

SUBMISSION TO WAIPAA DISTRICT COUNCIL ON PROPOSED PLAN CHANGE 26 – RESIDENTIAL ZONE INTENSIFICATION

30 September 2022

This submission is filed for Waikato-Tainui by:

Te Whakakitenga o Waikato Incorporated

INTRODUCTION

- 1. This submission is made on behalf of Te Whakakitenga o Waikato Incorporated (Formerly known as Waikato-Tainui Te Kauhanganui Incorporated).
- Te Whakakitenga o Waikato Incorporated (Waikato-Tainui) is the governing body for the 33 hapuu and 68 marae of Waikato and manages the tribal assets for the benefit of over 78,000 registered Tribal members.
- 3. Waikato-Tainui provides this submission to Proposed Plan Change 26 Enabling Housing on behalf of our hapuu and iwi members.

BACKGROUND TO WAIKATO-TAINUI

- 4. Waikato-Tainui marae are kaitiaki of their environment and regard the holistic integrated management of all elements of the environment (such as flora, fauna, land, air and water) with utmost importance.
- 5. Waikato-Tainui are tangata whenua and exercise mana whakahaere within our rohe (tribal region). Our tribal rohe is bounded by Auckland in the north and Te Rohe Potae (King Country) in the south and extends from the west coast to the mountain ranges of Hapuakohe and Kaimai in the east. Significant landmarks within the rohe of Waikato include the Waikato and Waipaa Rivers, the sacred mountains of Taupiri, Karioi, Pirongia and Maungatautari, and the west coast harbours of Whaaingaroa (Raglan), Manukau, Aotea and Kawhia moana, the eastern areas of Tikapa Moana (Firth of Thames), and principally, New Zealand's longest river, Te Awa o Waikato.
- 6. We acknowledge and affirm the intrinsic relationship of Waikato-Tainui with our natural environment.

TE AWA O WAIKATO

7. To Waikato-Tainui, water has the ability to create and sustain life. It is no coincidence that Waikato-Tainui marae were established alongside or near water bodies. Water is required to sustain the functions of the marae, hapuu, and the people. The significance of water to Waikato-Tainui is immeasurable and the respect taangata whenua has for it is demonstrated by the manner and purposes for which it is used and handled. This includes certain waters being used only for bathing, blessings, healing, spiritual

cleansing, gathering kai, and waters that are totally excluded from use for cultural reasons.

- 8. The regard that Waikato-Tainui has for the Waikato River cannot be understated. Historically, through tikanga and kawa, Waikato-Tainui learned how to manage water bodies to ensure their capacity to sustain the tribe. Over many generations, successive governments, and the development of plans and policies that dictate the management of all water bodies, the ability of Waikato-Tainui to actively manage its waters diminished. For Waikato-Tainui, the relationship between the tribe and its waters has been weakened due to the following matters:
 - (a) Land confiscation;
 - (b) Lack of recognition of taangata whenua values in local policy;
 - (c) Limited representation of taangata whenua at a governance level;
 - (d) Economic objectives overriding cultural, spiritual and environmental aspirations;
 - (e) The ability to physically access water bodies has diminished;
 - (f) Poor water quality has diminished the desire to use and enjoy water bodies; and
 - (g) Waikato-Tainui does not have an equitable share of allocable water for economic purposes.
- 9. Waikato-Tainui entered into a Deed of Settlement regarding our Waikato River claim under Te Tiriti o Waitangi in 2008 ("2008 Settlement"). This was followed by the signing of a revised Deed in 2009 and ultimately, enactment of the Waikato-Tainui Raupatu (Waikato River) Settlement Act 2010 ("Settlement Act"). The settlement marked the genesis of the Crown's statutory recognition of Te Mana o te Awa and the establishment of a "co-management" approach between Waikato-Tainui and the Crown regarding matters relating to the Waikato River.

THE RELEVANT PROVISIONS OF THE WAIKATO-TAINUI RAUPATU CLAIMS (WAIKATO RIVER) SETTLEMENT ACT 2010 RELATING TO PROPOSED PLAN CHANGE 26

- 10. Section 46 of the Waikato-Tainui Raupatu Claims (Waikato River) Settlement Act 2010 is as follows:
 - 46. Preparation, review, change, or variation of Resource Management Act 1991 planning document

- (1) This section applies to preparing, reviewing, changing, or varying a Resource Management Act 1991 planning document to the extent to which those processes relate to the vision and strategy.
- (2) The part of the joint management agreement on preparing, reviewing, changing, or varying a Resource Management Act 1991 planning document must provide—
 - (a) that, before the preparation, review, change, or variation commences, the local authority and the Trust must convene a joint working party to discuss and recommend to the local authority—
 - (i) the process to be adopted for the preparation, review, change, or variation; and
 - (ii) the general form and content of any document to be drafted for the purposes of consultation or notification under clause 5 of Schedule 1 of the Resource Management Act 1991:
 - (b) that the local authority and the Trust must decide jointly on the final recommendation to the local authority on whether to commence a review of, and whether to make an amendment to, a Resource Management Act 1991 planning document:
 - (c) that the local authority and the Trust must decide jointly on the final recommendation to a local authority on the content of a Resource Management Act 1991 planning document to be notified under clause 5 of Schedule 1 of the Resource Management Act 1991:
 - (d) that the local authority and the Trust must discuss the potential for the Trust to participate in making decisions on a Resource Management Act 1991 planning document under clause 10 of Schedule 1 of the Resource Management Act 1991.
- (3) The part of the joint management agreement on preparing, reviewing, changing, or varying a Resource Management Act 1991 planning document must also provide a mechanism for the Trust to participate in processes under Part 2 of Schedule 1 of the Resource Management Act 1991.

- (4) The local authority and the Trust each bears its own costs of complying with this section.
- (5) Schedule 7 of the Local Government Act 2002 does not apply to the local authority and the Trust when, under the joint management agreement, they carry out the duties and functions or exercise the powers described in this section.

TAI TUMU, TAI PARI, TAI AO – WAIKATO-TAINUI ENVIRONMENTAL MANAGEMENT PLAN

- 11. The Waikato-Tainui Environmental Management Plan, Tai Tumu, Tai Pari, Tai Ao was designed to enhance Waikato-Tainui participation in resource and environmental management. The maimai aroha of Kiingi Taawhiao is the key driver and indicator of environmental health and wellbeing in this Plan. Waikato-Tainui aspires to the restoration of the environment to the state that Kiingi Taawhiao observed when he composed his maimai aroha.
- 12. The Plan is also intended as a tool to provide clear, high-level guidance on Waikato-Tainui objectives and policies with respect to the environment to resource managers, users and activity operators, and those regulating such activities, within the Waikato-Tainui rohe. Waikato-Tainui recognises that the successful achievement of the objectives in this Plan is a team approach that requires input and support from these external agencies. Tai Tumu, Tai Pari, Tai Ao is a relevant planning document recognised by Te Whakakitenga o Waikato as the iwi authority for the purposes of Section 74(2A) Matters to be considered by territorial authority of the Resource Management Act 1991.
- 13. Waikato-Tainui supports and promotes a coordinated, co-operative, and collaborative approach to natural resource and environmental management, restoration, and care within the Waikato-Tainui rohe. Through this Plan Waikato-Tainui seeks to achieve a consistent approach to environmental management across the Waikato-Tainui rohe. This Plan is a living, evolving, working document that will be monitored, revised and updated to ensure it remains relevant and provides a framework for continuous improvement.

TE TURE WHAIMANA O TE AWA O WAIKATO – THE VISION AND STRATEGY FOR THE WAIKATO RIVER

- 14. Te Ture Whaimana is the primary direction setting document for the Waikato River and activities within its catchment affecting the Waikato and Waipaa Rivers. In 2008 Te Ture Whaimana was published and in 2010 the Waikato River Authority was established to oversee Te Ture Whaimana. This legislative document prevails over any inconsistencies in other policies, plans, or processes affecting the Waikato River. Relevant policies, plans, and processes cannot be amended so that they are inconsistent with Te Ture Whaimana and must be reviewed and amended, if required, to address any inconsistencies.
- 15. Recent plan reviews have sought to incorporate Te Ture Whaimana in planning documents, including maatauranga maaori. This should not be viewed as an optional addition but a key component of any plan review within the Waikato and Waipaa River Catchments.

JOINT MANAGEMENT AGREEMENT

- 16. Waipaa District Council has a Joint Management Agreement with Waikato-Tainui and therefore, has a duty to uphold Te Ture Whaimana and ensure its achievement as a JMA partner.
- 17. Waikato-Tainui are disappointed it has required a legislative shift for Waipaa District Council to fully appreciate the significance of Te Ture Whaimana. This could be perceived as only utilising this weighty tool when it benefits Waipaa District Council. However, rather than dwelling on this as a negative, Waikato-Tainui will acknowledge this as a new beginning for Waipaa District Council and its connection with the awa. Waikato-Tainui look forward to other initiatives that Waipaa District Council will undertake with Waikato-Tainui, now that Waipaa District Council appreciate the broadness of its application.

QUALIFYING MATTER - TE TURE WHAIMANA O TE AWA O WAIKATO

18. Housing intensification, inappropriate subdivisions, use or development of resources has the potential to adversely affect the Waikato River and therefore, fails to give effect

to Te Ture Whaimana. Section 77I of the Housing Supply Amendment Act outlines that a specified territorial authority may make Medium Density Residential Standards (and the relevant building height or density requirements under Policy 3) less enabling of development in relation to an area with a relevant zone to the extent necessary to accommodate a matter required to give effect to Te Ture Whaimana o Te Awa o Waikato.

- 19. This qualifying matter has been assessed and applied through a range of measures. Waikato-Tainui agree that the application of the Te Ture Whaimana qualifying matter must be related to impacts on the health and wellbeing of the Waikato River and that the matter required to give effect to Te Ture Whaimana relates to the balance in the relationship between enabled residential densities, and the provision of public infrastructure necessary to address adverse effects arising from development taking up those densities. Managing land use to match infrastructure capacity to protect the health and wellbeing of the Waikato River is part of the role and function of Waipaa District Council. As a result of this, Waipaa District Council have reviewed available information on three waters infrastructure capacity within the district, providing a trafficlight assessment which highlights areas where there is insufficient infrastructure capacity to meet current demands let alone additional demands that may occur by the amendments required by the NPS-UD or MDRS amendments.
- 20. Waikato-Tainui are satisfied that the provisions that have been developed and included will give effect to or achieve the objectives of Te Ture Whaimana, with further amendments noted in Table 1 below. The Housing Supply Amendment Act provides for Te Ture Whaimana as a qualifying matter which means Waipaa District Council can enforce less enabling provisions to an extent. Waikato-Tainui consider that medium density residential development is less enabled in areas where it has been identified that there is insufficient infrastructure capacity which may result in adverse effects on the health and wellbeing of the awa. Waipaa District Council have done this through retainment of Rules 2.4.2.12 and 2.4.2.13 which relate to site coverage and impermeable surfaces, requirement of an infrastructure capacity assessment for sites within an identified infrastructure constraint overlay and developments of more than 2 dwellings requiring a Restricted Discretionary Activity resource consent.
- 21. However, Waikato-Tainui are concerned about the adverse effects as a result of intensive developments in the areas not subject to an infrastructure constraint overlay and consider appropriate provision has not been included to provide for this.

CONSULTATION ON PROPOSED PLAN CHANGE 26

22. Waikato-Tainui are disappointed with the lack of consultation prior to the notification of Proposed Plan Change 26. We acknowledge and understand the issues Council's faced regarding timeframes and resourcing, however Clause 4A consultation under Schedule 1 of the Resource Management Act 1991 was not fulfilled as we received an incomplete draft of the PC26 prior to notification. The most important aspects of the Plan Change relating to Te Ture Whaimana as a Qualifying Matter and subsequent provisions were not included in the draft as the technical assessments were not complete by the date Waipaa District Council were required to complete Clause 4A consultation.

CONCLUSIONS

- 23. Waikato-Tainui wish to be heard in support of this submission at any hearing.
- 24. If other parties make similar submissions, Waikato-Tainui, may be prepared to present a join case at any hearing.
- 25. Waikato-Tainui could not gain an advantage in trade competition through this submission.

DATED

30 September 2022

TE WHAKAKITENGA O WAIKATO INCORPORATED

Marae Tukere

Tumu Kootuinga (Chief Operating Officer)

Address for service:

Alana Mako

TABLE 1 – WAIKATO-TAINUI PROPOSED PROVISIONS, SPECIFIC RELIEF SOUGHT AND REASONS

| Provision | Relief Sought | Reasons | |
|--|---|---|--|
| Section 1.1.33 | Amend Section 1.1.33 Clause (e) as follows: "1.1.33 The iwi management plans for the Waipā District are:(e) Tai Tiumu, Tai Pari, Taiao Ao" And | To accurately reflect the name of the Waikato-Tainui Environmental Management Plan | |
| | Any consequential amendments or alternative relief to give effect to the matters raised in the submission. | | |
| Policy 1.3.1.1 | Amend Policy 1.3.1.1 as follows: "1.3.1.1 To achieve the directions and outcome Objectives and Strategies of Te Ture Whaimana" And Any consequential amendments or alternative relief to give effect to the matters raised in the submission. | To accurately reflect Te Ture Whaimana o Te Awa o Waikato. | |
| Section 2 – Residential Zones 2.3 Objectives and Policies | Amend Section 2.3 as follows: Add a new Objective and subsequent policies to Section 2.3 as follows: "Objective X Ensure that development within the Residential Zones gives effect to the Vision and Strategy Policy X Developments and activities are designed and operated to protect and restore the Waikato River by: (i). Requiring new subdivision and | Plan Change 26 requires further recognition of Te Ture Whaimana in relation to developments in all residential zones. Including this new objective and policy into Section 2.3 will better implement Te Ture Whaimana and ensure it is achieved through new residential developments. | |
| | development to incorporate water-sensitive techniques to reduce demand on water supplies, wastewater disposal and to manage stormwater. | | |

- (ii). Limiting the area of impermeable surface to sustain groundwater recharge and stream flow and reduce the volume of contaminants discharged to surface water.
- (iii). Require Financial Contributions from developments to fund works to restore and protect the Waikato River
- (iv). Preparing and implementing Integrated Catchment Management Plans
- (v). Managing activities to avoid river and stream bank erosion, river and stream bed scouring and deposition

Policy XX

Avoid development where the direct or cumulative effects on the infrastructure network cannot be mitigated"

And

Any consequential amendments or alternative relief to give effect to the matters raised in the submission.

Section 2 – Residential Zones

Amend Section 2.3 as follows:

2.3 Objectives and Policies

Add a new Objective and subsequent policies to Section 2.3 as follows:

"Objective X - Mana whenua

The relationship mana whenua have with the Waipaa District is recognised and promoted.

Policy X

<u>Decisions on land use, subdivision and development include ongoing consultation and collaboration with mana whenua.</u>

Policy XX

Identifying and providing for mana whenua freshwater and other values and aspirations through the preparation and implementation of

- Plan Change 26 does little to recognise and provide for the relationship mana whenua have with the awa.
- The relief sought also better implements Te Ture Whaimana and ensures achievement of the objectives.

Catchment Management Plans and Structure Plans. **Policy XXX** Development and the decisions developments are to consider any relevant lwi Management Plan. **Policy XXXX** Development considers effects on the unique whenua relationships, values. mana aspirations, roles and responsibilities with respect to an area." And Any consequential amendments or alternative relief to give effect to the matters raised in the submission. Proposed Section Retain Rules 2A.4.1.1(b) and (c). Waikato-Tainui support the inclusion 2A4.1 of provision of a Permitted Activity for up to 2 dwellings per site within the Infrastructure Constraint Qualifying Matter Overlay, an Restricted Discretionary Activity for developments of more than two dwellings within the overlay and a Permitted Activity for up to 3 dwellings per site outside the overlay. Waikato-Tainui support justification for applying Te Ture Whaimana as a qualifying matter to make Medium Density Residential Standards less enabling. Waikato-Tainui agree with the reasons at page 3 of Appendix 3 - Assessment of New Qualifying Matters where it is following that noted commissioned technical assessment reports for stormwater, water and wastewater using a traffic light system similar to Hamilton City Council, it was found that "the technical reports show that the ability of infrastructure in these areas to cope with additional demands of more housing is severely restricted."

| | | • | It is also noted on Page 4 of Appendix 3 that "any reduction in water quality adversely impacts on the ability to give effect to Te Ture Whaimana which is focused on the protection and enhancement of the water quality of the Waikato and Waipaa Rivers |
|--|---|---|--|
| Proposed Section 2A - Rules - General Standards | Amend proposed Section 2A as follows: Add a new standard to the General Standards for all residential rules as follows: | • | and their catchments." Waikato-Tainui consider that the increase in overall development across Cambridge, Te Awamutu and Kihikihi will be significant which will |
| | Applications for activities that are required under Rule 2A.4.1.1(b) or (c) and Rule 2A.4.1.3 (b) or (c) must provide in the assessment of environmental effects for the proposal, identification of any measures to avoid, remedy or mitigate adverse effects recommended by representatives of Mana Whenua in any engagement carried out for the proposal by the applicant in accordance with | • | have an adverse impact on the whenua and awa, therefore it may potentially have an impact on achieving the objectives of Te Ture Whaimana. This relief ensures that consented activities in Cambridge, Te Awamutu-Kihikihi implement and give effect to the Joint Management Agreement, Te Ture Whaimana and engaging |
| | consultation and engagement processes identified by mana whenua, Chapter 6 of Tai Tumu, Tai Pari, Tai Ao – Waikato-Tainui Environmental Management Plan or any other iwi management plan | • | mana whenua, it is important that any proposals include in the AEE any recommendations by mana whenua. The scale of development across the district will likely have an impact on mana whenua values. Development within the district |
| | And Add a new appendix to outline an updated engagement strategy mechanism that Waipaa District Council will implement to provide for this engagement And Any consequential amendments or alternative | • | directly affect the way Waipā District Council gives effect to Te Ture Whaimana and further provision is required to ensure the development does not affect the Councils ability to provide for the health and wellbeing of the awa and to provide for betterment. Tai Tumu, Tai Pari, Tai Ao outlines a |
| | relief to give effect to the matters raised in the submission. | | clear consultation and engagement process that is under-utilised by applicants/developers within the Hamilton City boundary. |
| 2A.4.2 Performance Standards | Insert the following wording into the relevant section to read: Applications for activities that are required under Rule 2A.4.1.1(b) or (c) and Rule 2A.4.1.3 (b) or (c) must provide in the | • | This relief better reflects the standing and status of iwi plans. This relief makes it clear that in the context of implementing these rules, that the iwi plans are a matter for consideration, both in regards to the |

assessment of environmental effects for the proposal an assessment of any lwi Management Plans.

And

Any consequential amendments or alternative relief to give effect to the matters raised in the submission.

effects of a proposal and in regards to Section 104(1)(a) and 104(1)(c) of The Resource Management Act 1991.

Section 18 Financial Contributions

Retain section 18 other than the following amendments:

Amend Section 18 to make it clear who will administer and have oversight of the fund for these contributions including that Waikato-Tainui will have oversight

And

Amend Section 18 to ensure that land provided as a financial contribution for the purposes of achieving Te Ture Whaimana will be exempt from further development OR amend Section 18 to ensure Waikato-Tainui has oversight and participate in decision-making as to the purpose that land is used for

And

Amend Section 18 to make it clear who will make the decision on the purpose for which the financial contribution will be applied to, including that as a JMA partner, Waikato-Tainui will participate in the decision-making for those purposes

And

Amend Section 18 to ensure the financial contribution purposes applied to give effect to Te Ture Whaimana are not limited to the costs listed in 18.5.1.5 (a)(i-ix)

And

Amend Section 18 to ensure there is consistency in requiring financial contributions for the purposes of giving effect to Te Ture Whaimana between Hamilton City Council and other territorial authorities within the Waikato and Waipaa River Catchments

- Waikato-Tainui support the inclusion of Section 18.2.3(b) to recover from developers a contribution in the form of money, or land, or a combination, for the purpose of giving effect to Te Ture Whaimana. However, it is unclear who will administer and have oversight of the fund for these contributions, and it is considered appropriate for Waikato-Tainui to have oversight of that fund or the projects the contributions are applied to.
- For financial contributions in the form of land, Rule 18.5.2.24 (a) and (b) state: "(a) Where a developer offers land as a financial contribution, Council has the sole discretion to accept land as a substitute for a monetary financial contribution. The value of the land is to be determined by an independent property valuer.
 - (b) Where Council exercises its discretion to collect a financial contribution in the form of land, the vesting of this land in Council must be a condition of any land use or subdivision consent." However, in terms of that land being a financial contribution for the purposes of giving effect to Te Ture Whaimana, it is unclear what the purpose of that land will be, and it is expected that the land would be exempt from further development.
- Further clarity is required on who will make the decision on the purpose for which the financial contribution will be applied to. As a JMA partner, it is appropriate for Waikato-Tainui to be included in the decision-making for this purpose.
- The financial contribution purposes applied to give effect to Te Ture

And Whaimana should not be limited to the costs listed in 18.5.1.5(a)(i-ix), as Any consequential amendments or alternative there may be other purposes that relief to give effect to the matters raised in the whenua deem more mana submission. specific appropriate а development or area. Section 18.5.2.5 states "Costs will be And recovered where it is necessary to Any consequential amendments or alternative avoid, remedy or mitigate the relief to give effect to the matters raised in the adverse effects of medium density submission. residential development on the water quality and/or the minimum flows of the Waikato and Waipā Rivers and their catchments." Section 18.5.2.6 states "For each additional bedroom the site created bv financial development, a fixed contribution of \$400.00 shall be required." Section 18.5.2.7 state "For non-residential development \$2,000.00 per 100m2 of Gross Floor Area." Waikato-Tainui are concerned that the financial contributions will not commensurate to development and the adverse effects it may potentially have on the awa or demonstrate improvement in water quality. Waikato-Tainui do not believe the financial contributions will be enough to offset the effects as well as providing for betterment. There needs to be consistency between territorial authorities in terms of the approach to determining financial contributions for purposes of giving effect to Te Ture Whaimana. This means there will be a consistency in approach to giving effect to Te Ture Whaimana and the contributions purposes the applied to will not vary between districts. Amend proposed Section 2A to require an Infrastructure Waikato-Tainui consider infrastructure capacity assessment for all infrastructure assessment should be Capacity activities of more than two dwellings on a site required regardless of whether or not Assessment the site is within a constraint overlay And or not where it is proposed to establish more than two dwellings on

Amend Section 21 to outline what assessment criteria are required for an infrastructure capacity assessment

And

Amend Definitions section to include a definition of a suitably qualified and experienced person

And

Any consequential amendments or alternative relief to give effect to the matters raised in the submission.

- a site. This will better implement and achieve Te Ture Whaimana.
- Plan Change 26 does not outline what assessment criteria is required under an infrastructure capacity assessment.
- Further clarity is required surrounding the definition of a suitable qualified and experienced person. As these will be included as part of the AEE, it is assumed these assessments will be assessed by the processing planner. It is considered that this could result in inconsistency of approach and assessment due to a range of factors such as, experience, qualifications, time etc.