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Report 00.67

11 February 2000

File: X/22/4/1

[Report 2000 54 RZP.in]

Report to the Environment Committee
from Richard Peterson, Policy Advisor (Statutory)

Landscape Guidelines – Feedback from Consultation

1. **Purpose**

To inform the Committee about the results of the landscape guideline consultation and to obtain direction from the Committee on the future of the guideline project.

2. **Background**

When the Council resolved to withdraw the Proposed Landscape Plan in 1998, it also resolved to:

prepare non-statutory guidelines for the sustainable management of regionally significant landscapes and implement these through targeted regional forums, education programmes, information dissemination, statutory advocacy and other associated initiatives.

The full decision of the Council and the reasons for this decision are included as Attachment 1 to this report. Of particular importance to the current project are the following two paragraphs:

We consider that appropriate guidance on the management of regionally significant landscapes can be achieved by re-casting the Proposed Plan into non-statutory guidelines. The guidelines would have no statutory basis but could be widely used as an advocacy, education, and advisory tool by the Regional Council. Additional flexibility, compared to a statutory plan, would be achieved by the ability to include additional regional landscapes, justified by professional analysis, as our knowledge base increases.

Implementation of the guidelines can be via targeted regional forums, education programmes, information dissemination, statutory advocacy and other associated initiatives.

As a consequence of this decision, Boffa Miskell was engaged to provide advice on the content, format and use of guidelines in the management of landscape. Specifically Boffa Miskell were engaged to:

Identify options for the Regional Council's landscape guidelines and to make recommendations on their content and format, target audience and the steps that should be undertaken in their development.

Some of the key recommendations of their report were:

- That the essence of the six landscapes is that they have unique qualities which make them outstanding, and these qualities would not be **recognised** if generic guidelines were developed. Broad guidelines for landscape change need to first communicate what those qualities are and provide guidelines that are responsive to those particular characteristics.
- That landscape guidelines need, first, to promote an awareness of a landscape's qualities and values in order to guide future landscape management. It was recommended that this information be developed from the content of the *Proposed Regional Landscape Plan*.
- That although the Kapiti / Mana Island and Tararua / Rimutaka / Aorangi Ranges landscapes were a lower priority in terms of the pace and nature of change, promotional material should be prepared for them.
- That some public consultation should be incorporated into the preparation of the published material, while being careful to avoid the impression of embarking on another Road Show. This would help to gain buy-in by involving potential recipients of the brochures/booklets, test out ideas, and gain information

In accordance with the Council's decision and these recommendations, we have proceeded with the current guideline project on the basis that it should involve a consultation process limited to re-confirming the areas and values identified in the Proposed Plan. The consultation process was not designed as a means to re-litigate the more fundamental issues about the role of the Regional Council in landscape or about which landscapes should be addressed. Opportunity exists to prepare guidelines for other landscapes, including the other regionally significant landscapes identified in the Proposed Landscape Plan, in future years.

The specific objectives for the guideline project and the original work programme were outlined in my report to the October meeting of this Committee. This report (Report 99.577) is included as Attachment 2.

Since the October report was presented, the work programme has been amended to enable the project to be better promoted. Specifically, the public workshops were delayed until after the Christmas break to give us more time to arrange:

- newspaper articles;
- public notices; and
- articles within the Regional Council's own publications.

This extra time also allowed us to send an original and a follow-up letter to all those who made comment on the Draft and Proposed Landscape Plan advising them of the public workshops and inviting them to attend

3. The Consultation Process

Between the 25th of January and 1st of February five public workshops were held, one in or near each of the five Regionally Outstanding Landscapes included in this project. A parallel consultation phase has also started with the region's Iwi authorities

Feedback to date has ranged from fundamental questions about the need for and scope of the project, to qualified support for the project, to input on specific values and threats associated with each landscape.

The landscape values that recurred in people's comments included:

- the importance of the natural and indigenous vegetation cover on Kapiti Island and over all three Ranges;
- the importance of the landscapes within the local or regional economy;
- recreation values; and
- the historical associations of the region's Iwi to the landscapes.

The commonly noted threats included:

- the potential impacts of plantation forestry;
- poorly designed subdivision;
- recreational activities;
- plant and animal pests;
- prominent structures; and
- earthworks.

Some of the effects that these activities were seen to contribute to were the break up of natural **ridgelines**, the reduction in the natural vegetation cover, slope instability and soil erosion.

Subject to any changes resulting from this report, our consultants will thoroughly review all feedback before drafting the guidelines.

However, before work proceeds the more fundamental questions that were raised during the consultation need consideration. These questions are largely those that were raised in response to the Proposed Landscape Plan and include:

- What is the justification for the Regional Council's involvement in landscape?
- What guarantees can the Regional Council give that the guidelines will not be used as **defacto** rules or that the territorial authorities will not adopt them as District Plan rules?

- What right does the community, through the Regional Council, have to tell individual landowners what to do on their land? The Regional Council should compensate landowners for the loss of their rights.
- Why have particular areas been included in a Regionally Outstanding Landscape, e.g. the backdrop to Castlepoint and the Wainuiomata Valley?
- Why have other areas not been included in the project, e.g. Makara and the Kapiti coastal area?

Many of these questions were addressed in the “Background Report”, which was released at the same time as the Proposed Plan, and subsequently by the Officer’s recommendations on the decisions requested in submissions on the Proposed Plan.

Unfortunately the reasons given in these documents seem not to have resolved the concerns being expressed at the public workshops.

Other questions have been raised which are more directly linked to the guideline project:

- What is the value of the project when the guidelines can be ignored?
- What is the value of completing guidelines for areas that are managed largely by public agencies, e.g. Kapiti and Mana Islands, and all three Ranges?
- What further opportunities will there be for landowners and the territorial authorities, in particular, to participate in the development of the guidelines?
- Why is the Regional Council repeating work that **it** (e.g. soil conservation and the Soil Plan) and other agencies (e.g. District Plans) are already doing?

The progress of the guidelines has also angered some of the groups and individuals that submitted on the Proposed Land **Plan**. They feel that in effect the Council’s decision to withdraw the Proposed Plan, but to still base the landscape guidelines on its contents, has sidestepped their submissions. From that perspective the guidelines do not offer the same open and accountable decision making process that is required with a Regional **Plan**.

4. The future of the Regional Council’s Involvement in Landscape

This section outlines two options for the future of the Regional Council’s involvement in landscape management. Within these options there are numerous secondary options for the Committee to consider. It should be noted that the options do not represent an exhaustive list, nor are the individual options mutually exclusive.

No direct recommendations are made, although some of the implications of the options are noted. The Background Report for the Proposed Landscape Plan, the officer reports on the submissions on the Proposed Landscape Plan, the Council’s decision and the guideline options report address, in detail, many of the issues raised in the above section- These documents provide a useful background to the options presented below. Copies of these quite lengthy documents have been placed in the Councillor’s lounge.

Option 1 . Cease work on the current landscape guideline project.

If the Council decides to cease work on the current project it can take one of two choices:

- (a) it can withdraw from landscape totally and in doing so leave territorial authorities to implement the policies identified in Landscape and Heritage Chapter of the Regional Policy Statement; or
- (b) it can amend the Landscape and Heritage Chapter of the Regional Policy Statement so that it gives statutory recognition to the Regionally Outstanding and other Regionally Significant landscapes. The Council may also choose to include within the Chapter methods that specifically refer to the guideline project.

Ultimately, choice (a) may require an amendment to the Regional Policy Statement so that this split between the functions of the different authorities is explicitly stated. This choice would undermine the State of Environment Report that presents the fact that the Regionally Significant Landscapes have been identified as “Good News”. Also, withdrawing totally from landscape would not recognise the numerous individuals and groups who have expressed their support, admittedly often qualified support, to a regional perspective on landscape.

Choice (b) would give the public the ability to use the statutory processes, including the right of appeal, to have their views on landscape considered, and importantly, to have decisions made on these views. Amending the Policy Statement would also give further weight to the State of the Environment Report’s “Good News“ on landscape. However, making these amendments would require a significant change to the for the Resource Policy Department’s business plan.

Option 2. Continue with the landscape guidelines project.

As with the previous option, if the Council decides to continue with the guidelines project there are secondary choices that should be made:

- (a) The Council could continue with the project unchanged, aiming to complete a set of guidelines for the five Regionally Outstanding Landscapes this financial year. This approach is likely to alienate many of the groups that the Council is hoping to work with to implement the contents of the guidelines.
- (b) The Council could make a minor amendment to the project to include an extra phase of consultation associated with the release of draft landscape guidelines. This will allow further comment, but will importantly enable this comment to be focussed and more aware of the Council’s intentions. However, it still may not overcome some of the fundamental opposition to the guidelines.

If the Council chooses either of these secondary options it would also be appropriate to develop a process through which a review can be

undertaken next financial year of those other areas for which landscape guidelines would be appropriate.

- (c) As an alternative approach the Council could adjust the emphasis of the guidelines away from the Regionally Outstanding Landscapes to focus on general landscape type. For example, guidelines may be developed for coastal escarpments or ridgelines. Such an approach would have the effect of removing the need to delineate specific areas and also remove the responsibility from a limited number of landowners. This approach may also allow the Regional Council to more easily use its resources to assist or work with the territorial authorities

The Regional Council would need to reevaluate its justification for being involved in landscape if this approach was taken. Currently, the Council's involvement with landscape is linked to section 6 (b) and section 30 (1) (b) of the Resource Management Act. These provisions are explained in some detail in the Background Report to the Proposed Landscape Plan. An amended focus would be better justified by section 30 (1) (a) of the Act which lists as one of the Council's functions the ability to establish, implement and review

..objectives, policies and methods to achieve integrated management of the natural and physical resource of the region

If the Council continues with the landscape guidelines in whatever form, it would be useful for it to give a clear direction that it intends to incorporate landscape consideration into its other land management work. Such a direction would help overcome **some** of the confusion that exists about where landscape fits with the Council's other work programmes.

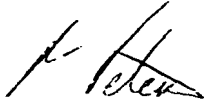
5. **Communications**

Any amendments to the project will be **publicised** through local and regional newspapers and letters will be sent to all those that attended the public workshops.

6. **Recommendation**

1. *That the report be received and the information noted.*
2. *That the Committee recommend to the Council a direction for the Council's future involvement in the management of the Region's landscape.*

Report prepared by:

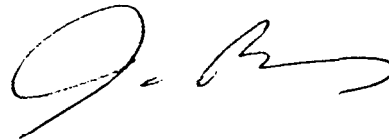


RICHARD PETERSON
Policy Advisor (Statutory)

Approved for submission:



WAYNE HASTIE
Manager, Resource Policy



JANE BRADBURY
Divisional Manager, Environment

Attachments: 2

File: X/22/4/1

Report 98.368

Policy and Finance Committee

Minute extract from meeting held on 22 September 1998

Withdrawal of the Proposed Regional Landscape Plan

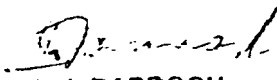
Recommendation

- (1) *That the Council withdraw the Proposed Regional Landscape Plan in accordance with clause 8D of the First Schedule of the Resource Management Act 1991.*
- (2) *That the Council give the following reasons for the withdrawal of the Proposed Regional Landscape Plan:*

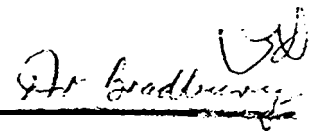
The Council is not satisfied at this time, that the Plan:

- (a) *is necessary in achieving the purpose of the Act; and*
- (b) *is the most appropriate means of exercising the function under section 30(1)(b) of the Act;*
- (c) *the statutory plans prepared by local authorities under the Act will enable the Council to promote the sustainable management of regionally significant landscapes; and*
- (d) *a further tier of statutory plans addressing land use matters relating to Section 6 of the Act is not justified; and*
- (e) *the implementation of non-statutory guidelines, based on the contents of the Proposed Plan, will enable the Council to promote the sustainable management of regionally significant landscapes.*




D.J. DARROCH
COMMITTEE SERVICES

because:



- (3) *That the public notice of the **withdrawal** of the Proposed Regional **Landscape Plan**, including the reasons **for** the withdrawal, is advertised in **daily** newspapers in the Region on Saturday 26 September 1998.*
- (4) *That, in accordance with methods 2 to 6, and **18** and 19 of the Regional Policy Statement, the Council **shall** prepare non-statutory **guidelines for** the sustainable management **of** regionally **significant** landscapes and implement these **guidelines** through targeted regional forums, education **programmes**, information dissemination, statutory advocacy and other associated initiatives.*
- (5) *That the Council **shall** review the **need for** statutory provisions relating to regionally **significant** landscapes when the Regional **Policy Statement** and regional plans are reviewed*



caring about you & your environment

Report 98.368

27 August 1998

File X/22/4/1

EnvCom 98.368.mmm:sv

Report to the Policy and Finance Committee
from Ian Buchanan, Chairperson, Regional Landscape Plan Hearing Committee

Withdrawal of the Proposed Regional Landscape Plan

1. Purpose

To recommend that the Council withdraw the Proposed Regional Landscape Plan in accordance with clause 8D of the First Schedule of the Resource Management Act 1991.

2. Background

The Regional Policy Statement (RPS) provided the starting point for the Regional Landscape Plan (the Plan). The Proposed RPS contained criteria for, and identification of, regionally outstanding landscapes. It also contained policies and methods for the consideration of adverse effects on outstanding landscapes. The hearing on the RPS identified significant problems with the depth of analysis and the application of criteria in identifying outstanding landscapes. As a consequence, the RPS Hearing Committee recommended removal of specific landscapes from the RPS and a specific method was included which states that the Council would prepare a regional plan for the outstanding landscapes and natural features of the Region. This approach was approved by the Council when decisions were made on the RPS in October 1994.

After public consultation, Council officers prepared a non-statutory draft of the Plan. It was released for public comment in June 1996. Officers then held meetings with landowners; undertook a general consultation programme called the "Landscape Roadshow"; and met with a range of interested groups such as environmental groups, Federated Farmers, residents associations, iwi and local and central government agencies.

Following consultation with the public, a statutory plan was prepared. It was notified in June 1997 after a Councillors' workshop. One hundred and fifty one submitters made submissions and further submissions on the Plan.

3. Officers' Recommendations

In response to the submissions seeking withdrawal of the Plan, officers provided the Hearing Committee with strong and comprehensive reasons for retaining the Plan on matters relating to:

- the legal mandate
- integrated management
- private property rights
- consultation
- mapping
- methodology
- certainty, and
- use and development

On Section 32 matters relevant to the need for the Plan, the officers relied on the Council's position outlined in the Background (Section 32) Report on the Plan. The Background Report was approved by the Council at the same time the Proposed Plan was approved for notification. The position can best be summarised by the following statement from the Officers' Reports:

*"The Council is **satisfied** that preparation **of** this Plan is the most appropriate **means of** achieving its **function** described in section 30 (1)(b) **of** the Act, and is **necessary** to achieve the purpose **of** the Act in this Region. "* [Officers' Reports May 1998, Part 1, p37]

The Hearing Committee considers that this position is no longer appropriate for the reasons described in Section 5 of this report *Deliberations **of** the Hearing Committee*.

4. The Hearing

A formal Hearing on the Plan was conducted in June/July 1998 by the Regional Landscape Plan Hearing Committee comprising Councillors Buchanan, Shields, and Yardley. Fifty five submitters attended the Hearing. These submitters were made up of landowners, territorial local authorities, environmental and recreation groups, business and corporate interests, and community groups.

A brief summary of some of the key issues raised in submissions at the Hearing is included in Attachment 1.

5. Deliberations of the Hearing Committee

At the outset of our deliberations, the **Hearing** Committee decided to examine whether or not the Council should proceed with the **Plan**. We took this approach because of the weight of submissions asking for the Plan to be withdrawn. The **Hearing** Committee wanted to be able to put to rest the fundamental decision of whether or not there should be a **plan** before considering the contents of the Plan in detail.

A number of key questions arose during the **Hearing** that had to be considered in establishing whether or not the Council should proceed with the Plan. These can be **summarised** as follows:

- does the Council have a legal mandate to prepare the Plan?
- is the Council **satisfied** that a statutory Plan is necessary and appropriate?
- does the Plan contain sufficient certainty and clarity for it to be useful and effective?

In relation to the first bullet point (does the Council have a legal mandate to prepare the **Plan**?) a number of submitters questioned **the** legal basis for the Plan. Based on legal advice which the Council obtained prior to the Hearing, the Hearing Committee was satisfied with the Council's legal mandate for the Plan.

The second **bullet** point (is the Council satisfied that a statutory **Plan** is appropriate and necessary?) is a requirement of Section 32 of the Resource Management Act 1991 (the Act). The Council must be satisfied that the provisions of the Plan are necessary in achieving the purpose of the Act and are the most appropriate means of achieving its functions. As a result of the submissions on the Plan and the evidence given at the Hearing, the Hearing Committee concluded that the provisions of the Plan are not necessary. We came to this conclusion for the following reasons:

- (i) As discussed in section 1 of this report *Background to the Plan*, the need for the Plan arose **from** the provisions of the RPS. At the time the Council made its decisions on the RPS, there was little guidance in statutory documents on the management of landscapes in the Region. Only two district plans prepared under the Act had been notified in the Region. The RPS responded to the lack of guidance on landscape by providing an overview of landscape issues in the Region to assist territorial authorities in preparing district plan provisions and considering landscape issues in resource consent decisions. It also provided for the integrated management of landscapes in the Region by requiring the preparation of a Regional Landscape Plan so that regional interests could be incorporated in territorial local authority decision making.

Since the decisions on the RPS, all the territorial authorities in the Region have notified their district plans. These district plans are either operative or well advanced through the statutory process. A number of submitters

on the Plan, including some territorial authorities, argued strongly that the contents of proposed and operative district plans eliminate the need for a separate regional plan on landscape. The Hearing Committee considers that the way landscapes are treated in district plans reduces the need for the Plan. We concluded that regional landscape interests can be successfully advocated within **the** context of district plans, provided the Council is proactive in its statutory advocacy on resource consents and in the promotion of non-statutory alternatives to the Plan.

- (ii) Territorial authorities have the primary responsibility for controlling the effects of land use. They are largely responsible for implementing the policies in the Plan through the requirements for resource consents contained in their district plans. The Hearing Committee **recognised** that the Plan would result in the need for applicants and consent authorities to refer to an additional statutory document in the resource consent process. We considered that the imposition of an additional tier of statutory plans addressing land use matters relating to **Section 6** of the Act is not justified at the present time.
- (iii) The Hearing Committee agreed with many submitters who supported non-statutory approaches to promoting the sustainable management of regionally significant landscapes. The question for the Hearing Committee was whether such non-statutory approaches would be successful without the **backing** of a statutory plan.

We consider that appropriate guidance on the management of regionally significant landscapes can be achieved by recasting the Proposed Plan into non-statutory guidelines. The guidelines would have no statutory basis but could be widely used as an advocacy, education, and advisory tool by the Regional Council. Additional flexibility, compared **to a statutory plan**, would be achieved by the ability to include additional regional landscapes, justified by professional analysis, as our knowledge base increases

Implementation of the guidelines can be via targeted regional forums, education programmes, information dissemination, statutory advocacy and other associated initiatives.

The Hearing Committee also **believes** that replacing the statutory Plan with non-statutory guidelines must be complemented by **further** consideration of regional landscapes when the RPS is reviewed.

Having come to the **conclusion** that the Plan is not necessary and appropriate, for the reasons given above, the Hearing Committee has little option but to recommend that the Plan be withdrawn

We make this recommendation in the knowledge that our conclusion on the need for the Plan differs from the view expressed on the same matter in the Council's Background (Section 32) Report on the Proposed Plan. The Background

Report was approved by the Council at the time the Proposed Plan was approved for notification. We also noted the Background Report outlines the following approach of the Council to the Section 32 process:

*“We (the Council) view section 32 as a process which is **integral to** good policy development and planning practice, rather than a **single** report. **This** process includes preparing discussion documents, draft plans, meeting interested groups, and considering written and oral submissions. At all of these stages alternatives are considered and the costs and benefits **of different** approaches which are suggested are weighed up. **This process of constant evaluation will** continue as we analyse the submissions on the Plan, take account of any evidence presented at a Hearing, and make decisions on the **final** provisions to be **included** in the Plan*

*While the Council is **satisfied** at **this** stage that the provisions in the **Plan** are the most appropriate means to carry out its functions under the Act, new information on the **advantages** and disadvantages of **alternative** means may result in alternative approaches being adopted at the end **of** the process of considering submissions on the Plan.”* [Background Report on the Proposed Regional Landscape Plan June 1997, p2]

Because of the decisions already reached, examination of the third bullet point (does the Plan contain sufficient certainty and clarity for it to be **useful** and effective?) became unnecessary. However, the Hearing Committee did give some consideration to this question. We noted that a number of submitters had significant concerns about the clarity of the Plan and the certainty it could provide, hence, the way it **would** be interpreted.

It remains an option in the **future** to incorporate regional landscape provisions in a regional plan when the Council reviews and integrates all its regional plans within the next 3-5 years. This review will have the benefit of monitoring landscape outcomes from the implementation of the non-statutory methods recommended below. For provisions about regionally significant landscapes to be included in a statutory plan in the future, the concerns of submitters at the Hearing about the clarity and certainty of such provisions would need to be addressed.

6. Withdrawing the Proposed Regional Landscape Plan

The Hearing Committee also gave consideration to the process for withdrawing the Plan. There are two options. The Plan can be withdrawn in terms of clause 8D of the First Schedule of the Act. This clause provides for the Council to withdraw the Plan at any time, with reasons, but does not provide the opportunity for submitters to appeal to the Environment Court. Alternatively, the Plan could be withdrawn in terms of clause 10 of the First Schedule of the Act. This clause provides for the Council to make a decision on the Plan which is subject to appeal to the Environment Court.

Our recommendation to withdraw the Plan is made on the **fundamental** issue of whether the Council is satisfied with the need for the Plan, according to Section 32 of the Act. Therefore, the Hearing **Committee** consider that the Plan should be withdrawn in the context of clause **8D** of the First Schedule of the Act. This option requires public notice of the withdrawal of the Proposed Plan, including the reasons for the withdrawal.

7. Recommendations

(1) That the Council **withdraw** the Proposed **Regional Landscape Plan** in accordance with clause **8D** of the First Schedule of the Resource Management Act 1991.

(2) That the Council give the following reasons for the **withdrawal** of the Proposed Regional **Landscape Plan**:

The Council is not **satisfied**, at this time, that the Plan:

(a) is necessary in achieving the purpose of the Act, - and

(b) is the most appropriate means of exercising the function under section **30(1)(b)** of the Act;

because:

(c) the statutory plans prepared by **local** authorities under the Act **will** enable the Council to promote the sustainable management of **regionally significant** landscapes; and

(d) a further tier of statutory **plans** addressing **land** use matters relating to Section 6 of the Act is not justified; and

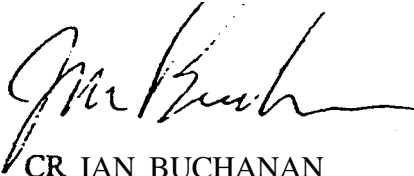
(e) the implementation of non-statutory guidelines, **based** on the contents of the Proposed Plan, will enable the Council to promote the sustainable management of regionally significant landscapes.

(3) That the public notice of the withdrawal of the Proposed Regional **Landscape Plan**, including the reasons for the **withdrawal**, is advertised in daily newspapers in the Region on **Saturday 26 September 1998**.

(4) That, in accordance with methods 2 to 6, and 18 and 19 of the Regional Policy Statement, the Council shall prepare non-statutory guidelines for the sustainable management of regionally significant landscapes and implement these guidelines through targeted regional forums, education programmes, information dissemination, statutory advocacy and other associated initiatives.

- (5) *That the Council shall review the need for statutory provisions relating to regionally significant landscapes when the Regional Policy Statement and regional plans are reviewed*

Report prepared by: ,



CR IAN BUCHANAN

Chairperson, Proposed Regional Landscape Plan Hearing Committee

Summary of Some Key Issues Raised by Submitters at the **Regional** Landscape Plan Hearing

Landowners

In brief summary, the focus of submissions on the Plan from landowners included:

- adverse impacts on potential future uses of their land;
- uncertainty over how individual territorial **local** authorities would interpret provisions of the Plan;
- unnecessary additional costs for land use consents;
- **difficulties in identifying** the regionally significant characteristics of landscapes on individual properties;
- unclear boundaries on maps; and
- strong opposition to the inclusion of properties in *backdrop* to the central components of landscapes.

City and District Councils

The response of territorial local authorities to the Plan varied. Both the **Kapiti** Coast district Council and the Hutt City Council supported the Plan at the Hearings. They saw the Plan as an additional tool for the statutory management of landscapes. The Kapiti Coast District Council requested that a number of additional areas **be** added to the Plan.

The South **Wairarapa** District Council and the Porirua District Council opposed the Plan. Both considered the Plan an unnecessary addition **to** the way their district plans address landscapes. **Among** other matters, they identified problems related to duplication, additional costs, inconsistent interpretation by territorial local authorities, and unclear boundaries on maps.

The other territorial local authorities in the Region were neutral or equivocal on the Plan (Wellington City Council did not attend the hearings and **Carterton** District Council did not make a submission).

Environmental and Recreational Groups

Environmental and recreation groups and the Minister of Conservation were strongly supportive of the Plan. They gave particular emphasis to natural values and sought the inclusion of a lot more areas.

Business and Corporate Interests

In brief summary, the focus of submissions on the Plan from business and corporate interests included:

- lack of legal basis for the Plan;
- the potential for unnecessary constraints on **development**;
- an additional statutory layer;
- the complexity and scope of the Plan;
- unclear and uncertain provisions; and
- policies are de *facto* rules through the link with **specific** outcomes to *maintain and enhance* .

Community Groups

A community group, the Makara Guardians, were supportive of the Plan. They made a strong case for the inclusion of Quartz Hill and its surrounds in the Plan. The Makara Guardians saw this inclusion as potentially powerful in backing their opposition to the siting of the wind farm.

Report 99.577

11 February 2000

File: x/26/1/1

[Report 1999-577:in]

Report to the Environment Committee
from Richard Peterson, Policy Advisor, Resource Policy

Guidelines for the Region's Outstanding Landscapes

1. Purpose

To inform the Committee about progress on guidelines for the Region's Outstanding Landscapes.

2. Background

When it withdrew the Proposed Regional Landscape Plan in September 1998, the Council resolved to:

...prepare non-statutory guidelines for the sustainable management of regionally significant landscapes and implement these through targeted regional forums, education programmes, information dissemination, statutory advocacy and other associated initiatives.

Consequently, Boffa Miskell was engaged to provide advice on the content, format and use of guidelines in the management of regionally significant landscapes.

Following receipt of the advice from Boffa Miskell, a project brief was prepared and tenders sought for the work. Final negotiations are currently underway with the preferred consultant..

3. The Objectives of the Project

The objectives of the guideline project are:

(1) To produce landscape guidelines for each of the following areas:

- Wellington Harbour
- Castlepoint

- Cape **Palliser & Aorangi** Ranges
- The **Tararua & Rimutaka** Ranges
- **Kapiti** and **Mana** Islands

(2) To develop a follow-up/education programme.

The primary audiences to be targeted will be:

- Landowners.
- Interest groups and individuals.
- Practitioners.

However, the guidelines will also be useful for resource consent applicants and local authority staff.

While **Pauatahanui** Inlet had been identified as an outstanding landscape in the Proposed Regional Landscape Plan, it has been excluded **from** the guidelines project at this stage. The reason for this is that resource management issues involving the Inlet are being addressed through a separate process, as outlined in Report 99.588 to this Committee.

4. **Outputs and Work Programme**

The guidelines will be completed by the end of March 2000. It is intended that by this date four brochures will have been produced, one for each of the landscapes, Castle Point, Cape **Palliser/Aorangi** Ranges, **Tararuas/Rimutaka** Ranges, **Kapiti/ Mana** Islands. In addition a more detailed booklet will be produced for the more complex Wellington **Harbour** landscape.

The new material will pick up on the principle that landscape guidelines need, first, to promote an awareness of a landscape's qualities and values in order to guide future landscape management. The guidelines will therefore:

- graphically explain the landscape character of each landscape;
- set out, in neutral language, the key issues that relate to each; and
- provide some introductory guidance on the landscape management of the particular landscape.

It is intended that the guidelines will aim to foster recognition of specific landscape values, a sense of ownership or pride in those people who play a significant part in managing those landscapes and offer some constructive actions that can be taken.

The project will be completed in a series of stages. Following the initial project set up phase, it is intended that the chosen consultant will review the existing information that the Council holds on the landscapes, including the submissions on the Landscape Plan. This will be followed in November by a round of public consultation aimed to both inform those interested about the project, and to get feedback on the issues within

each landscape area. A key aspect of the consultation process will be to emphasise the non-statutory nature of the guidelines.

Draft guidelines will be presented to Council for approval in January 2000.

5. Communications

The chosen consultant will be preparing a consultation programme which ensures that the relevant land owners, interest groups and territorial authorities are kept informed and involved in this project. It is also intended that in the future the guidelines will be used as part of the Council's education programme. This will be guided by the "Follow-up" document produced as part of the guideline project.

- : Media coverage of the guideline's release will be planned to get the best mileage out of the messages being conveyed, and to promote the **Regional** Council's positive and pro-active involvement.

6. Recommendation

That the report be received and the information noted.

Report prepared by:

Approved for submission:

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