>Policy 3-7: <a href="#">Energy efficiency</a>*</b></p>	<ul style="list-style-type: none"> <li>a. The Regional Council and <i>Territorial Authorities</i>^ must have particular regard to the efficient end use of energy in consent decision-making processes for large users of energy.</li> <li>b. <i>Territorial Authority</i>^ decisions and controls on subdivision and housing, including layout of the <a href="#">site</a>* and layout of the lots in relation to other houses/subdivisions, must encourage energy-efficient house design and access to solar energy.</li> <li>c. <i>Territorial Authority</i>^ decisions and controls on subdivision and land^ use must ensure that sustainable transport options such as public transport, walking and cycling can be integrated into <i>land</i>^ use development.</li> </ul>

**Policy 15-15** provides specific priority for existing hydroelectricity generation over other uses.

<p><b>Policy 5-15: Core allocations and minimum flows</b></p>	<ul style="list-style-type: none"> <li>a. The taking of <i>water</i>^ from <i>rivers</i>^ must be managed in accordance with the minimum flows and cumulative core allocations set out in <a href="#">Schedule C</a>.</li> <li>b. The minimum flows and cumulative core allocations set out in <a href="#">Schedule C</a> must be set after providing for any takes and flow regimes lawfully established for hydroelectricity generation as at 31 May 2007.</li> </ul>
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There are several regional plan provisions that relate to takes, damming and diversion which provide for hydroelectric schemes. These provisions are contained in Chapter 16 of the One Plan and read as follows:

<p><b>Policy 16-1: Consent decision-making for takes and uses</b></p>	<p>When making decisions on <i>resource consent</i>^ applications under s104-104D RMA, and setting consent <i>conditions</i>^, for takes and uses of surface <i>water</i>^ or groundwater the Regional Council must:</p>
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<p><b>of surface water<sup>^</sup> and groundwater</b></p>	<ul style="list-style-type: none"> <li>a. seek to avoid any adverse <i>effects</i><sup>^</sup> on other lawful activities, particularly on other surface <i>water</i><sup>^</sup> takes, including takes allowed by s14(3)(b) of the RMA, and groundwater takes from properly-constructed, efficient and fully-functioning bores (as described in <a href="#">Policies 16-4</a> and <a href="#">16-5</a>),</li> <li>b. enable non-consumptive uses of <i>water</i><sup>^</sup> including the use and recycling of <i>water</i><sup>^</sup>, and</li> <li>c. have regard to the objectives and policies of Chapters <a href="#">2</a>, <a href="#">3</a>, <a href="#">5</a>, <a href="#">6</a>, <a href="#">9</a> and <a href="#">12</a>, extent that they are relevant to the activity.</li> </ul>
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**Rule 16-7 Replacement consents for takes and uses of surface water<sup>^</sup> by existing hydroelectricity schemes (Controlled Activity)**, is also relevant. This rule enables existing hydroelectricity schemes to see resource consent to continue the take, use or diversion of water where existing consents are expiring and there is no increase to the volume or rate of take or diversion.

There are also regional coastal plan provisions which relate to installation of energy generation structures in the CMA.

<p><b>Policy 18-5: Consent decision-making for new structures<sup>^</sup></b></p>	<p>When making decisions on <i>resource consent</i><sup>^</sup> applications and setting consent <i>conditions</i><sup>^</sup> for <i>structures</i><sup>^</sup> in the CMA, the Regional Council must have regard to:</p> <ul style="list-style-type: none"> <li>a. the Regional Policy Statement, particularly all the objectives and policies of Chapters 2 and 8, <a href="#">Objective 3-1</a> and Policies <a href="#">3-1</a>, <a href="#">3-2</a>, <a href="#">3-3</a>, <a href="#">3-6</a> and <a href="#">3-7</a>, <a href="#">Objective 6-2</a> and <a href="#">Policy 6-6</a>, <a href="#">Objective 9-1</a> and <a href="#">Policies 9-3 to 9-5</a> and any relevant policies in the <a href="#">NZCPS</a>;</li> <li>b. the functional necessity for locating the <i>structure</i><sup>^</sup> in the CMA;</li> <li>c. the provisions for public access and safety, including navigation safety;</li> <li>d. the avoidance, where practicable, of any adverse <i>effects</i><sup>^</sup> on natural character and landscape, <i>tikanga Māori</i><sup>^</sup>, <i>historic heritage</i><sup>^</sup>, indigenous flora and fauna, and the stability of <i>river</i><sup>^</sup> banks and the <i>foreshore</i><sup>^</sup>. Where avoidance is not reasonably practicable, the adverse <i>effects</i><sup>^</sup> must be remedied or mitigated;</li> <li>e. whether the <i>structure</i><sup>^</sup> is of a suitable scale for the surrounding area, and uses the <i>space</i><sup>^</sup> in the CMA efficiently;</li> <li>f. whether the <i>structure</i><sup>^</sup> is to be built and maintained in a manner to withstand coastal processes and <i>natural hazards</i><sup>^</sup>, including any potential <i>effects</i><sup>^</sup> of <i>climate change</i><sup>^</sup> and <a href="#">sea level rise</a><sup>*</sup>;</li> <li>g. any consequential adverse <i>effects</i><sup>^</sup> on other parts of the coast including whether the <i>structure</i><sup>^</sup> may affect sediment transport or exacerbate erosion or the risk of inundation; and</li> <li>h. whether the <i>structure</i><sup>^</sup> contributes to any cumulative adverse <i>effects</i><sup>^</sup> in the vicinity of the proposed <i>structure</i><sup>^</sup>.</li> </ul>
<p><b>Policy 18-6: Consent decision-making for</b></p>	<p>In addition to the provisions in <a href="#">Policy 18-5</a>, when making decisions on <i>resource consent</i><sup>^</sup> applications and setting consent <i>conditions</i><sup>^</sup> for new <i>structures</i><sup>^</sup> in the Protection Activity Management Areas set out in <a href="#">Schedule I</a>, the Regional Council must recognise and provide for:</p>

<b>new structures<sup>^</sup> in the Protection Activity Management Areas</b>	<ul style="list-style-type: none"> <li>a. navigation safety, amenity, marine and estuarine ecosystems, and preservation of natural character. And have particular regard to:</li> <li>b. available alternatives to the applicant’s proposal and the applicant’s reason for making the proposed choice.</li> </ul>
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**Rule 18-15 Energy generation structures<sup>^</sup> in the Protection Activity Management Area** (Non-Complying) is also relevant.

**Objective 3-3** seeks to avoid unplanned urban development (such as that initiated by private plan changes to district plans) which could result in the piecemeal and inefficient provision of infrastructure.

<b>Objective 3-3: The strategic integration of infrastructure<sup>^</sup> with land<sup>^</sup> use</b>	Urban development occurs in a strategically planned manner which allows for the adequate and timely supply of land <sup>^</sup> and associated infrastructure <sup>^</sup>
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**Policy 3-4** directs TAs to strategically plan for urban development, to avoid issues associated with piecemeal development.

<b>Policy 3-4: The strategic integration of infrastructure<sup>^</sup> with land<sup>^</sup></b>	<i>Territorial Authorities<sup>^</sup> must proactively develop and implement appropriate land<sup>^</sup> use strategies to manage urban growth, and they should align their infrastructure<sup>^</sup> asset management planning with those strategies, to ensure the efficient and effective provision of associated infrastructure<sup>^</sup>.</i>
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**Objective 3-4** and **Policy 3-5** seek to protect, where appropriate, highly versatile soils from irreversible loss under subdivision and fragmentation.

<b>Objective 3-4: Urban growth and rural residential subdivision on versatile soils</b>	To ensure that territorial authorities consider the benefits of retaining Class I and II <sup>2</sup> versatile soils <sup>3</sup> for use as production land <sup>^</sup> when providing for urban growth and rural residential subdivision.
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<b>Policy 3-5: Urban growth and rural residential subdivision on versatile soils</b>	In providing for urban growth (including implementing Policy 3-4), and controlling rural residential subdivision (“lifestyle blocks”), <i>Territorial Authorities<sup>^</sup></i> must pay particular attention to the benefits of the retention of Class I and II versatile soils for use as production land <sup>^</sup> in their assessment of how best to achieve sustainable management.
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The table below outlines the linkages between the objectives, policies and methods, and the anticipated environmental outcomes and performance indicators.

<sup>2</sup> As identified in the Land Use Capability Classification system.

<sup>3</sup> For general information purposes these soils largely comprise the following soil series: Egmont, Kiwitea, Westmere, Manawatū, Karapoti, Dannevirke, Ohakune, Kairanga, Opiki and Te Arakura.



Table 3 – One Plan provision relevant to the built environment, showing policy linkages from objectives, to policies and methods, to AERs

ONE PLAN: built environment framework				
Objectives (RPS)	Supporting Policy Framework	Methods <sup>4</sup>	Indicators	Anticipated environmental results
Objective 3-1 Have regard to the benefits of <i>infrastructure</i> <sup>^</sup> and other physical resources of regional or national importance by recognising and providing for their establishment, <i>operation</i> <sup>*</sup> , <i>maintenance</i> <sup>*</sup> and <i>upgrading</i> <sup>*</sup> .	Policies 3-1, 3-2 and 3-3			
Objective 3-2 An improvement in the efficiency of the end use of energy and an increase in the use of <i>renewable energy</i> <sup>^</sup> resources within the Region.	Policies 3-6 and 3-7 Policy 5-7	Policy 16-1 Rule 16-7 Policies 18-15, 18-16 Rules 18-14, 18-15	Efficient end use of energy in the Region Amount of energy generated from renewable energy resources in the Region	Increased efficiency of the end use of energy and increased generation of energy from renewable resources in the Region
Objective 3-3 Urban development occurs in a strategically planned manner which allows for the adequate and timely supply of <i>land</i> <sup>^</sup> and associated <i>infrastructure</i> <sup>^</sup> .	Policy 3-4		Urban growth	Urban growth occurs in a strategically planned manner.
Objective 3-4 To ensure that territorial authorities consider the benefits of retaining Class I and II <sup>1</sup> versatile soils <sup>2</sup> for use as <i>production land</i> <sup>^</sup> when providing for urban growth and rural residential subdivision.	Policy 3-5		Urban growth and rural residential subdivision	Class I and II versatile soils are retained, where appropriate for productive use

<sup>4</sup> Methods of Chapter 10 are also relevant, see section 3.7

## 5.1.1 Effectiveness assessment

### 5.1.1.1 Objective 3-1 *Infrastructure*<sup>^</sup> and other physical resources of regional or national importance

No specific methods exist for Objective 3-1, noting that Method 10-2 requires district plans to give effect to the Regional Policy Statement by December 2019.

#### Environmental Outcomes

No particular environmental results are anticipated in the plan.

Where relevant district plan changes have occurred since 2014, district plans include provisions providing for infrastructure and other physical resource of regional or national importance.

A review following Horizons' experience in Plan Change 15 to the Palmerston North District Plan has recommended that methods be included in Chapter 3 with regard to implementing Objective 3-1. In particular, Horizons should submit on relevant district plan provisions (as we do already) and formalising this type of input in a method may assist Horizons' cause in this. Method 6-7 provides this RPS support to Horizons for issues relating to natural features, landscapes, historic heritage and indigenous biodiversity, something similar could be drafted for Chapter 3.

A minor update is required to Policy 3-1(iv), which identifies land transport infrastructure of significance as that mapped in the Regional Land Transport Strategy. The legislation requiring this strategy was repealed by the Land Transport Management Amendment Act 2013 and replaced with Regional Land Transport Plans. The current Regional Land Transport Plans do not map the region's roads and railways in the same way, therefore, Policy 3-1 needs to be amended to clarify how significant land transport infrastructure is identified. This lack of clarity has recently caused issues in Plan Change 4 to the Horowhenua District Plan, with differing interpretation of Policy 3-1 by Horowhenua District Council and Waka Kotahi NZ Transport Agency.

Although the One Plan hearing panel considered that the National Policy Statement on Electricity Transmission (NPS-ET) had been given effect by the One Plan<sup>5</sup>, recent advice from Transpower raises concerns that this may not be the case. Transpower's view is that the timing of submissions on the One Plan limited the scope of what could be raised in relation to the NPS-ET. In particular, they have concerns about the lack of provisions specific to the National Grid and that some of the One Plan's more generic infrastructure policies do not reflect the policy wording in the NPS-ET – for example, One Plan Policy 3-1 requires the benefits of infrastructure to be recognised while Policy NPSET Policy 1 requires them to be recognised and provide for. The impact of objectives and policies relating to other topics, including outstanding natural features and landscapes, and indigenous biodiversity, on the National Grid may also need consideration<sup>6</sup>.

Policy 3-1 should be revised to maintain its intended function under the Land Transport Management Act. Further provisions, such as a method, to provide support for Horizons' submissions should be considered.

The objective and policy framework relating to infrastructure (and related provisions in other topics) should be reviewed to ensure the One Plan gives full effect to the NPS-ET.

<sup>5</sup> Reasons for the Decision: Part 7 General Hearing, p. 7-19

<sup>6</sup> Pers comm: email 15 June 2022 (Pauline Whitney to Pen Tucker)

### 5.1.1.2 Objective 3-2 Energy

No specific RPS methods exist for this objective. Policies 16-1, 18-15 and 18-16, and Rules 16-7, 18-14 and 18-15 are relevant regional plan methods.

Horizons submits on district plan changes where they do not give effect to these policies

#### Progress towards the anticipated environmental result

##### *Increased efficiency in the end use of energy*

While the Energy Efficiency and Conservation Authority collects energy end use data, this is not available at a regional level and is not a measure of efficiency. Therefore, it is not possible to assess this AER, and it should be replaced.

##### *Increased renewable energy generation in the region.*

Renewable energy generation in New Zealand has been relatively steady since 2014. This has in part been due to stable demand for electricity (New Zealand's renewable energy is predominantly generated as electricity), meaning there has been no incentive for the construction of new electricity generation. No new resource consents have been applied for renewable electricity installations since 2014. Two new wind farms have been consented since the One Plan was notified, the Turitea wind farm for Mighty River Power (now Mercury Energy) in 2011, and the Castle Hill wind farm for Genesis Energy in 2012. Te Rere Hau windfarm (NZ Windfarms Ltd) was granted an extension in 2010. As the Proposed One Plan's renewable energy provisions were still under appeal, the Turitea Board of Inquiry gave them little weight, and the Board instead relied on the NPS-REG. The operative One Plan now gives effect to the NPS-REG<sup>7</sup>. While the Board granted the consent application, it reduced the generation capacity of the proposal due to biodiversity and outstanding natural feature and landscape (ONFL) concerns. Similar visual amenity issues dominated the hearings for the Genesis proposal<sup>8</sup>.

Despite stable electricity demand over the past decade, the Climate Change Commission (2021) predicts that New Zealand will need to increase its electricity generation by more than 1 TWh per year, every year through to 2035 to meet its first three recommended emissions budgets, largely delivered by wind and solar installation.

This means that there is insufficient evidence to assess whether Objective 3-2 is being achieved at this time, and whether the provisions are sufficient to contribute to central government's emissions targets.

The decision of the Turitea Board of Inquiry could be read two ways:

1. The One Plan is working as it should, balancing the nationally important issue of enabling renewable energy generation against the nationally and regionally important issues of protecting indigenous biodiversity and ONFL; OR
2. The need to increase renewable electricity generation is significant enough that it should outweigh biodiversity and ONFL/aesthetic considerations (the argument for deprioritising aesthetic is likely stronger); and the One Plan should be amended.

Significant indigenous habitats and ONFL are s6 'matters of national importance' which must be recognised and provided for. In contrast, the benefits to be derived from the use and development of renewable energy are only s7 'other matters' which must receive 'particular regard'. In its 2012 decision on the One Plan, the Environment Court stated 'even a goal as important as renewable energy generation will not necessarily prevail over any other consideration', and concluded that the balance between ONFL and renewable energy struck in the One Plan was appropriate.

<sup>7</sup> Day vs Manawatu-Wanganui Regional Council: Decision No [2012] NZEnvC 182

<sup>8</sup> Milne, P., McMahon, D., & Lane, R. (2012).

Given the structure of sections 6 and 7 of the RMA, and the Environment Court's 2012 decision, the energy provisions do not need to be strengthened. Renewable electricity generation is a national issue, so if this needs to change it is perhaps most appropriately dealt with through national direction and/or resource management reform. MBIE is currently reviewing the NPS-REG, the outcomes of this review should be used to update this s35 report, prior to the review of these One Plan provisions.

#### Regional Plan provisions for hydroelectricity

The region has two large scale hydroelectricity schemes: Genesis Energy's Tongariro Power Scheme, and King Country Energy's Mangahao plant. The regional plan provides a permissive framework for existing hydroelectricity schemes, with damming, take and diversion consents being generally controlled activities. This is particularly important for the Tongariro diversion, which contributes to approximately 5% of New Zealand's annual electricity demand, 3.5% from Genesis' three power stations, and the remainder from additional generation at Mercury Energy's power stations on the Waikato River.

New hydroelectricity schemes will generally go through a discretionary pathway. This is as permissive as possible when considering the substantial environmental impacts of these schemes. However, damming of protected rivers is a prohibited activity, and significant parts of the region are included in this, including large parts of the Rangitīkei and Manawātū catchments, and the entire Whanganui River and a number of its tributaries.

A recent review of large-scale hydroelectric potential across NZ only identified the Whangaehu River as having potential<sup>9</sup>. A number of potential small-scale hydro schemes have been identified; however, these are unlikely to play a significant part in meeting New Zealand's future demand growth<sup>10</sup>. It should be noted that the Climate Change Commission's advice to the Government, *Ināia tonu nei*, does not include any new hydroelectric generation, for a variety of reasons, including the constraints of New Zealand's high dependence on hydro generation.

#### Regional Plan provisions for coastal electricity generation

Erection of structures in the CMA is a discretionary activity, except in the Protection Activity Management Area where it is non-complying for energy generating structures, and prohibited for all others. This status is as permissive as is appropriate given the potential environmental impacts of renewable generation structures, noting the particular direction of Policy 18-5 to consider the energy policies of Chapter 3.

#### Meeting the requirements of the NPS-REG 2011

While the One Plan was notified prior to 2011, the NPS-REG was considered by the Environment Court prior to the One Plan becoming operative. The Court concluded that the One Plan generally gives effect to the NPS-REG. However, there are some policies on which the One Plan is silent:

Policy A d): the One Plan does not recognise the reversibility of the adverse effects on the environment of some renewable electricity generation technologies.

Policy G: the One Plan does not explicitly enable identification of renewable electricity generation possibilities.

Energy provisions could also be redrafted to better align with the language of the NPS-REG.

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<sup>9</sup> Harding, S., & Mills, G. (2020b)

<sup>10</sup> Harding, S., & Mills, G. (2020a)

### Meeting the requirements of the NPS-UD 2020

Policy 3-7 interacts with the NPS-UD. NPS-UD Objective 8 seeks that New Zealand's urban environments support reductions in greenhouse gas emissions. NPS-UD Policy 1 seeks that planning decisions...

- (c) Have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and...
- (e) Support reductions in greenhouse gas emissions

Policy 3-7 gives effect to NPS-UD Policy 1 though facilitating use of solar generation in urban design, thus contributing to GHG emissions reduction. However, the provisions may benefit from a review of other policies and methods for emissions reductions in light of NPS-UD Objective 8.

Policy 3-7 also gives effect to Policy 1 (or duplicates it) by directing that urban environments are designed such that public and active transport can be integrated into them. However, given the direction of the NPS-UD this may now be better reframed into an urban development context rather than an energy context, as part of an urban development plan change. It does not give the same level of detail and direction as some other Regional Policy Statements such as Waikato or Canterbury's, and lacks any specific methods of implementation.

Energy provisions are likely effectively achieving Objective 3-2; however, this has been difficult to assess given limited availability of data, and little change in electricity demand since 2014. The provisions that relate to renewable electricity generation should be reviewed on completion of the current MBIE-led NPS-REG review. Horizons should consider how to best give effect to Policies A and G of the NPS-REG.

On their own, the transport provisions for Policy 3-7 may not give adequate effect to the NPS-UD. This should be considered as part of a NPS-UD plan change. The urban form provisions could also benefit from a review and reframing to align with the NPS-UD.

#### **5.1.1.3 Objective 3-3 The strategic integration of *infrastructure* with *land* use**

No specific methods exist for Objective 3-3. Horizons has typically implemented this objective through submissions on district plan changes, particularly supporting those underpinned by structure plans.

Regional authorities were given an RMA role in urban development by the Resource Legislation Amendment Act 2017. The One Plan does not articulate the role of Horizons, as the One Plan became operative before this amendment.

### Environmental Outcomes

*Urban growth occurs in a strategically planned manner.*

Across the region, there have been mixed levels of strategic urban planning. The Horizons Region has four urban environments: Palmerston North, Whanganui, Feilding and Levin. Levin is the only one to have a comprehensive urban growth strategy<sup>11</sup>, which has been used to inform rezoning plan changes. Whanganui District Council notified Plan Change 53: Springvale Structure Plan in 2019 which is intended to meet projected housing demand for land out to 2065; this in itself can be considered a strategic approach. Palmerston North City Council (PNCC) has had a high level Housing and Future Development Plan<sup>12</sup>.

<sup>11</sup> Horowhenua District Council. (2018).

<sup>12</sup> Palmerston North City Council. (n.d.)

These approaches suggest that urban growth in the larger councils should be growing in a strategically planned matter. However, this is not necessarily the case. To use Palmerston North as an example, on the one hand, PNCC state that Council's Asset Management Plans and the Infrastructure Strategy are aligned with Council's land use planning and contain capital programmes to support growth in the city's residential and industrial growth areas<sup>13</sup>. On the other hand, Palmerston North City's growth over the last several years has been in piecemeal developments on the city fringe. In some cases the transport network is not keeping pace with city growth demands<sup>14</sup> and many residential and commercial subdivision schemes do not demonstrate good design principles, including integration with the transport network<sup>13</sup> (this is also relevant to the public transport provisions supporting Objective 3-2). This may be in part due to the high-level approach taken in PNCC's Housing and Future Development Plan, which does not provide the same direction and detail as will be achieved through the Future Development Strategy (FDS) required by the NPS-UD. To address this, their next plan change, 'Kākātangiata', is projected to meet greenfield demand for the next 20-30 years, and will have a detailed structure plan. PNCC and Horizons will also need to jointly prepare an FDS in time to inform our respective 2024-34 Long-term Plans.

The mixed level of strategic planning across the region could simply be due to TAs developing and refining their strategic approach as this policy is implemented, or could suggest that the policy lacks sufficient detail or direction to be effective.

A limiting factor in this analysis is that several districts in the Horizons Region have previously been projected to experience population stagnation or decline over the next several years, meaning that no growth planning has been required. This is no longer the case, but the evidence of whether these provisions are effective and efficient for those smaller councils will take some time to emerge.

#### Meeting the requirements of the NPS-UD 2020

Policy 3-4 on its own does not give effect to the NPS-UD. Objective 6 is that local authority decisions on urban development are:

- (a) Integrated with infrastructure planning and funding decisions;
- (b) Strategic over the medium (3-10 years) and long (10-30 years) term;
- (c) Responsive, particularly in relation to proposals that would supply significant development capacity.

Policy 3-4 would give effect to (a) and (b); however, without additional policy provisions it may work against (c). The NPS-UD goes on to provide further policy direction that local authorities be responsive to certain plan changes, even though they may be unanticipated or out-of-sequence. The NPS-UD also introduces more direction for long-term urban planning, including a compulsory Future Development Strategy for Palmerston North. Revision of Policy 3-4 is required.

A review of district planning strategies suggests mixed success in meeting Objective 3-3. Revision of these One Plan provisions, particularly Policy 3-4, is required to give effect to the NPS-UD. The review should consider what urban development objectives could look like for the region, and consider articulating the roles of Horizons and the region's TAs.

<sup>13</sup> Palmerston North City Council. (2021b).

<sup>14</sup> Palmerston North City Council. (2021a).

### 5.1.1.4 Objective 3-4 Urban growth and rural residential subdivision on versatile soils

No specific methods exist for Objective 3-4.

#### Environmental Outcomes

*Class I and II versatile soils are retained, where appropriate for productive use.*

Given the provisions providing some protection to highly versatile soils (HVL) has been part of the RPS since 1998, it is not possible to compare this policy with a time where it wasn't operative. As the One Plan policy framework essentially continues the status quo, this assessment cannot be based on a comparison with the period prior to the One Plan having effect. However, from 2002 to 2019, the amount of urban area on class 1 and 2 land in the region increased by 19%. While this is lower than the national average of 29%; it is likely due to lower population growth pressure rather than any particular policy interventions, since higher growth regions losing more HVL to urban growth (e.g. Waikato, Canterbury) have similar HVL provisions in their regional policy statements. The rate of loss does not change greatly over the 2002-2019 period in our region. Approximately 40% of the region's urban growth occurred on HVL from 2002-2019. When looking only at the 2012-19 period, this figure rises to around 50%.

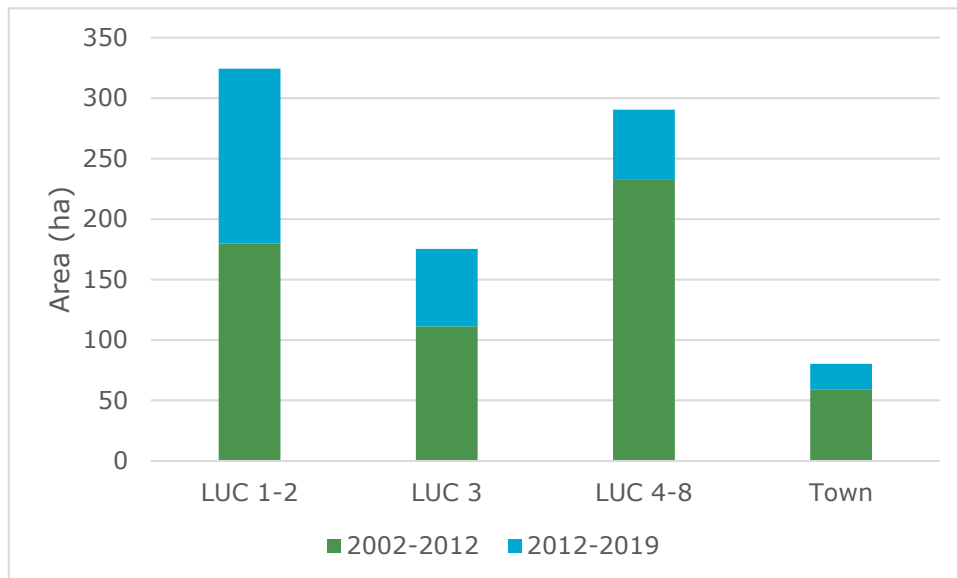


Figure 1 – Land use change from greenfield to urban in the Manawatū-Whanganui region from 2002 to 2019. Data provided by Manaaki Whenua Landcare Research<sup>15</sup>

It is important to note that that urban expansion on HVL is not in itself a sign of policy failure. Decision makers will be considering whether the benefits gained from urban expansion are greater than the irreversible loss of HVL to current and future generations, and any possibility of providing for that growth on less versatile soils or through intensification within the existing urban area. Objective 3-4 only requires TAs to consider the benefits of retaining HVL for productive use. Analysis of how decision makers are doing this in the Horizons region should therefore be considered.

Highly versatile soils have received mixed levels of protection in district plans and plan changes. Plan changes on or around HVL generally acknowledge its presence, but this does not always mean that it is protected. Recent plan changes from HDC and WDC have rezoned land that is not HVL, and have explicitly noted this in their s32 reports, and the Horowhenua Growth Strategy acknowledges where potential developments would result in loss of HVL

<sup>15</sup> Carrick et al. (2020)

(although it is not clear how strongly this factors into decisions of whether or not to develop them). Palmerston North City Council’s Plan Change 15A significantly lifted the minimum lot size for rural subdivision to prevent fragmentation of HVL, but is also planning a large-scale rezoning of HVL for urban use (the Kākātangitata Plan Change). The Feilding Urban Growth Framework Plan<sup>16</sup> does not appear to consider HVL, and very limited analysis is provided in the s32 report of MDC’s most recent greenfield rezoning on HVL. MDC is currently considering how it could better protect HVL, as part of its review of the Rural, Residential and Settlement Zones. A limitation of the current policy framework is it allows decision makers to consider only the immediate effects of a plan change at a district scale, rather than the cumulative and regional impacts. This is particularly problematic where re-zonings are small and piecemeal.

In addition to urban expansion, HVL can be lost through fragmentation. This is where rural subdivision breaks land into smaller and smaller parcels. While the land can still be used for some productive purposes (such as horticulture), it is generally less productive, and less suitable for commercial primary production. Rural residential land prices means that reversing this fragmentation, while possible, is cost-prohibitive and rare in practice.

The area of land in parcels smaller than 20 ha<sup>17</sup> with dwellings increased by 42% from 2002 to 2019. This is larger than the national average of 35%. This pressure is greatest for lots between 2 and 4 ha, with an 84% increase over the same period. However, the rate of fragmentation has fallen substantially, with much lower rates of loss over the 2012-2019 period. Again, this is unlikely to be due to the One Plan’s provisions as they existed in a similar form in the 1998 RPS, and a national decline occurred over the same period. Approximately 40% of new properties smaller than 20 ha with dwellings were on HVL from 2002-2019.

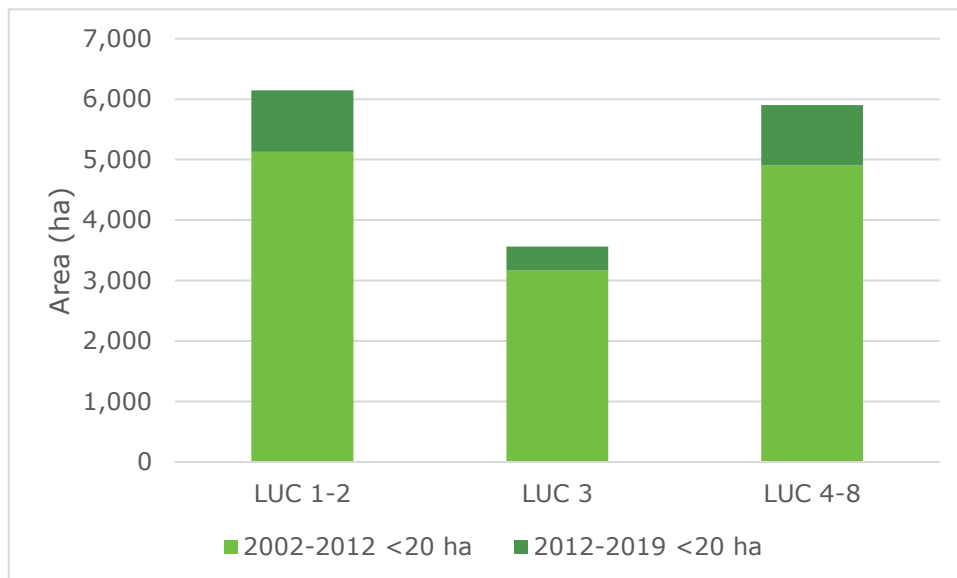


Figure 2 – Area of land subdivided into lots less than 20 hectares in the Manawatū-Whanganui region from 2002 to 2019. Data provided by Manaaki Whenua Landcare Research<sup>18</sup>

This issue was traversed in Plan Change 15A as part of the sectional review of the Palmerston North District Plan. To protect the city’s HVL from fragmentation a 20 ha minimum lot size was set for rural subdivision. However, this has largely just pushed rural

<sup>16</sup> Boffa Miskell Ltd. (2013).

<sup>17</sup> The 20 ha threshold was decided upon as a minimum lot zone for rural subdivision in the Palmerston North District Plan when considering this issue.

<sup>18</sup> Carrick et al. (2020)



subdivision onto HVL in the neighbouring Manawatū District, where the district plan is currently much more enabling.

It should be noted that loss of highly productive land to urban development and fragmentation is a national concern in the soil science community<sup>19</sup>, and to the Ministries for the Environment and Primary Industries<sup>20</sup>. This is despite these soils receiving some degree of protection in a number of regional policy statements across New Zealand.

The use of the One Plan's HVL provisions in district planning suggests that the RPS provides sufficient policy support for those TAs who wish to protect their district or city's HVL from urban expansion or fragmentation. However, the One Plan is also enabling enough to allow TAs to place low importance on HVL, and district plan changes often do not show robust cost-benefit analysis. This issue has been commented on nationally. In particular, stronger RPS direction should be given regarding rural subdivision, as the current TA-only approach appears to be simply shifting the problem from district to district.

#### Meeting the requirements of the NPS-HPL

The NPS-HPL renders the One Plan's provisions largely redundant. The objective and policy do not give effect to the NPS-HPL as they are not directive enough, the NPS-HPL seeks that HPL is protected, while Objective 3-5 only requires TAs to consider the benefits of retaining HPL. The policies of the NPS-HPL seeks that rezoning and subdivision of HPL are avoided, except where specific tests can be met, while Policy 3-5 simply requires TAs to 'pay particular attention to the benefits of retaining' highly versatile land.

In general, TAs are giving some effect to Policy 3-5 and meeting Objective 3-5, and the One Plan's provisions provide sufficient RPS support to those TAs that have taken action to protect HVL. However, the level of detailed analysis that TAs are giving to Policy 3-5 varies, and the region is still losing significant areas of HVL to urban development and lifestyle fragmentation, suggesting that Issue 3-4 is not being adequately addressed. It is recommended that more clarity is given to the provisions as to what adequate consideration of the benefits of retaining HVL for productive use looks like, and what inappropriate development looks like. This will now be achieved through implementation of the NPS-HPL by TAs.

### 5.1.2 Efficiency assessment

The built environment provisions of this section primarily provide RPS guidance to district and regional plans. Nothing in this desktop assessment suggests any inefficiencies in this approach. However, the Resource Management Review Panel have identified that this approach can be overly complex, with adverse effects on both the efficiency and effectiveness of the planning process. The Panel have recommended that the region be required to develop a combined plan which includes the RPS, regional plan and district plans<sup>21</sup>, and this will be progressed as part of the resource management reform.

The efficiency of the HVL provisions could be improved by providing regional or national guidance on how to consider the benefits of HVL, to provide regional consistency and avoid duplication of policy development across our TAs. This has now been delivered through the NPS-HPL.

<sup>19</sup> Curran-Cournane et al. (2021).

<sup>20</sup> MPI, & MfE. (2019); MfE & Stats NZ (2021).

<sup>21</sup> Randerson et al. (2020).

## 5.2 Waste, hazardous substances and contaminated land

This section outlines the One Plan provisions as they relate to waste, hazardous substances and contaminated land.

Table 4 – waste, hazardous substance and contaminated land provisions evaluated in this section

One Plan Chapter to be reviewed:	Specific provisions subject to review
- Chapter 3: Infrastructure, Energy, Waste, Hazardous Substances and Contaminated Land	- Objective 3-5 - Policies 3-8, 3-9, 3-10, 3-11, 3-12, 3-13, 3-14 and 3-15 - Methods 3-1, 3-2, 3-3 and 3-4
<b>Out of scope:</b>	
Chapter 14: Discharges to Land and Water	- Rules 14-22 and 14-23. These are assessed as part of the freshwater review.

**Objective 3-5** seeks the coordination of waste management

<b>Objective 3-5:</b> <i>Waste*</i> , <i>hazardous substances*</i> and <i>contaminated land</i> <sup>^</sup>	The Regional Council and <i>Territorial Authorities</i> <sup>^</sup> must work together in a regionally consistent way to: <ol style="list-style-type: none"> <li>i. minimise the quantity of <i>waste*</i> generated in the Region and ensure it is disposed of appropriately,</li> <li>ii. manage adverse <i>effects</i><sup>^</sup> from the use, storage, disposal and transportation of <i>hazardous substances*</i>, and</li> <li>iii. manage adverse <i>effects</i><sup>^</sup> from contaminated land<sup>^</sup>.</li> </ol>
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**Policies 3-8 to 3-11** set up the broad policy framework for providing for waste management facilities, including the standards they could be held to and direction to provide for and require alternatives to simply disposing of waste.

<b>Policy 3-8:</b> <i>Waste*</i> policy hierarchy	<i>Wastes*</i> , including solid, liquid, gas and sludge <i>waste*</i> , must be managed in accordance with the following hierarchy: <ol style="list-style-type: none"> <li>a. reducing the amount of <i>waste*</i> produced</li> <li>b. reusing <i>waste*</i></li> <li>c. recycling <i>waste*</i></li> <li>d. recovering resources from <i>waste*</i></li> <li>e. appropriately disposing of residual <i>wastes*</i></li> </ol>
<b>Policy 3-9: Consent information requirements</b> - <i>waste*</i> policy hierarchy and <i>hazardous substances*</i>	Where a proposal has the potential to give rise to significant adverse <i>effects</i> <sup>^</sup> on the receiving <i>environment</i> <sup>^</sup> , an assessment must be required, as part of the consent information requirements for all <i>discharges</i> <sup>^</sup> to air, <i>land</i> <sup>^</sup> , <i>water</i> <sup>^</sup> and the <i>coastal marine area</i> <sup>^</sup> , of:

	<ul style="list-style-type: none"> <li>a. reduction, reuse, recycle and recovery options for the <i>discharge</i>^ in accordance with <a href="#">Policy 3-8</a>, and</li> <li>b. any <a href="#">hazardous substances</a>* that may be present in the <i>discharge</i>^, and alternatives to those <a href="#">hazardous substances</a>*.</li> </ul>
<p><b>Policy 3-10: <a href="#">Cleanfills</a>*, <a href="#">composting</a>* and other <a href="#">waste</a>* reduction activities</b></p>	<p><a href="#">Waste</a>* reduction activities will be encouraged, in particular by generally allowing <a href="#">cleanfills</a>* and <a href="#">composting</a>* activities.</p>
<p><b>Policy 3-11: Landfill* management</b></p>	<p><a href="#">Landfills</a>* must generally be designed, constructed, managed, operated, remediated and monitored in line with appropriate guidelines and <i>national environmental standards</i>^. Taking into account the applicability of these guidelines and standards in relation to the type and scale of activity proposed, the following guidelines may be considered appropriate:</p> <ul style="list-style-type: none"> <li>a. <a href="#">Centre for Advanced Engineering, Landfill Guidelines, April 2000</a></li> <li>b. Ministry for the Environment, <a href="#">Module 1: Hazardous Waste Guidelines - Identification and Record Keeping, June 2002, ME637</a></li> <li>c. Ministry for the Environment, <a href="#">Module 2: Hazardous Waste Guidelines. Landfill Waste Acceptance Criteria and Landfill Classification, May 2004, ME510</a></li> <li>d. Ministry for the Environment, <a href="#">A Guide to the Management of Cleanfills, January 2002, ME418</a></li> <li>e. Ministry for the Environment, <a href="#">A Guide to the Management of Closing and Closed Landfills in New Zealand, May 2001, ME390</a></li> <li>f. Ministry for the Environment, <a href="#">Guide to Landfill Conditions, May 2001, ME389</a></li> <li>g. Ministry for the Environment, <a href="#">Good Practice Guide for Assessing and Managing the Environmental Effects of Dust Emissions, September 2001</a></li> <li>h. Landfill gas collection and destruction or reuse in accordance with the <a href="#">Resource Management (National Environmental Standards Relating to Certain Air Pollutants, Dioxins and Other Toxics) Regulations 2004</a>.</li> </ul>

**Policy 3-12** divides responsibilities for management of hazardous substances between Horizons and the region's TAs. **Policy 3-13** prevents Horizons from authorising substantial discharges of some hazardous substances.

<p><b>Policy 3-12: Responsibilities for the management of <a href="#">hazardous substances</a>*</b></p>	<p>In accordance with <a href="#">s62(1)(i) RMA</a>, <i>local authority</i>^ responsibilities for the management of <a href="#">hazardous substances</a>* in the Region are as follows:</p> <ul style="list-style-type: none"> <li>a. The Regional Council must be responsible for developing objectives, policies and methods to control the use</li> </ul>
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	<p>of <i>land</i>^ for the purpose of preventing or mitigating the adverse <i>effects</i>^ of the disposal of <a href="#">hazardous substances</a>*</p> <p>b. <i>Territorial Authorities</i>^ must be responsible for developing objectives, policies and methods to control the use of <i>land</i>^ for the purpose of preventing or mitigating the adverse <i>effects</i>^ of the storage, use or transportation of <a href="#">hazardous substances</a>*.</p>
<p><b>Policy 3-13: Regulation of <a href="#">hazardous substances</a>*</b></p>	<p>The Regional Council must not grant <i>resource consents</i>^ for <i>discharges</i>^ that contain or result in the production of environmentally persistent hazardous chemicals or hazardous chemicals that will bioaccumulate to a level that has acute or chronic toxic <i>effects</i>^ on humans or other non-target species.</p>

**Policies 3-14 and 3-15** describe how Horizons and the region's TAs will jointly identify and manage priority contaminated land.

<p><b>Policy 3-14: Identification of priority contaminated land</b>^</p>	<p>The Regional Council and <i>Territorial Authorities</i>^ shall jointly identify priority contaminated <i>land</i>^.</p> <p>Priority contaminated <i>land</i>^ is <i>land</i>^ that:</p> <ol style="list-style-type: none"> <li>is listed on a register of verified contaminated <i>land</i>^ held by the Regional Council or a <i>Territorial Authority</i>^, or</li> <li>would have been the <a href="#">site</a>* of an activity identified on the Hazardous Activities and Industries List (Ministry for the Environment, 2004a), including horticulture and sheep dips, and <a href="#">site</a>* investigations have verified that the <i>land</i>^ is contaminated, and</li> <li>is expected to be subject to a change of <i>land</i>^ use within the next 10 years that is likely to increase the risks to human health or the <i>environment</i>^, including where <i>land</i>^ is identified for future residential zoning or where a specific development is proposed.</li> </ol>
<p><b>Policy 3-15: Management of priority contaminated land</b>^</p>	<p>Where <i>land</i>^ use changes are likely to increase the risks to human health or the <i>environment</i>^ from priority contaminated <i>land</i>^ (as identified under <a href="#">Policy 3-14</a>) the Regional Council and <i>Territorial Authorities</i>^ must ensure that:</p> <ol style="list-style-type: none"> <li>the landowner or <i>land</i>^ developer fully investigates the extent and degree of contamination prior to the granting of consent allowing development (assistance with investigations may be provided by the Regional Council in some cases),</li> <li><i>land</i>^ is made suitable for its intended use through an appropriate level of remediation or management (including engineering) controls, and</li> <li><i>land</i>^ remains suitable for its intended use through appropriate monitoring of residual contaminant^ levels and associated risks and through the use of management controls on the activities undertaken on the <i>land</i>^.</li> </ol>

The table below outlines the linkages between the objectives, policies and methods, and the anticipated environmental outcomes and performance indicators.

Table 5 - One Plan provision relevant to the waste, hazardous substances and contaminated land, showing policy linkages from objectives, to policies and methods, to AERs

ONE PLAN: waste, hazardous substances and contaminated land framework				
Objectives (RPS)	Supporting Policy Framework	Methods	Indicators	Anticipated environmental results
<p>Objective 3-5</p> <p>The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must work together in a regionally consistent way to:</p> <ul style="list-style-type: none"> <li>i. minimise the quantity of <u>waste</u><sup>*</sup> generated in the Region and ensure it is disposed of appropriately,</li> <li>ii. manage adverse <i>effects</i><sup>^</sup> from the use, storage, disposal and transportation of <u>hazardous substances</u><sup>*</sup>, and</li> <li>iii. manage adverse <i>effects</i><sup>^</sup> from contaminated land<sup>^</sup>.</li> </ul>	<p>Policies 3-8, 3-9, 3-10, 3-11, 3-12, 3-13, 3-14 and 3-15</p>	<p>Methods 3-1, 3-2, 3-3 and 3-4</p>	<p>Volume or weight of residential <i>waste</i><sup>*</sup> per capita</p> <p>Number of clean sites being contaminated</p> <p>Number of remediated sites</p>	<p>By 2017, the amount of residual <i>waste</i><sup>*</sup> per capita generated in the Region will be less than prior to this Plan becoming operative</p> <p>No “clean” <u>sites</u><sup>*</sup> prior to this Plan becoming operative will become contaminated by 2017.</p> <p>Priority contaminated sites<sup>*</sup> are remediated appropriately prior to change in land use.</p>

## 5.2.1 Effectiveness assessment

### 5.2.1.1 Waste

Methods are 3-1, regional local government waste forum, and 3-2, provision of public information

Under the RMA, regional councils regulate the environmental effects of waste disposal facilities by granting and monitoring resource consents; this function is assessed as part of the freshwater s35 review. Regional councils can also play an important role in facilitating a collaborative approach to waste management and minimisation planning amongst TAs<sup>22</sup>.

TAs have a statutory responsibility to promote effective and efficient waste management and minimisation within their district, in accordance with the Waste Minimisation Act 2008 (WMA). Under WMA all TAs must review their waste management and minimisation plans (WMMPs) every six years. When reviewing their WMMPs TAs must have regard to the New Zealand Waste Strategy. TAs should use their WMMPs to guide their spending of their portion of the waste disposal levy in ways that maximise opportunities to minimise waste.

There have been a number of legislative changes since the One Plan was notified in 2007. The WMA received royal assent in September 2008, and moved most waste-related provisions out of the Local Government Act 1974 and into the WMA. The One Plan as notified could not be changed to reflect this as it did not fall within the scope of any submissions. It should be noted that the statutory roles of regional councils and TAs did not change, except that a role in waste minimisation (as distinct from waste management) was made explicit for TAs. The 2002 New Zealand Waste Strategy was reviewed and replaced in 2010; again the role of regional councils did not substantially change, except where some of the resource consent related methods were found to be *ultra vires* of the RMA.

#### Method implementation: have we done what we said we would?

Horizons has not implemented Method 3-1, and no longer takes a regional coordination role for waste minimisation and management. There is no statutory reason for why a regional council would or wouldn't take a role in its region's waste system. This is a level of service based entirely on whether the Council of the day sees value in funding it.

Method 3-2 is assigned to both Horizons and TAs. Every TA provides public information on waste, Horizons has not contributed to this work.

#### Environmental Outcomes

*By 2017, the amount of residual waste\* per capita generated in the Region will be less than prior to this Plan becoming operative.*

This AER is difficult to assess, as Horizons does not collect regional waste data. The One Plan assumes that TAs will be collecting this data as part of their monitoring of solid waste plans under the LGA. However, the legislative context for TAs has changed since then; waste provisions in the LGA were repealed and replaced by the WMA, and the NZ Waste Strategy was significantly revised in 2010. The later review was in part due to the difficulty of monitoring the targets in the Strategy at the time. In addition, TAs have found it difficult to consistently monitor their own waste volumes in their districts, making trend analysis difficult: for example, Whanganui District Council has particular difficulty in monitoring waste to landfill as these services are entirely provided by the private sector.

With what data that is available, NZ has not made progress on reducing waste per capita since 2014 (the time when the One Plan became operative). Particularly, the Chinese Government's Operation National Sword in 2017 has adversely affected New Zealand's ability to recycle plastic

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<sup>22</sup> New Zealand Waste Strategy 2010

waste. Recent data is available from Whanganui District Council (2007-2014 and 2020) and Palmerston North City Council (2016 and 2020). Neither has made progress in reducing waste to landfill since 2014.

The impact of RMA instruments on this AER is also difficult to assess because achieving it is more dependent on decisions taken under the LGA and WMA, than decisions take under the RMA.

MfE is currently reviewing both the WMA and NZ Waste Strategy, which may result in changes to the New Zealand's waste management system, including the respective roles of central, regional and territorial government. The waste provisions should be reviewed following the conclusion of this piece of reform. Should the roles and responsibilities of regional councils remain unchanged then Horizons should engage with the region's TAs to determine whether there is still value in Horizons taking a regional leadership function, and if not, whether the One Plan's waste provisions are still relevant.

### 5.2.1.2 Hazardous substances

No methods exist for the hazardous substances element of Objective 3-5

The Resource Legislation Amendment Act 2017 removed the regional council function 'prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances' and the TA function of controlling the use, development and protection of land for this purpose. The provisions relating to these functions should be reviewed and removed as appropriate.

### 5.2.1.3 Contaminated land

Method 3-3 calls for development of a regional register of contaminated land with a regionally consistent recording and categorising system.

Under the RMA, regional councils have responsibility for the investigation of land for the purposes of identifying and monitoring contaminated land, and TAs have responsibility for the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land.

#### Method implementation: have we done what we said we would?

Horizons does not take an active role in identifying contaminated land.

Method 3-3 has only been partially implemented. The regional register is missing a substantial number of sites that are known to the region's TAs. An implementation project was run by MW LASS<sup>23</sup> which delivered a regionally consistent identification and implementation process. However, a regional register of contaminated land was never implemented. Horizons' register is now very out of date, with a high number of sites known to TAs but not in Horizons' register. For example, Manawatū District Council holds around 580 HAIL sites (as at February 2020), Horizons holds 49 (as at June 2021).

Horizons will be required to report HAIL information to the Ministry for the Environment under s27 of the RMA by 31 August 2022.

#### Environmental Outcomes

*No "clean" [sites](#)\* prior to this Plan becoming operative will become contaminated by 2017.*

<sup>23</sup> MW LASS is the region's shared services authority, owned by all of the region's councils, except PNCC and the Waitomo, Stratford and Taupō District Councils.

This AER cannot be adequately assessed as the Horizons HAIL database has not been sufficiently maintained, and the sites that are on the database have not been recorded in such a way that the time of their contamination is known. The latter issue is also true for Horizons' incidents database.

*Priority contaminated sites\* are remediated appropriately prior to change in land use.*

This AER also cannot be adequately assessed as Horizons does not collect data on site remediation. However, this is a function of TAs under s31 of the RMA, and is regulated by the NES-CS.

These contaminated land provisions have been difficult to evaluate. Horizons has not implemented Method 3-3, as no staff resource has been allocated to this. The effectiveness and efficiency of this method could be greatly improved with single regional database, accessible by Horizons and the region's TAs, to avoid the double handling of information that has resulted in the neglect of Horizons' database. The purpose of RPS contaminated land provisions should also be reviewed given that contaminated land is now regulated by a National Environmental Standard.

## 5.2.2 Efficiency assessment

The waste provisions primarily provide RPS guidance to decision makers. Nothing in this desktop assessment suggests any inefficiencies in this approach.

Since regional councils no longer have a function relating to hazardous substances, no efficiency assessment is required.

The joint responsibility for implementing the contaminated land methods is leading to inefficiency in sharing information, as evidenced by disparities between Horizons' and TAs' databases. However, both Horizons and TAs have statutory roles in managing contaminated land under s30 and s31 of the RMA, so this joint responsibility remains appropriate. Rather, implementation efficiency could be improved with a shared regional (or national) IT product, or at minimum, separate systems that can easily share information with each other with minimal human intervention.

## 5.3 Climate change mitigation

### 5.3.1 Legislative changes

Since the One Plan was notified and made operative, New Zealand's climate change planning framework has advanced considerably. The Climate Change Response (Zero Carbon) Amendment Act 2019 created the Climate Change Commission, set a net zero target for greenhouse gas emissions (other than biogenic methane), and requires the Minister for Climate Change to set emissions budgets, and prepare and publish a national emissions reductions plan and national adaptation plan. New Zealand has also updated its Nationally Determined Contribution under the Paris Agreement to a more ambitious target of reducing net emissions 50 per cent below gross 2005 levels by 2030. In addition, the Resource Management Amendment Act 2020 introduced three amendments relating to climate change mitigation:

1. Removing the statutory barriers to regional councils considering the effects of greenhouse gas emissions on climate change when making air discharge rules and assessing applications for air discharge permits (repealing sections 70A, 70B, 104E and 104F of the RMA).
2. Requiring local authorities to "have regard to" emission reduction plans and national adaptation plans published under the CCRA when preparing regional policy statements, regional plans, and district plans.



3. Enabling a Board of Inquiry or the Environment Court to consider the effects of greenhouse gas emissions on climate change when a matter is called in as a proposal of national significance.

Amendments came into effect on 30 November 2022.

The Ministry for the Environment has recognised that the implementation of these new provisions are unclear, and how climate-related decisions are made will be a key consideration of the Resource Management reforms, in particular for the Natural and Built Environments Act. As an interim measure, the Ministry is developing guidance for councils.

### 5.3.2 Climate change mitigation in the One Plan

The One Plan is largely silent on climate change mitigation. Climate change is discussed in Chapter 1 as an overarching issue for the region, but is not one of the Big Four issues, and the primary response described is an adaptation, rather than mitigation, response. Nowhere in Chapter 3, or anywhere else in the One Plan, are greenhouse gas emissions identified as issue in the formal RMA s62/67 sense. Reducing the region's greenhouse gas emissions will require changes to our transport infrastructure, urban environments, energy sector and waste systems. Chapter 3 does not address any of these issues explicitly, although tangential references are made in the energy provisions.

Issues relating to regulation discharge of greenhouse gas emissions to air are discussed in the Air domain review.

Greenhouse gas emissions should be identified as an issue in the context of infrastructure, energy and transport, and urban form and development, and appropriate policies and methods should be drafted that have regard to the national emissions reduction plan and national emissions budgets.

## 6 Overall findings for plan efficiency and effectiveness

Two overarching factors have made this section difficult to review.

First, some provisions, particularly waste, rely on non-RMA government policy. The One Plan has not been managed in a manner that is adaptive to legislative and policy changes that are not directly related to the RMA. Future plan changes, including reviews required by s79, should consider whether it is possible to future-proof the One Plan against non-RMA policy and legislative changes, or whether it is appropriate to rely on non-RMA policy in the One Plan.

Second, a number of the anticipated environmental results rely on other organisations' data, and assume that these organisations are collecting it. This has not proved to be the case. In addition, where the plan assumes Horizons can and will collect the required data, Horizons' systems are not always doing so in a manner that allows the efficient assessment against the AER. Future plan changes should be accompanied by a more robust and enduring monitoring plan that is regularly reviewed.

With the information available, this evaluation finds that:

1. The infrastructure and energy provisions likely remain effective and efficient, but may require some modification to align with relevant national direction.
2. The urban development provisions remain efficient but with mixed effectiveness, and require review to give effect to the NPS-UD. This is underway through Proposed Plan Change 3.

3. The HVL provisions have demonstrated mixed effectiveness, and it may be more efficient to provide stronger regional or national direction. Regardless, they have now been superseded by the NPS-HPL, and require review. This is underway.
4. The waste provisions remain appropriate, however have not been fully implemented. They should be reviewed following the Government's reform of the WMA and the NZ Waste Strategy, and Council should consider whether it wants to retain a role in our region's waste system.
5. The hazardous substances provisions should be reviewed and where appropriate, removed.
6. The contaminated land provisions remain appropriate. However, their efficiency and effectiveness could be improved with more integrated data-sharing solutions between local authorities in our region.
7. Climate mitigation should be more strongly recognised in chapter 3 as it relates to the built environment and waste.

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