Part 2: District Wide Matters

STRATEGIC DIRECTION

OUTLINE

The chapters under the Strategic Direction heading of the District Plan provide an outline of the key strategic or significant resource management matters for the district. The chapters contain issues and objectives. Some related policies are included. Other related policies are located outside the Strategic Direction chapters, alongside the related rules in other chapters.

This section does not include rules, which can instead be found in the chapters under the District Wide and Area Specific headings.

The key strategic or significant resource management matters for the district, as outlined in this District Plan, are:

1. Development of Māori land
2. Economic development
3. Indigenous biodiversity
4. Natural hazards and climate change resilience
5. Renewable energy and emission reduction
6. Urban form and development
7. Vibrant, compact city centre
8. Water quality and the amenity of lakeside environments

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SDML

DEVELOPMENT OF MĀORI LAND

Status: SDML is Operative.

INTRODUCTION

Rotorua has one of the highest proportions of Māori per local authority in the country, with Te Arawa the main tribal affiliation. Māori history, historic heritage and culture contribute significantly to the district's identity. Te Arawa settled the Rotorua lakes after Īhenga, the grandson of Tamatekapua, travelled inland from Maketu. Te Arawa has played a significant role in shaping Rotorua. The Fenton agreement in 1880 saw approximately 3,000 acres of land included in the new township, close to the Ngāti Whakaue kāinga of Ōhinemutu, Whakarewarewa and Ngāpuna.

The district receives economic benefits from tourism, farming and forestry. Te Arawa has been at the forefront of tourism development and own or control a significant proportion of the land and resources in the district. This resource base is being further strengthened as settlements for Treaty of Waitangi claims are finalised.

This part includes an objective and policy framework that enables living and employment opportunities on multiple-owned land. These opportunities are wide ranging and include diversification of activities around existing marae, papakāinga, tourism activities and accommodation, farming, fresh water fisheries, forestry and geothermal power generation. The corresponding rule framework is in various chapters, including the zone chapters, PK Papakāinga and Kaumātua Housing, and the rules for marae in SASM - Sites and Areas of Significant to Māori. These rule chapters link back to the enabling provisions in this chapter.

ISSUES

SDML-I1 Sustainable development of Māori land

A comparatively high proportion of the district is Māori freehold or multiple-owned land. There is a strong desire for Māori to return to their ancestral land, with a range of aspirations for changed land use and land development, whilst exercising kaitiakitanga and protecting sites of cultural significance. Treaty of Waitangi settlements are a significant contributory factor in the protection and conservation of areas and sites of cultural historic heritage values as well as a major factor in increased Māori land development and economic growth.

Resource consents or Iwi and Hapū management plans can be prepared by Iwi for the future intended development of Māori land. Such development may include Marae, papakāinga, kaumātua housing, habitat/wetland restoration, and commercial activities such as tourism ventures, business hubs, fishing, aquaculture, forestry and geothermal energy production. Iwi and Hapū management plans need to be lodged with the council and taken into account in planning documents and decision making.

The district plan provides a policy and rule framework that enables development on Māori land, while recognising that activities can generate environmental effects that may require management and solutions. Social and cultural benefits are high and can be further enhanced with designs that are functional and result in positive environmental outcomes.

OBJECTIVES

Sustainable development of Māori land

SDML-O1 *[3.3(4)]*	Opportunities for development on Māori land that meet the needs of those landowners and respects the exercise of kaitiakitanga and the relationship of tangata whenua with land, water, significant sites and Wāhi tapu. *Policies DLM-P1 to DLM-P3*

POLICIES

Sustainable development of Māori land

Objective DML-O1

SDML-P1 *[3.3(4)(2)]*	Recognise the traditional communal living practices of Māori on Māori Land.
SDML-P2 *[3.3(4)(4)]*	Enable development of Māori Land within the provisions of the plan for the purposes of fulfilling the economic and social aspirations of those owners.
SDML-P3 *[3.3(4)(3)]*	Encourage land use change that can demonstrate a reduced nutrient output from activities undertaken on Māori Land.

Advice Note:

For specific rules relating to Development of Māori Land please refer to HH - Historic Heritage, SASM - Sights and Areas of Significance to Māori, and PK - Papakāinga and Kaumātua Housing.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of ongoing monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDML-AER1	New activities on Māori land.

SDED

ECONOMIC DEVELOPMENT

Status: SDED is Operative

ISSUES

SDED-I1 Enable sustainable development and economic growth

The District Plan has a key role in encouraging economic growth throughout the district. It enables investment in Rotorua's key economic drivers of tourism, forestry and wood processing, and the geothermal and agricultural sectors through initiatives specific to each sector and the development of business and innovation zones. See BIZ Business and Innovation Zones for further detail.

Economic growth is heavily influenced by Rotorua's central location within the district and the infrastructure that supports the area. Infrastructure must not only be well planned to maximise economic potential, it must also be located to avoid visual impacts to important streetscapes and Outstanding Natural Features and Landscapes. Farming and forestry play a major role in shaping the economic environment of our district. Most agricultural land in Rotorua is used for dairy, sheep, beef and deer farming. Forestry is equal in land cover and has generated a range of manufacturing businesses relating to wood, wood processing and paper products.

Our district is one of the country's leading tourism centres, offering a wide variety of tourist accommodation and attractions including experiences featuring Māori culture, lakes, geothermal features and adventure opportunities. At any one time there can be 8,500-10,000 tourists in our district in addition to the base population. Projections suggest an overall increase in visits to Rotorua is anticipated. Cultural and sporting events are also major draw cards to our district. Many of the events focus on mountain biking, walking and running in the forests or around one or more of the lakes. The city is a preferred destination for major conferences, due to the Energy Events Centre and supporting hospitality facilities and infrastructure.

A number of significant features and recreational facilities are located outside of the city centre, including the forests, lakes and rivers of the district, which are significant attractors of people who then contribute to the local economy. These resources should be managed to ensure that they continue to contribute to the district's growth and success as a tourist and recreational attraction.

A number of opportunities for geothermal exploration and development exist within the district. There is the ability to enhance the use of this resource for renewable energy purposes and associated cascade uses.

These activities are economically and socially important to the district and represent significant investment. There is also the opportunity for Māori land holding entities to develop ancestral land with the above mentioned activities as well as provide for the relations of the Māori land owners with these lands and associated taonga.

The District Plan aims to ensure development occurs in a planned sustainable manner that maintains the amenity of the natural and cultural environment whilst playing a role in ensuring the continued efficient operation and future development. See Historical and Cultural Values and Natural Environmental Values for further detail.

Most land in the Rotorua district is rural, with agriculture and forestry being the two main land uses. The rural area of our district is important not only for its physical features, habitats, indigenous plants and wildlife, but also as a significant working environment and contributor to Rotorua's economy.

Providing for an efficient rural working environment that avoids, mitigates or remedies adverse effects that unacceptably impact the natural environment is an important element of this plan. The District Plan seeks to achieve a balance between economic use, the enhancement of water quality maintenance of amenity and the protection of identified characteristics.

Encouraging changes in land use practices within the Lake Rotorua Catchment to help reduce the level of high nutrient loss, is one feature of this plan. The District Plan promotes a reduction in nutrient discharge within the Lake Rotorua catchment through providing for the operation and establishment of a range of rural activities and agricultural practices. This is likely to affect pastoral activities with high nutrient loss – particularly dairy farming – and lead to innovative agricultural practices or land use change within identified locations that have less impact on water quality. Possibilities include forestry, housing, recreation and tourism, any one of which would change the existing character of those rural zones. There is also the prospect that heavy industry will seek to locate outside the caldera, which will further change the balance of the rural area to a working environment. See RRZ- Rural Zones and SUB- Subdivision.

OBJECTIVES

SDED-O1 *[1.3(4)]*	Sustainable Rural, Residential, Industrial and Business Innovation Zones where activities contribute to the economic, social, cultural and environmental wellbeing and prosperity of the community. *Policies SDED-P1 to SDED-P5*

POLICIES

Objective SDED-O1

SDED-P1 *[1.3(3)(1)]*	The positive effects of business and industry on economic, social and environmental wellbeing are encouraged and promoted by enabling existing activities to continue to operate and develop.
SDED-P2 *[1.3(3)(2)]*	Recognise the key contribution that sustainable rural and forestry activities make to the economy and the need for innovation and diversification with environmentally sound practises.
SDED-P3 *[1.3(3)(3)]*	Enable the operation of rural production and industrial activities, having regard to access to and use of resources, transportation and infrastructure requirements and the future need for innovation and diversification with environmentally sound practices.
SDED-P4 *[1.3(3)(4)]*	Manage the environment to enable ongoing growth of tourism and recreational activities that support the social, cultural and environmental attributes that are valued by the community and contribute to the identity of Rotorua.
SDED-P5 *[1.3(3)(5)]*	Commercial and industrial activities, exclusive of resource based activities, establish within land zoned and provided with onsite services for commercial and industrial purposes.

Advice Note:

For the rules relating to Economic Growth and Major Industry please refer to CCZ - City Centre Zones, COMZ- Commercial Zones, INZ- Industrial Zones, BIZ- Business and Innovation Zones and RRZ- Rural Zones.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of on-going monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDED-AER1	The continued economic growth of the district and efficient operation and development of major business, industry and rural production activities.
SDED-AER2	A productive, sustainable rural environment that contributes to the economy of the district.

SDIB

INDIGENOUS BIODIVERSITY

Status: SDIB is Operative

ISSUES

SDIB-I1 Indigenous biodiversity

The indigenous biodiversity resource of the district exists at approximately 20% of its original extent. Further loss of this resource may lead to the exponential loss of species and of ecosystem processes and functions which will in turn threaten the life supporting capacity of these ecosystems. To safeguard the resource as a whole, the approach to managing indigenous biodiversity must go beyond identifying and protecting significant natural areas. This is because the significant natural areas rely on ecological functions and processes beyond their boundaries in order to be maintained and the indigenous biodiversity resource must be viewed as an interconnected system of ecological buffers, connections, and corridors across the wider landscape.

OBJECTIVES

SDIB-O1 *[1.3(11)]*	Maintain or enhance indigenous biodiversity and the continued functioning of ecological processes. *Policies SDIB-P1 to SDIB-P3*

POLICIES

Objective SDIB-O1

SDIB-P1 *[1.3(11)(1)]*	Manage activities that have the potential to adversely affect indigenous biodiversity and the continued functioning of ecological processes, with a particular focus on activities that affect the following: 1. The cumulative loss or degradation of indigenous habitats and ecosystems 2. Fragmentation and isolation of indigenous habitats and ecosystems 3. Extent and quality of indigenous habitats and ecosystems 4. Corridors or connections linking indigenous habitats and ecosystems 5. Ecological sequences 6. Migratory pathways 7. Water quality for the purpose of maintaining indigenous biodiversity and ecosystems 8. Buffering of indigenous habitats and ecosystems 9. Ecosystem services 10. Animal and plant pests 11. Noise, visual and physical disturbance on indigenous habitats and ecosystems.

SDIB-P2 *[1.3(11)(2)]*	Promote positive indigenous biodiversity outcomes, including through: 1. Working towards achieving no net loss of indigenous biodiversity at a regional scale 2. Encouraging enhancement, restoration and re-vegetation of habitats and connectivity between habitats 3. Maintaining those areas/ecosystems that support (including through buffering and/or linking) habitats and areas identified as significant natural areas 4. Providing for ecosystem services 5. Restoring and protecting the health and wellbeing of the Waikato River and its catchment 6. The contribution to natural character and amenity values 7. Tangata whenua relationships with indigenous biodiversity including their holistic view of ecosystems and the environment 8. Managing the density, range and viability of indigenous flora and fauna 9. The consideration and application of biodiversity offsets, where significant residual adverse effects are unable to be avoided, remedied or mitigated.
SDIB-P3 *[1.3(11)(3)]*	Provide for activities that have a minor adverse effect on the maintenance of indigenous biodiversity (excluding SNAs), including: 1. The maintenance and operation of lawfully established infrastructure and utilities 2. The continuation of existing lawfully established uses of land where the effects of such land use remain the same or similar in character, intensity, and scale 3. Activities undertaken for the purpose of maintenance or enhancement of indigenous biodiversity 4. The collection of material for maintaining traditional Māori cultural practices 5. Actions necessary to avoid loss of life, injury or serious damage to property.

SDNC

NATURAL HAZARDS AND CLIMATE CHANGE RESLIENCE

Status: SDNC is Operative

ISSUES

SDNH-I1 Natural hazards

A secure and safe community is a healthy community and will attract growth. Our district has learned to safely take advantage of natural hazards. The oldest settlements in our district are within active geothermal systems where surface and underground features present a potential hazard to building and living.

The district is subject to a number of natural hazards that can adversely affect life or property. The main natural hazards affecting the district are earthquakes (associated with fault lines), subsidence (including liquefaction), landslides, flooding, and volcanic and geothermal activity due to the district's location within the Taupo Volcanic Zone. A lesser known source of volcano hazard is 'Caldera Unrest'. There is uncertainty over when the activity increases from 'background' levels to 'volcanic unrest' and an eruption threat. The Bay of Plenty and Waikato Civil Defence Emergency Management Group Plans rank caldera unrest as the 4th and 3rd highest hazard respectively.

Some areas known to be at risk from actual or potential hazards such as subsidence, flooding and geothermal activity have already been developed for urban purposes. In addition some hazards such as volcanic activity and earthquakes are more difficult to identify and mitigate in advance and the potential effects of the hazards themselves are so widespread and devastating that avoidance or control through the District Plan is not always possible.

The District Plan specifically manages land use affected by natural hazard risks through fault line rules and performance standards relating to flooding, geothermal activity and fault lines where appropriate mitigation measures are available, and are not sufficiently managed under other national legislation such as the Building Act 2004. All natural hazards identified on the planning maps will be addressed when considering resource consent applications, guided by the natural hazard provisions of this part of the plan.

OBJECTIVES

SDNH-O1 *[1.3(9)]*	Minimise or reduce the level of risk to life, property and the environment from the subdivision, use and development of land in areas subject to a natural hazard. *Policies SDNC-P1 to SDNC-P2*

POLICIES

Objective SDNC-O1

SDNH-P1 *[1.3(9)(1)]*	Require the design and location of activities to avoid or mitigate natural hazards to an acceptable level of risk to life, property and the environment.
SDNH-P2 *[1.3(9)(2)]*	Recognise that the risk of natural hazards will continue to influence the nature and location of urban development.

Advice Note:

For the rules relating to Natural Hazards please refer to NH- Natural Hazards. The Introduction page of the planning maps outlines the hazard information.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of on-going monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDNC-AER1	Enhanced public safety in relation to natural hazards through the design and management of land use activities and subdivision to an acceptable level of risk.

SDRE

RENEWABLE ENERGY AND EMISSION REDUCTION

Status: SDRE is Operative

ISSUES

SDRE-I1 Sustainable development and use of renewable electricity

The National Policy Statement for Renewable Electricity Generation elevates renewable electricity generation to being a matter of national significance. The contribution of renewable electricity generation towards addressing the effects of climate change plays a vital role in the wellbeing of New Zealand, its people and the environment. In considering the risks and opportunities associated with various electricity futures, central government has reaffirmed the strategic target that 90% of electricity generated in New Zealand should be derived from renewable energy sources by 2025.

Notwithstanding other renewable electricity sources, the district has a geothermal resource available that forms part of the wider Taupo Volcanic Zone. For new geothermal development the Waikato and Bay of Plenty Regional Policy Statements have classified the district's geothermal systems for different purposes, ranging from Development Geothermal Systems to Protected Geothermal Systems. Those geothermal systems classified for Development, Limited Development or Conditional Development purposes are anticipated to contribute towards the generation of electricity using a renewable source of energy. These classifications determine the extent to which adverse effects on Significant Geothermal Features are to be avoided or mitigated.

There is a need to manage the significant economic value of the geothermal resource for both tourism and energy purposes, while also seeking to ensure the cultural, economic, ecological and aesthetic values of the geothermal resource are maintained.

It is envisaged that if sustainable geothermal energy production is identified as being appropriate in these systems, development will be industrial in nature and located within a rural environment. A rural zone or heavy industrial zone is considered appropriate to provide for the infrastructure and facilities required for this type of development.

The District Plan aligns with the regional policy statements by mapping the location of each geothermal system and providing for development appropriate to the regional classification of the geothermal system.

Identifying locations for this type of development provides direction to Rotorua residents as to where geothermal development is likely to occur in the future and therefore help to reduce potential reverse sensitivity impacts from occurring upon development.

To align with the National Policy Statement for Renewable Electricity Generation and support the economic growth of the district, the District Plan provides for the continued operation, and maintenance of these activities. From a land use perspective this also requires protection of infrastructure from sensitive land uses to avoid reverse sensitivity issues.

In addition, renewable electricity generation by other means, such as hydro and wind, is also strategically important and can also only occur in appropriate locations where the resource exists.

Importantly, the National Policy Statement for Renewable Electricity Generation promotes not only new development but also the maintenance of existing activities.

Currently the district contains geothermal prions and hydro lakes, the latter being created when the Ohakuri and Atiamuri dams and associated hydro-electricity power stations were constructed on the Waikato River. They form part of the wider Waikato Hydro Scheme which comprises nine power stations and eight hydro-reservoirs (lakes) between Taupo and Karapiro. The scheme is a major contributor of renewable electricity for the region. Operating easements around the margins of the lakes and the Waikato River define inundation areas as a result of normal operation of the scheme.

For further detail on how the plan provides for renewable electricity generation please refer to EIT- Energy, Infrastructure and Transport.

OBJECTIVES

SDRE-O1 *[1.3(8)]*	Sustainable, efficient use, development, operation, maintenance and upgrading of renewable electricity generation resources and activities that contribute to the economic, cultural and social wellbeing of Rotorua District, region and New Zealand. *Policies SDRE-P1 to SDRE-P5*

POLICIES

Objective SDRE-O1

SDRE-P1 *[1.3(8)(1)]*	Enable the efficient development, operation, use, maintenance and upgrade of renewable electricity generation developments.
SDRE-P2 *[1.3(8)(2)]*	Renewable electricity generation avoids, remedies, or mitigates adverse effects on significant geothermal features, according to the regional classification of the geothermal system, and on surrounding rural character and amenity.
SDRE-P3 *[1.3(8)(3)]*	Recognise the practical implications and constraints associated with the development, operation, maintenance and upgrade of renewable energy generation activities, due to resource location, and functional and technical requirements.
SDRE-P4 *[1.3(8)(4)]*	Enable research into potential sites for renewable electricity generation including investigation, identification and exploration activities and for innovative renewable electricity development where potential adverse effects can be appropriately avoided, remedied or mitigated.
SDRE-P5 *[1.3(8)(5)]*	Recognise and provide for the national, regional and local benefits of renewable energy generation activities and resources in relation to climate change, security of supply and social, cultural and economic wellbeing.

Advice Note:

For the rules relating to Renewable Electricity please refer to RRZ- Rural Zones and EIT- Energy, Infrastructure and Transport.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of on-going monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDRE-AER1	An increase in the use of alternative modes of transport e.g. walking, cycling and public transport.
SDRE-AER2	An increase in the development and use of renewable energy resources in the Rotorua district.

SDUD

URBAN FORM AND DEVELOPMENT

Status: SDUD is Operative and subject to Plan Change 9. Plan Change 9 amendments are shown in underline and ~~strikethrough.~~

Provisions in this chapter incorporate the objectives and policies in Clause 6 of Schedule 3A of the RMA. In accordance with Section 80H of the RMA these provisions are shown in green.

ISSUES

There are five key issues influencing the policy framework in the ~~Future Growth area~~ for urban form and development.

SDUD-I1 Well-functioning urban environments ~~Economic and social well-being of the district~~

Well-functioning urban environments enable communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. To enable Rotorua to be a well-functioning urban environment future development should support good accessibility for all people between housing, jobs, services and other amenities particularly by public and active transport modes. A range of housing types is enabled to provide for changing demographics and market demands. Housing development in Rotorua has historically been single detached houses on generous sites. Rotorua is projected to have an ageing population. Couple and single person households are anticipated to account for over three quarters of housing growth over the long term which means changing demands for housing types and sizes. Smaller houses on smaller sites can provide for singles and couples looking for affordable housing or older people seeking to downsize. Larger houses (5+ bedrooms, multiple kitchens) can accommodate multi-generational/extended families or communal living arrangements. Supply of only one housing type to the market reduces choice and options for different household types and therefore does not meet the communities needs or enable the community to provide for their own social well-being.

~~Restricting land for urban expansion reduces development options to infill housing which can increase localised areas of traffic congestion and reduce privacy and useable lot sizes in turn impacting residential amenity and housing affordability. Whilst Rotorua is forecast to have limited population growth within the life of this district plan, the provision of land for urban development will increase the level of lifestyle choices provided to Rotorua residents and the ability to complete innovative and flexible developments. This will enable well designed development and provide the ability for the community to contribute to the social and economic well-being of Rotorua.~~

More houses are required in Rotorua to keep up with demand. A lack of housing supply and diversity has adverse consequences on the health and wellbeing of our communities.

To meet the demand for housing existing urban areas will need to change over time providing a greater density of development than previously provided. Enabling the greatest level of density around centres, employment opportunities or in areas accessible to existing or planned public or active transport will support a well-functioning urban environment.

SDUD-I2 Development of the future growth areas and infrastructure

Fragmented development can effectively make further land conversion uneconomic. This is particularly so if development affects or pre-empts the effective and efficient location of infrastructure services and other supporting land use activities. In addition fragmented development can reduce the efficient use of rural land for agricultural practices. Large-scale development should occur in a planned and structured approach, taking into account the environmental qualities and features of the land, as well as the need to provide strong and efficient connections with the existing urban area.

No development should occur within the identified future development zones until a comprehensive design process has been undertaken for each development zone, providing the community with an opportunity to have an input.

SDUD-I3 The provision of infrastructure

Additional infrastructure such as water supply, roads, sewage, electricity and stormwater disposal is often necessary to service new development. Certain areas of development may have the potential to connect into existing infrastructure that has the capacity to meet the demand. In other instances an upgrade and/or extension will be required. There is a need to ensure any proposed infrastructure is capable of supporting the full development potential of the land, thus providing for the sustainable management and a reduction in economic cost of development in the future.

There is a need to co-ordinate subdivision and development with cost-effective infrastructure provision. Development that is inconsistent with the anticipated and planned settlement pattern carries a high risk of unforeseen effects on infrastructure, and in particular the transport network.

SDUD-I4 ~~Subdivision and development~~ Caldera landscape

The identified urban development areas are adjacent to the sensitive rural area in the Rotorua caldera which provides the valued rural backdrop to the Rotorua city and has been identified by the community as sensitive to urban growth. Within the future growth area there are components of the site which are less visible than others where development will maintain the amenity and character of the Rotorua district. In elevated areas that have higher visibility development will need to be designed in a manner to maintain these existing amenity and character values.

SDUD-I5 The development of rural land

As urban activities, such as rural residential or low density residential development, occur within established rural areas, many of the effects associated with the operation of farms or other existing rural activities e.g. noise, dust, hours of operation, odour become less accepted by the community and as a consequence pressures are placed on existing operations to reduce their activities. These pressures are increased as the scale of urban activity increases particularly where it occurs in a fragmented manner. In contrast development of an industrial nature also has the ability to impact the existing amenity associated with residential activities located within the immediate vicinity. Reverse sensitivity effects associated with development within future growth areas will need to be avoided.

SDUD-I6 ~~Provision of safe and attractive residential spaces and sustainable infrastructure~~ Quality environments

Well-designed development can support quality living environments for people and enhance the visual attractiveness of streets. This is important as Rotorua transitions to a more compact urban form. Neighbourhoods will change over time as more intensive development occurs and land is used more efficiently. This will change the amenity values appreciated by some people in existing neighbourhoods but may also improve amenity values for future generations, by enabling greater housing choice in the most accessible parts of Rotorua.

~~Residential areas are expected to provide safe and attractive environments to live in, with space to give each household reasonable privacy and outlook. The District Plan anticipates that existing residential areas will continue to be efficiently used, with further infill subdivision, but is careful to ensure environment and amenity values are upheld through performance standards, rules, and subdivision standards.~~

~~Almost one in five residents live outside the main city area, and demand for semi-rural lifestyle blocks and lakeside living will continue throughout the life of this plan.~~

~~The District Plan has also identified areas of rural land suitable for future land conversion and appropriate to consider for the city's urban land bank. The demand for land on the eastside of Lake Rotorua means development will likely occur there first. Land to the south of Pukehāngi Road has identified a number of future development zones, which aligns with the Rotorua Basin Integrated Structure Plan.~~

~~At present these areas contain a mixture of rural activities and directly adjoin the Rotorua urban environment allowing ease of access to infrastructure, city amenities and services. In the future it is anticipated that Pukehāngi Road will also be subject to land use change incentives that are administered under RRZ- Rural Zones and SUB-Subdivision.~~

~~The identification of the location of future urban expansion will contribute to infrastructure planning ensuring the co-ordinated provision of land use and infrastructure. It is important that the appropriate infrastructure to cater for the potential level of development is provided to support growth within these areas.~~

OBJECTIVES

Well-Functioning Urban Environment ~~**Economic and social well-being of the District**~~

SDUD-O1	A well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future: *Policies SDUD-P1 to SPUD-P3*
SDUD-O2	A relevant residential zone provides for a variety of housing types and sizes that respond to— i. housing needs and demand; and ii. the neighbourhood's planned urban built character, including three storey buildings within the Residential 1 Zone and up to six storeys in the Residential 2 Zone. *Policy SDUD-P4*
SDUD-O~~1~~3 *[12.3(1)]*	There is at all times at least ~~S~~sufficient development capacity and land supply to meet expected demand for housing and business land over the short term, medium term and long term. ~~area suited for future urban and economic development that provides the residents of Rotorua with a range of lifestyle and development choices.~~ *Policies SDUD-P5 to SDUD-P7*
SDUD-O4	The primary focus for higher residential intensification and additional business or community services include areas: a) within and adjacent to centres or employment opportunities; b) well-serviced by existing or planned public or active transport; c) where there is high demand for housing or for business land in the area, relative to other areas within the urban environment. *Policies SDUD-P5 to SDUD-P7*

Development of the future growth areas and infrastructure

SDUD-O~~2~~5 *[12.3(2)]*	Subdivision and development within growth areas completed in a structured and integrated pattern, with the environmental qualities of the land fully identified and sustainably managed. *Policies SDUD-P~~3~~8 to SDUD-P~~5~~10*

The provision of infrastructure

SDUD-O~~3~~6 *[12.3(3)]*	Serviced development that safely connects to the existing road network, utility reticulation, provides a potable drinking water supply and sufficiently caters for the future development potential of the site. *Policies SDUD-P~~6~~11 to SDUD-P~~9~~14*

~~Subdivision and development~~ Caldera Landscape

SDUD-O~~4~~7 *[12.3(4)]*	The amenity values associated with the Rotorua caldera landscape and adjacent zones is maintained when subdivision and development occurs. *Policies SDUD-P~~10~~15 to SDUD-P~~12~~17*

The development of rural land

SDUD-O~~5~~8 *[12.3(5)]*	Efficient and safe operation of the transport network and adjoining rural activities when development in future growth areas occurs. *Policies SDUD-P~~13~~18 to SDUD-P~~14~~19*

~~Provision of safe and attractive residential spaces~~ Quality Environments

SDUD-O9 *[1.3(4)]*	Urban development results in attractive, safe and healthy environments. *Policies SDUD-P20 to SDUD-P21*
SDUD-O~~6~~10 *[1.3(4)]*	Subdivision, use and development consistent with the anticipated settlement pattern that maximises the efficient use of zoned and serviced urban land and is co-ordinated with the provision of cost effective infrastructure. *Policies SDUD-P~~15~~22 to SDUD-P~~18~~25*
SDUD-O~~7~~11 *[1.3(5)]*	Sufficient and suitable land zoned for future urban development that provides the residents of Rotorua with a range of lifestyle and development choices. *Policies SDUD-P~~19~~26 to SDUD-P~~22~~29*

Commercial Activities Located within Non-Commercial Zones

SDUD-O~~8~~12 *[5.3(6)]*	A compact city centre that is the primary commercial centre within the district for shopping, employment, city-living, entertainment, recreation and community events, (with this role not being compromised by commercial development in other locations). *Policies SDUD-P~~23~~30 to SDUD-P~~24~~31*

HOUSING BOTTOM LINES

Housing bottom lines for Rotorua urban environment		
Short-medium term (2020-2030)	Long term (2030-2050)	30 Year Total (2020-2050 additional)
3,240	3,500	9,740

Explanatory Note:

These housing bottom lines were identified through the Housing and Business Development Capacity Assessment for Rotorua District 2022 (HBA 2022), and have been inserted into the District Plan as part of the implementation of the National Policy Statement for Urban Development 2020.

They are intended to represent the amount of feasible and reasonably expected to be realised development capacity that is sufficient to meet the expected housing demand with the urban environment, along with a competitiveness margin. The competitiveness margins is 20% for the short-medium term and 15% for the long term.

Rotorua Lakes Council is required to enable the development represented in the housing bottom lines through the district plan, structure plans, growth and infrastructure strategies.

The housing bottom lines relate to the Rotorua urban environment. An urban environment means any area of land that is, or is intended to be, predominantly urban in character, and that is, or is intended to be, part of a housing and labour market of at least 10,000 people. This definition allows areas identified or zoned for future urban development to be included in the defined urban environment. It also allows discrete locations of urban land that have a functional relationship with each other in terms of a housing and labour market to be part of the urban environment, even when they are not contiguous.

The areas included within the Rotorua Urban Environment are shown in the figure below.

SDUD-FIGURE 1 – Rotorua Urban Environment

POLICIES

~~Economic and social well-being of the district~~ Well-Functioning Urban Environment

Objective SDUD-O1

SDUD-P1	Enable a variety of housing types and a mix of densities.
SDUD-P2	Provide for papakāinga, marae, Māori customary activities and commercial activities across urban and rural Rotorua to support Māori economic, social and cultural well-being.
SDUD-P3	Within the urban environment, limit heights and densities where it is necessary to recognise and provide for matters of national importance, or other matters of significance to Rotorua, including: 1. Nationally significant infrastructure; 2. Historic heritage; 3. Sites of significance to Maori and identified cultural values; 4. Outstanding natural features and landscapes; 5. Significant indigenous vegetation and significant habitats of indigenous fauna; 6. Maintenance and enhancement of public access along lakes and rivers; 7. Management of significant risks from natural hazards, including flooding and geothermal hazards.

Objective SPUD-O2

SDUD-P4	Apply the MDRS across all relevant residential zones in the district plan except in circumstances where a qualifying matter is relevant (including matters of significance such as historic heritage and the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga).

Objective SDUD-O~~1~~3 and SPUD-O4

SDUD-P~~1~~5 *[12.3(1)(1)]*	Identify areas within the district to meet future demand for residential development.
SDUD-P6	Within the urban environment enable: 1. The highest density of development within and adjoining the City Centre, recognising that this location has access to the greatest range of commercial activities and community services in Rotorua; 2. A high density of development within the suburban centres of Ngongatahā and Owhata; 3. A medium density of development elsewhere in residential areas.
SDUD-P~~2~~7 *[12.3(1)(2)]*	Ensure that development in the areas identified for new growth is carried out in a manner that meets the community's needs and avoids, remedies or mitigates adverse environmental effects.

Development of the future growth areas and infrastructure

Objective SDUD-O~~2~~5

SDUD-P~~3~~8 *[12.3(2)(1)]*	Identify the key infrastructural, community, cultural and environmental opportunities and constraints for each new growth area and ensure that these are reflected in the development of each area.
SDUD-P~~4~~9 *[12.3(2)(2)]*	Ensure that the activities carried out in the future urban area do not generate adverse environmental effects and or compromise future land use.
SDUD-P~~5~~10 *[12.3(2)(3)]*	Avoid fragmented development that results in inefficiencies in the provision of infrastructure.

The provision of infrastructure

Objective SDUD-O~~3~~6

SDUD-P~~6~~11 *[12.3(3)(1)]*	Manage urban subdivision and land development to connect with the existing infrastructure and transportation network, according to the capacity limitations of that network where available and the potential requirements for upgrading its capacity.
SDUD-P~~7~~12 *[12.3(3)(2)]*	Require all subdivision and development to be coordinated with the planned provision of infrastructure, integrated with the transport network and the district's road hierarchy.
SDUD-P~~8~~13 *[12.3(3)(3)]*	Provide for urban expansion where such growth does not adversely affect the safe and efficient use and development of land, roads and infrastructure.
SDUD-P~~9~~14 *[12.3(3)(4)]*	Ensure a reasonable share of additional cost of infrastructure arising from subdivision and development is met by the applicant.

~~Subdivision and development~~ Caldera Landscape

Objective SDUD-O~~4~~7

SDUD-P~~10~~15 *[12.3(4)(1)]*	Ensure that any development in the future development areas does not have an adverse impact on the caldera landscape.
SDUD-P~~11~~16 *[12.3(4)(2)]*	Manage development to ensure it will not unduly conflict with existing activities on adjoining properties, compromise future urban development potential or give rise to adverse effects on the amenity of the caldera.
SDUD-P~~12~~17 *[12.3(4)(3)]*	Ensure subdivision and development is designed in a manner that is cognisant of the amenity values associated with the Rotorua caldera and differences in amenity values within adjacent zones.

The development of rural land

Objective SDUD-O~~5~~8

SDUD-P~~13~~18 *[12.3(5)(1)]*	Restrict subdivision and development that compromise the safe, efficient and effective functioning of regionally significant infrastructure, including the transportation network.
SDUD-P~~14~~19 *[12.3(5)(2)]*	Manage development to ensure it will not unduly conflict with existing activities on adjoining properties, compromise future urban development potential or give rise to adverse environmental effects.

~~Provision of safe and attractive residential spaces~~ Quality Environments

Objective SDUD-O~~6~~9

SPUD-P20	Encourage subdivision, use and development to be designed to promote the health, safety and well-being of people and communities.
SPUD-P21	Provide for developments not meeting permitted activity status, while encouraging high-quality developments.

Objective SPUD-10

SDUD-P~~15~~22 *[1.3(4)(1)]*	Ensure that subdivision, use and development is directed to areas with existing or planned service connections and/or to land that is zoned for future growth.
SDUD-P~~16~~23 *[1.3(4)(2)]*	Identify and zone appropriate areas of land for urban purposes to guide the future provision of infrastructure within the Rotorua District.
SDUD-P~~17~~24 *[1.3(4)(3)]*	Avoid subdivision, use and development which results in the inefficient and/or uneconomic expansion of existing infrastructure and fragmented residential development.
SDUD-P~~18~~25 *[1.3(4)(4)]*	Manage the demand on infrastructure by requiring subdivision, use and development to be adequately serviced by existing and/or planned provision of infrastructure including the transport network.

Objective SDUD-~~O7~~11

SDUD-P~~19~~26 *[1.3(5)(1)]*	Ensure that development in the areas identified for new growth is carried out in a manner that meets the community's needs and avoids, remedies or mitigates adverse environmental effects.
SDUD-P~~20~~27 *[1.3(5)(2)]*	Manage development to ensure it will not unduly conflict with existing activities on adjoining properties, compromise future urban development potential or give rise to reverse sensitivity effects
SDUD-P~~21~~28 *[1.3(5)(3)]*	Identify the key infrastructural, community, cultural and environmental opportunities and constraints for each future growth zone and ensure that these are planned for in the development of each area.
SDUD-P~~22~~29 *[1.3(5)(4)]*	Ensure that the activities carried out in the future urban area prior to residential development do not generate adverse environmental effects and or compromise future land use.

Commercial Activities Located within Non-Commercial Zones

Objective SDUD-O12

SDUD-P~~23~~30 *[5.3(6)(1)]*	Maintain strong boundaries to the city centre to consolidate and intensify retail, commercial and office activities within the city centre and protect the amenity of residential neighbourhoods.
SDUD-P~~24~~31 *[5.3(6)(2)]*	Restrict the location of retail and commercial activities within other non-commercial areas of the district to ensure that the city centre continues to be the districts pre-eminent retail and commercial centre.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of on-going monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDUD-AER1	Increased economic and social well-being of the Rotorua residents by providing well planned subdivision and development.
SDUD-AER2	Increased availability of well-designed lots that are connected to existing infrastructure that has the capacity to service the full development potential of the site or that can be upgraded to cater for the growth demands.
SDUD-AER3	Structured and coherent subdivision and development that does not restrict future development potential and does not decrease the amenity and landscape characteristics of the surrounding area.
SDUD-AER4	The provision and development of a range of different lifestyle and living options.
SDUD-AER5	Development and subdivision that is coordinated with zoned and serviced land and cost-effective infrastructure provision.

SDVC

VIBRANT, COMPACT CITY CENTRE

Status: SDVC is Operative

ISSUES

SDVC-I1 A vibrant, compact city centre

The community expects our district to have a strong, vibrant city centre with a unique character. The District Plan aims to revitalise the city centre by consolidating business into the area and making it the focal point for commercial and cultural activity.

There is a need to further enforce these attributes of the city centre by promoting it as the key location within the district for commercial and retail investment to produce a vibrant city centre for Rotorua locals and visitors. This will be achieved by restricting the establishment of commercial activities in areas outside of the city centre where these are pedestrian orientated and more aligned with the amenity of the city centre zones. Definitions of the different types of retail will also help to clarify what retail and commercial activities are expected within each zone.

The city centre is likely to see significant changes that will have an impact on its form and function. Tourism development around the lakefront will improve the connection of the city centre to the lakefront and bring more activity to the lakefront.

The city centre boundaries reflect the precincts of the urban design framework. Areas of the city centre, particularly towards the lakefront, have new policy frameworks to promote tourist accommodation and commercial activity consistent with their location. The need for resource consents for building or renovating has been limited, and on-site parking in the city centre is no longer a consent requirement, this increasing activity and investment opportunities. Refer to CCZ- City Centre Zones for further detail.

SDVC-I2 Commercial activities located within Non-Commercial Zones

A number of commercial and office activities that are suited for the city centre have established within residential or industrial environments. Locating such activities outside of the city centre leads to increased vacancy rates within the city centre, reduces activity and reduces the amenity of the city centre. To address this a suite of methods are adopted in the plan, including providing a strong boundary to the city centre to consolidate it, discouraging the establishment of commercial activities in non-commercial zones, providing guidance on the preferred location of commercial activities and enabling development within the city centre.

OBJECTIVES

SDVC-O1 *[1.3(2)]*	A city centre that provides residents and visitors with recreation, outdoor dining, retailing and entertainment, offices and commercial activities within a safe, attractive environment. *Policies SDVC-P1 to SDVC-P5*

SDVC-O2 *[5.3(6)]*	A compact city centre that is the primary commercial centre within the district for shopping, employment, city-living, entertainment, recreation and community events, (with this role not being compromised by commercial development in other locations). *Policies SDVC-P6 to SDVC-P7*

POLICIES

Objective SDVC-O1

SDVC-P1 *[1.3(2)(1)]*	Recognise the importance of the city centre as a built resource and social centre with strong links to the lakefront and the need for it to continue to develop to accommodate changing needs and demands of the community.
SDVC-P2 *[1.3(2)(2)]*	Maintain a hierarchy of viable and vibrant commercial centres for retail, commercial and entertainment activities that complement and are subservient to the city centre.
SDVC-P3 *[1.3(2)(3)]*	Manage the location and establishment of Large Format Retail to ensure these complement the city centre as a social and business hub.
SDVC-P4 *[1.3(2)(4)]*	Maintain strong boundaries to the city centre to consolidate and intensify activities and protect residential neighbourhoods located in close proximity to the city centre.
SDVC-P5 *[1.3(2)(5)]*	Provide diverse commercial centres that offer services and convenient retail activities that complement rather than compete with the city centre.

Objective SDVC-O2

SDVC-P6 *[5.3(6)(1)]*	Maintain strong boundaries to the city centre to consolidate and intensify retail, commercial and office activities within the city centre and protect the amenity of residential neighbourhoods.
SDVC-P7 *[5.3(6)(2)]*	Restrict the location of retail and commercial activities within other non-commercial areas of the district to ensure that the city centre continues to be the districts pre-eminent retail and commercial centre.

Advice Note:

For the rules relating to the city centre please refer to CCZ- City Centre Zones.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of on-going monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDVC-AER1	Efficient use of existing buildings and increased development within the city centre, supporting this as the principal commercial, retail and civic centre of Rotorua.

SDWQ

WATER QUALITY AND THE AMENITY OF LAKESIDE ENVIRONMENTS

Status: SDWQ is Operative

ISSUES

SDWQ-I1 Water quality and the amenity of lakeside environments

The Rotorua lakes provide high levels of aesthetic, cultural, natural and recreational values and play a significant role in the tourism industry of Rotorua. A number of lakeside settlements have also established along the margins of many Rotorua lakes due to these values. These lakeside settlements also play a role in the district's tourism industry by providing holiday home accommodation set within unique environments.

The District Plan has a role to play in achieving a balance between providing for these lakeside settlements and their associated activities, the recreational activities located on waterbodies and maintaining the character, visual and cultural values associated with the lakes and rivers.

The degradation of water quality within the Rotorua waterbodies and the restoration, protection and enhancement of the health and well-being of the Rotorua waterbodies, the Waikato River and their margins is an important issue for the district to address. The District Plan has a role in this through managing the effects of land use. This role is complementary to the regional councils' role of controlling nutrient discharge from land use activities and undertaking remedial works. Through the implementation of each of these roles, subsequent biodiversity, habitat and ecological functions of the waterbodies will also be maintained, helping to enhance the natural character managed under Natural Environmental Values.

The District Plan also promotes riparian zones that separate pastoral land from waterbodies. Appropriate location of buildings, waste disposal equipment and structures that house animals are permitted activities that do not require resource consent. See RRZ Rural Zones for further detail.

Te Arawa Lakes Trust, Rotorua District Council, and the Bay of Plenty Regional Council work collaboratively to ensure the on-going management, restoration, and rehabilitation of the health of the Rotorua waterbodies. Joint Management Agreements have also been established under the Waikato Tainui Raupatu Claims (Waikato River) Settlement Act 2010. These cover the Waikato River and intend to implement the Waikato River Vision and Strategy *(Te Ture Whaimana o Te Awa o Waikato).* Similar mechanisms are being developed for the Kaituna River.

Our district's lakes, rivers and streams are of great cultural, historic and heritage value. Rotorua District Council, Bay of Plenty Regional Council, and Te Arawa Lakes Trust are working with other partners on a range of initiatives such as the Oturoa Agreement to mitigate the effects of nutrient runoff from pastoral farming, sewage leachate from residential areas and other inputs from the commercial and industrial sectors. There is a focus on the Lake Rotorua Catchment.

The District Plan has a role in contributing to the enhancement of water quality through managing the effects of land use and enabling land use change.

OBJECTIVES

SDWQ-O1 *[1.3(1)]*	The enhancement of water quality and management of Rotorua's water bodies and the lake and riverside environments to improve the environmental, cultural, social and economic well-being of Rotorua. *Policies SDWQ-P1 to SDWQ-P4*

POLICIES

Objective SDWQ-O1

SDWQ-P1 *[1.3(1)(1)]*	Manage the recreational use of the Rotorua lakes and rivers to avoid, remedy or mitigate adverse effects on visual, cultural, social and environmental values of water bodies.
SDWQ-P2 *[1.3(1)(2)]*	Enable the continued use and development within lake and river side settlements whilst maintaining amenity values and enhancing water quality of water bodies and their margins.
SDWQ-P3 *[1.3(1)(3)]*	Manage subdivision, use and development where the proposal will contribute to the improvement of lake water quality within Lake Rotorua.
SDWQ-P4 *[1.3(1)(4)]*	Manage subdivision, use and development in a manner that restores, protects and enhances the health and wellbeing of the Waikato and Kaituna Rivers.

Advice Note:

For the rules relating to Water Quality and the Amenity of Lakeside Environments please refer to RESZ- Residential Zones, RRZ- Rural Zones, CNSZ- Conservation Reserves Zone, DSTZ- Destination Reserve Zone, WTRZ- Water Zone and SUB- Subdivision.

ANTICIPATED ENVIRONMENTAL RESULTS

The efficiency and effectiveness of the policy framework of this part will be the focus of on-going monitoring and review. Effectiveness or achievement of the objectives will be assessed through performance indicators. The performance indicators will be developed to measure the following outcomes that the policy framework was put in place to achieve:

SDWQ-AER1	Improved water and habitat, quality of streams, rivers and lakes and their associated ecosystems.