



Section 32 Report

Fresh water

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1. Introduction

This report presents the Section 32 evaluation in accordance with the Resource Management Act 1991, “Consideration of alternatives benefits and costs” for the proposed Regional Policy Statement on the topic of fresh water. Section 32 states:

32 *Consideration of alternatives, benefits, and costs*

(1) In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48, or a regulation is made, an evaluation must be carried out by—

.....

(c) the local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of Schedule 1); or

(3) An evaluation must examine—

(a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and

(b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.

....

(4) For the purposes of [[the examinations referred to in subsections (3) and (3A)]], an evaluation must take into account—

(a) the benefits and costs of policies, rules, or other methods; and

(b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.

(5) The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.

(6) The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.

1.1 Structure of this report

Section 2 of this report outlines the regionally significant issues identified and the process of identification.

Section 3 outlines the appropriateness of each objective in accordance with the purpose of the Resource Management Act.

Sections 4 to 7 then evaluate the most appropriate policy and method options to achieve each objective. When evaluating the policy and method options, the range of options available is outlined first, and then each option is evaluated. There are four types of options discussed in each instance. These are:

(a) **Regulatory direction to district and/or regional plans and/or the Regional Land Transport Strategy**

This is where a regional policy directs matters that must be provided for within district and/or regional plans, and for some topics the Regional Land Transport Strategy. The method sets out when the provisions are to be included.

(b) **Regulatory direction as to matters to be given particular regard in resource management decision making**

This is where a regional policy sets out specific matters that are to be given “particular regard” when making resource management decisions. The method sets out when these matters are to be considered. This may include resource consent decisions, decisions on notices of requirements or when making decisions about reviewing, varying, replacing or otherwise changing district and/or regional plans.

(c) **Non-regulatory options**

This is where a regional policy and a method specifies non-regulatory programmes or action that will be put in place. The non regulatory methods include:

- provision of information or guidance
- integrating management
- identification or investigation
- providing support.

(d) **Doing nothing**

This is where no intervention, either regulatory or non-regulatory will occur.

Determining the most appropriate policies and methods is based on an assessment of the *effectiveness* and *efficiency* of the policy and method options, and the risks of acting or not acting when there is uncertain or insufficient information.

Effectiveness is a measure of how much influence a resource management intervention has or how successful it is in addressing the issues, in terms of achieving the desired environmental outcome. Effectiveness is a cumulative value, derived from the range of types and scope of influences or impacts of an intervention, towards achieving intended results and environmental outcomes. The effectiveness of an option is not able to be assessed as an absolute value. Rather, options are appraised as to whether they exhibit the qualities which contribute to ‘effectiveness’ and to what degree, and a determination is made as to the cumulative effect of the pertinent attributes in terms of high, medium or low ‘effectiveness’.

When evaluating the *efficiency* of the policy and method options both the benefits (social, economic and environmental) and costs (social, economic and environmental) are outlined. Each option is then deemed to be either efficient or inefficient. The following diagram outlines how this assessment is undertaken.

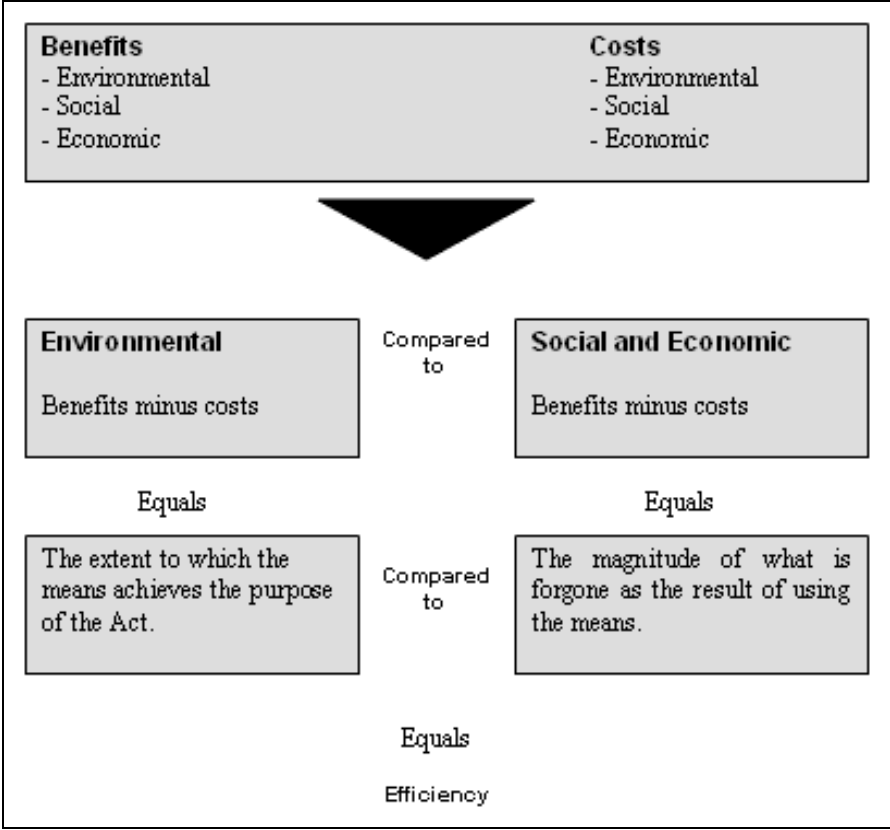


Figure 1: Deriving efficiency from benefits and costs

The evaluation of ‘efficiency’ will result in either a positive or negative result in terms of efficiency. Alternatively, if efficiency is expressed as a cost/benefit ratio, it will be either greater than or less than 1. In the event the ratio is considered to be less than 1, the option can be considered efficient, in that the sum of the benefits outweigh the sum of the costs. In the event the ratio is deemed to be greater than 1, the option can be considered to be inefficient, in that the sum of the costs outweigh the sum of the benefits. It is important to

note that in this evaluation of 'efficiency', absolute values for each of the variables considered pertinent (i.e. identified as either a cost or a benefit within the evaluation of the options) are not available. Rather, the analysis has endeavoured to present an accurate appraisal of the relative costs and benefits between the options, in order to determine which are efficient and which are not. A simple yes or no is used to differentiate the options as efficient or inefficient.

2. Regionally significant issues

As part of the review of the fresh water chapter, in the Regional Policy Statement for the Wellington Region 1995, the issues were evaluated and reviewed using:

- Measuring up: The state of the environment report for the Wellington region (2005) and the following technical reports:
 - Groundwater monitoring technical report (2005)
 - Recreational water quality monitoring technical report (2005)
 - Lake Wairarapa water quality monitoring technical report (2005)
 - Rivers' water quality monitoring technical report (2005)
 - Hydrological monitoring technical report (2005)
- Regional Policy Statement Evaluation Report for Fresh water (2006)
- Our region – their future: A discussion document on the review of the Regional Policy Statement for the Wellington Region (2006)
- Criteria to ensure the issues were regionally significant, were 'resource management' matters and appropriate for inclusion in the Regional Policy Statement (see Appendix 1 for a copy of the criteria).

The resulting issues recommended for inclusion in the proposed Regional Policy Statement on freshwater are:

Issue 1: Pollution is affecting water quality in water bodies

The water quality of rivers¹ and streams, lakes, wetlands and groundwater in the region is being polluted by discharges and by intensive land uses.

Issue 2: Poor ecosystem function in rivers, lakes and wetlands

The ecosystem function of some rivers, lakes and wetlands has been impaired, with ecosystems in wetlands and lowland streams coming under particular pressure. Some activities that can impair ecosystem function are:

- (a) filling in gullies and ephemeral streams and straightening or piping small streams
- (b) lining stream banks and beds with rock or concrete
- (c) removing streamside vegetation

¹ River is defined as in the Resource Management Act as meaning, "a continually or intermittently flowing body of fresh water; and includes a stream or modified watercourse; but does not include any artificial watercourse (including an irrigation canal, water supply race, canal for the supply of water for electricity power generation, and farm drainage canal)".

- (d) works in rivers, particularly during low flows
- (e) the introduction and spread of aquatic pests, including didymo and pest fish, and weeds in wetlands which displace wetland plants
- (f) stock access to river and stream beds, lake beds and wetlands, and their margins
- (g) creating impermeable land within a catchment through asphaltting, concreting and building structures
- (h) taking water from rivers and groundwater connected to rivers wetlands and springs.

Issue 3: There is increasing demand on limited water resources

There is a limited amount of water in rivers and groundwater aquifers available for human use and demand is increasing. The amount of water taken for farm pasture irrigation has more than doubled over the last 10 years. Increasing populations in the region's urban areas also mean increased demand for water.

An additional issue shared with the coastal environment is:

Issue 4: Public access to and along the coastal marine area, lakes and rivers

There have been inconsistent approaches to the taking of access strips or esplanade reserves as part of subdivisions. This has meant that public access to and along the coastal marine area, lakes and rivers is not always provided, or has been provided in places where people can not take advantage of it. Even where physical access is available, it can not always possible if access ways are not well maintained.

3. Extent to which the objectives are the most appropriate

The proposed fresh water objectives are:

Objective 12: The quantity and quality of fresh water:

- a) meet the range of uses and values for which water is required;
- b) safeguard the life supporting capacity of water bodies; and
- c) meet the reasonably foreseeable needs of future generations.

Objective 13: The region's rivers, lakes and wetlands support healthy functioning ecosystems.

Objective 14: Water is used efficiently and is not wasted.

And an objective shared with the topic 'coastal environment'.

Objective 8: Public access to and along the coastal marine area, lakes and rivers is enhanced.

To follow is an outline of the extent to which each of the fresh water objectives are the most appropriate to achieve the purpose of the Resource Management Act.

3.1 Objective 12

Objective 12: The quantity and quality of fresh water:

- a) meet the range of uses and values for which water is required;*
- b) safeguard the life supporting capacity of water bodies; and*
- c) meet the reasonably foreseeable needs of future generations.*

- Issues 1, 2 and 3 all arise because people use fresh water for many different purposes that are sometimes conflicting. For example, the use of fresh water for recreation relies on water being clean, whereas use as receiving waters for discharges may reduce water quality. The social, economic and cultural wellbeing of the region relies on continued use of fresh water for a wide variety of purposes. Objective 12 recognises that multiple uses of fresh water by people should be met but, at the same time the life supporting capacity of fresh water must be protected and the needs of future generations must be provided for.
- Objective 12 combines two of the three objectives contained in the operative Regional Policy Statement. Measuring up, (2005) reported that, while the objectives were met in large part, there were exceptions where it was not met. Hence, it established these objectives are capable of being measured and reported upon. For continuity reasons it will be helpful to retain the same two objectives to be able to continue to measure

performance against over the next ten years. Combining the two objectives for water quality and water quantity will help to integrate management of the freshwater resource.

- The Regional Policy Statement evaluation report for freshwater (2006) recommended that these objectives should be retained when the Regional Policy Statement is reviewed.
- Objective 12 meets the purpose (in Part II) of the Resource Management Act by seeking to manage fresh water resources in a way and at a rate that provides for communities' social and economic wellbeing. , by meeting the range of uses and values for which fresh water is required and. Furthermore, by safeguarding the life supporting capacity of water bodies and meeting the reasonably foreseeable needs of future generations, the matters raised in subsections 5(2)(a)&(b) of the Resource Management Act are specifically achieved.

- The principles in section 6 and 7 of the Resource Management Act that objective 12 meets include:

6(a) - The preservation of the natural character of wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development

6(c) - The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna

7(c) - The maintenance and enhancement of amenity values

7(d) - Intrinsic values of ecosystems

7(f) - Maintenance and enhancement of the quality of the environment

7(h) - The protection of the habitat of trout and salmon.

- Objective 12 achieves the exercise of the following regional council functions:

30(1)(a) - The establishment, implementation, and review of objectives to achieve integrated management of the natural and physical resources of the region

30(1)(ga) - the establishment of objectives for maintaining indigenous biological diversity.

On the basis of the above, objective 12 is the most appropriate to achieve the purpose of the Resource Management Act.

3.2 Objective 13

Objective 13: The region's rivers, lakes and wetlands support healthy functioning ecosystems.

- Objective 13 addresses Issue 2 specifically and directly. Addressing Issue 2 is needed to ensure that the purpose of the Resource Management Act, specifically subsection 5(2)(b) is achieved. This subsection of the Resource Management Act refers to safeguarding the life supporting capacity of water and ecosystems. Section 5(2)(b) will be satisfied if surface water bodies support healthy, functioning ecosystems.
- Measuring up (2005) established that some rivers in the region are degraded as a result of rural discharges and the impacts of stormwater discharges on urban streams need to be reduced. Contaminants in these discharges frequently result from land uses such as agriculture on rural land and earthworks related to subdivision in urban situations. Subsequent finding of annual freshwater quality monitoring reports (eg. Perrie 2007, Perrie 2008) confirm that the biological health and water quality of some streams in the region is poor. Objective 13, for healthy functioning aquatic ecosystems is appropriate to ensure that discharges related to land use are promoting sustainable management.
- Particular principles in Part II of the Resource Management Act that are achieved through Objective 13 include:
 - 6(a) - The preservation of the natural character of wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development*
 - 6(c) – The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*
 - 7(d) – the intrinsic values of ecosystems*
 - 7(f) – maintenance and enhancement of the quality of the environment*
 - 7(h) – the protection of the habitat of trout and salmon.*
- Objective 13 achieves the exercise of the following regional council functions:
 - 30(1)(a) - the establishment of objectives, to achieve integrated management of the natural and physical resources of the region.*
 - 30(1)(ga) - the establishment of objectives for maintaining indigenous biological diversity.*

On the basis of the above, objective 13 is the most appropriate to achieve the purpose of the Resource Management Act.

3.3 Objective 14

Objective 14: Water is used efficiently and is not wasted.

- Objective 14 addresses Issue 3 specifically and directly. Addressing Issue 3 is necessary to ensure that water is available to be taken from water bodies for public water supply, irrigation or other needs, and the full range of other uses and values of water is met.
- Measuring up (2005) identified that demand for fresh water in the region is increasing and there is a limited amount available. It also commented that water use in the region is at a critical stage and new ways need to be explored to ensure water is allocated more efficiently in the future.
- The Regional Policy Statement Evaluation Report for Freshwater (2006) recorded that many freshwater resources in the region are fully-allocated, and more efficient use of fresh water by people is identified as one of the only ways that additional water can be made available for new uses.
- The objective satisfies the purpose of the Resource Management Act in Part II because it will help ensure that fresh water is used and protected in a way and at a rate that enables people and communities to provide for their social, economic and cultural well being.
- Objective 14 is particularly directed at meeting the principle in subsection 7(b) in Part II of the Resource Management Act. Subsection 7(b) is to have particular regard to the efficient use of fresh water.
- Relevant subsections of Section 30 “Functions of regional councils” for Objective 14 include:

30(1)(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region.

30(1)(ga) - the establishment of objectives for maintaining indigenous biological diversity.

On the basis of the above, objective 14 is the most appropriate to achieve the purpose of the Resource Management Act.

3.4 Objective 8

Public access to and along the coastal marine area, lakes and rivers is enhanced.

- Objective 8 addresses Issue 4, by seeking to enhance public access to and along the coastal marine area, lakes and rivers. This can be achieved in a

way that seeks to prioritise and promote access to areas with significant values including recreational, amenity, landscape, natural, biodiversity and historic heritage. These specified values are consistent with the resources recognised as matters of national importance, addressed in Part 2 of the Resource Management Act.

- Objective 8 is necessary to help promote the sustainable management of water resources in a manner which enables people to provide for their social and cultural wellbeing.
- The objective meets Part II of the Resource Management Act by providing for social and cultural wellbeing, health and safety while also recognising the need to protect sensitive resources.
- Measuring up (2005), the state of the environment report for the Wellington region, reported that information on changes to public access is lacking.
- Comments in response to Our region – their future (2005) recorded that people wanted access to more of the coastline, rivers and lakes. Access to mahinga kai and to freshwater fish could be considered in an integrated way. Long term objectives are wanted, which include direction on appropriate recreation opportunities and surrounding land use. Public access should be maintained where possible to maintain or improve recreational opportunities.
- The Regional Policy Statement Evaluation Report for the Coastal Environment (2006) reported there are been increasing coastal land use and subdivision activities over the last ten years, that have raised public expectations to retain and enhance access to the coast. The desire to drive on beaches has also increased pressure for access, which causes a conflict with non-vehicular uses. A government appointed panel consulted upon walking access to rivers and the coast. Matters raised through that process include legal access versus physical access, and that some restrictions are necessary for the safety of people (for example around the working port area or essential infrastructure).
- Objective 8 meets Part 2 of the Act by providing for social and cultural wellbeing, health and safety while also recognising the need to protect sensitive resources. The relevant principle is:

6(d) - The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers.
- Relevant sub sections to Section 30 “Function of regional councils” for Objective 8 include:

30(1)(a) – the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region.

30(1)(b) – the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance

30(1)(d)(vii) – in respect of any coastal marine area in the region, the control (in conjunction with the Minister of Conservation) of activities in relation to the surface of water

On the basis of the above, objective 8 is the most appropriate to achieve the purpose of the Resource Management Act.

3.5 Analysis of which are the most appropriate objectives

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
<p>Objective 12: The quantity and quality of fresh water:</p> <ul style="list-style-type: none"> (a) meet the range of uses and values for which water is required (b) safeguard the life supporting capacity of water bodies (c) meet the reasonably foreseeable needs of future generations. 	<p>Alternative 1. Separate into two objectives, one for water quality and one for water quantity, as in the operative Regional Policy Statement.</p> <p>Alternative 2. Include greater consideration of meeting people's drinking water needs in the objective</p> <p>Alternative 3. Exclude clauses (b) and (c) from the objective.</p> <p>Alternative 4: No objective about freshwater water</p>	<p>Alternative 1. Objective 12 addresses water quality and quantity so as to better integrate these two important elements of water management. Changes to water quality can affect water availability and changes to quantity affect water quality. The purpose of a regional policy statement includes "... to achieve integrated management of ... natural ... resources ...". Therefore, it is appropriate to treat water quality and quantity together as much as possible.</p> <p>Alternative 2. Water for peoples drinking water needs is one of the matters included within Objective 12 ("meet the range of uses and values for which water is required"). Giving priority to uses of water is appropriately addressed in derived policy to achieve the objective (refer to policies).</p> <p>Alternative 3. This alternative objective would remove the environmental "bottom lines" from a broader objective for water management. It is appropriate to have an objective to meet the range of uses and values for which water is required but include the context of continuing to safeguard the life supporting capacity of ecosystems and meeting the reasonably foreseeable needs of future generations, which is what the Resource Management Act requires in section 5.</p> <p>Alternative 4: The Regional Policy Statement can contribute in a resource management context and address freshwater issues. The issues are assessed as being of regional significance. Alternative 4 therefore would miss out on using the available mechanisms through the Resource Management Act.</p>

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
<p>Objective 13: The region's rivers, lakes and wetlands support healthy functioning ecosystems.</p>	<p>Alternative 1: Delete "functioning" from the objective. Alternative 2: No objective about freshwater water</p>	<p>Alternative 1: The functioning of freshwater ecosystems need to be supported as well as their health. For example, ecological services are a function provided by ecosystems that are of significant value to people. Other examples of ecosystem functioning - such as the interaction with terrestrial environments - are an integral part of ecosystem health. Social, economic and environmental benefits of the connectedness of water bodies - such as for fish passage - is a function of freshwater ecosystems that should be supported. For these reasons, "functioning" is appropriate to include in the objective.</p> <p>Alternative 2: The Regional Policy Statement can contribute in a resource management context and address freshwater issues. The issues are assessed as being of regional significance. Alternative 4 therefore would miss out on using the available mechanisms through the Resource Management Act.</p>
<p>Objective 14: Water is used efficiently and is not wasted.</p>	<p>Alternative 1: No objective about freshwater water</p>	<p>Doing nothing will not address the issue that there is a limited amount of water in rivers and groundwater aquifers available for human use and demand is increasing</p>
<p>Objective 8: Public access to and along the coastal marine area, lakes and rivers is enhanced.</p>	<p>Alternative 1. The existing objective in the operative Regional Policy Statement for access to the coast could be extended to lakes and rivers Alternative 2. No objective on public access. City and district councils could decide at their discretion whether to develop public access provisions. Alternative 3. An objective which states that Greater Wellington would encourage better public access by encouraging city and district councils and land owners to provide access to</p>	<p>Alternative 1: seeks to retain existing public access and to provide for improvements to access by taking appropriate opportunities. Alternative 1. The circumstances under which the "appropriate" opportunities should be taken are unclear.</p> <p>Alternative 2: Not the most appropriate as the Regional Policy Statement would not play a role in providing regional direction on promoting the sustainable management of the coastal and freshwater resources and enhancing recreational opportunity.</p> <p>Alternative 3: Not the most appropriate. It is undesirable to rely</p>

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
	<p>waterways where there is an identified demand for that access.</p> <p>Alternative 4: An objective that specifies that priority be given to areas that have significant values.</p>	<p>on councils and the goodwill of landowners to take the lead in ensuring that public has fair and reasonable access to and along water ways.</p> <p>Alternative 4: Requires an assessment as to where "significant" values are located and how best to access these places, independent of activity associated with use and development or and potentially other policies relevant to these 'significant' values. And, it would necessitate an exercise to prioritise enhancing access. Such an objective would not promote an ability to maximise the opportunities to enhance access, as these arise, including to 'significant values;. Therefore, alternative 4 is not the most appropriate.</p>

Table 1: Analysis of which are the most appropriate objectives

4. Most appropriate policies and methods to achieve Objective 12

The appropriateness of the policies and methods to achieve Objective 12 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

4.1 The range of policy and methods options considered

Objective 12 seeks to safeguard multiple values of water by meeting the range of uses and values for which water is required, safeguarding the life-supporting capacity of water bodies, and meeting the reasonably foreseeable needs of future generations.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

4.1.1 Regulatory direction to district and/or regional plans

Option 1 – Direction to the regional plan to maintain and enhance aquatic ecosystem health in water bodies

This option requires the regional plan to manage all water bodies in the region for the purpose of maintaining or enhancing aquatic ecosystem health as a minimum and also provide for water bodies to be managed for other purposes

Option 2 – Direction to the regional plan to recognise the social and economic benefits from the use of water resources

This option is to require the regional plan to recognise the social and economic benefits of the use of water resources

Option 3 – Direction to the regional plans to establish allocation limits for rivers and groundwater

This option requires the regional plan to establish allocation limits for rivers and groundwater.

Option 4 – Direction to regional plans to minimise contamination in stormwater from new development

This option requires the regional plan to include policies, rules and methods to reduce toxic contaminants in stormwater discharges from new subdivision and development

Option 5 – Direction to district and regional plans to control erosion and sediment

This option requires the regional and district plans to include policies and rules to control erosion and sediment to waterways and vegetation clearance in the region.

Option 6 – Direction to regional plans to promote discharges to land

This option requires the regional plan to promote discharges of contaminants to land rather than water, particularly discharges of sewage; and collective sewage treatment systems that discharge to land for rural residential developments.

4.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

Option 7 – Direction to consider maintenance and enhancement of aquatic ecosystem health for fresh water bodies

This option requires local authorities to have particular regard, during resource management decision making, to the management purpose of aquatic ecosystem health for any fresh water body and coastal water, and any other management purpose identified in a regional plan, when making resource management decisions or changing a regional or district plan.

Option 8 – Direction to consider minimising the effects of erosion and sediment runoff

This option requires local authorities to have particular regard, during resource management decision making, to minimising erosion and sediment runoff from earthworks and vegetation clearance prior to plan controls being adopted by regional and district plans in accordance with option 5, above.

Option 9 – Direction to consider reducing adverse effects on water quality and quantity from stormwater runoff

This option requires local authorities to have particular regard, during resource management decision making, to specific matters in order to reduce the adverse effects on water quality and quantity of stormwater run-off from subdivision and development when making resource management decisions.

4.1.3 Non-regulatory options

Option 10 – Integrated management – a protocol for management of earthworks and vegetation disturbance

This option uses non-regulatory methods such as protocols to integrate the way the regional council and city and district councils control erosion and silt from earthworks and vegetation clearance.

Option 11 – Integrated management - a regional stormwater action plan

This option requires the regional council to prepare and develop a regional stormwater action plan to be agreed and implemented by regional council and territorial authorities

Option 12 – Support for industry accords and codes

This option recognises the importance of promoting industry accords, codes of practice and other land management initiatives to landowners, land managers and others working on the land.

Option 13 – Integrated management - prepare a regional water strategy

This option requires the regional council to prepare and develop a strategy to provide guidance to local authorities on: sustainable water use, demand management and security of supply; and rural and urban water quality.

4.1.4 Do nothing

Option 14 – No intervention

This option offers no intervention to achieve objective 12.

4.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 12

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Regulatory direction to district and/or regional plans					
Option 1 Direction to the regional plan to maintain and enhance aquatic ecosystem health in water bodies	Provides a consistent framework that applies to all water bodies in the region for the development of water quality standards and river flows and water levels Gives people the ability to test and critique decision making against the information available for a water body Provides clarity and certainty about the purposes for managing water quality and river flows and water levels for all water bodies in the region Provides a clear relationship between the planning response being sought and resource management activities that are acceptable	High	Decisions are made for each water body using information available for that water body within a consistent management framework Establishes a clear purpose(s) for managing all water bodies in the region that leads to certainty to all interested parties about how water bodies are to be managed Allows all proposals in a water body to be compared against each other Provides transparency as to what is required and why, which will help people decide how much time, money and resources to spend on projects Leads to fewer resources needed by resource consent applicants to interpret potential effects of their proposals Provides information on where development can occur and where it can't (eg. a fully allocated water resource vs a partially allocated water resource) The performance of the intervention can be monitored and assessed.	Costs associated with the development of region-wide water quality, flow and water level, and aquatic habitat standards. Costs associated with consultation, governance and decision making On-going costs of monitoring resources Cost associated with complying (eg. treating discharges to meet water quality standards)	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 2 Direction to the regional plan to recognise the social and economic benefits from the use of water resources</p>	<p>Provides additional information on the social and economic matters to be included in plans</p>	<p>Low</p>	<p>Reinforces what is required by the Act (regional plans must be prepared in accordance with part II if the Act) but there is little benefit in repeating what the Act already requires</p>	<p>Costs associated with restating what is in the Act</p>	<p>No</p>
<p>Option 3 Direction to the regional plan to establish allocation limits for rivers and groundwater</p>	<p>Provides a consistent framework that applies to the allocation of water from all rivers and groundwater in the region. Provides certainty to people about the amount of water that is available for use from rivers and groundwater in the region Gives people the ability to test and critique decision making against the allocation information available for rivers and groundwater Will lead to a rapid and streamlined process for allocating water from rivers and groundwater Will lead to an allocation amount for rivers and groundwater that can be easily interpreted and implemented, with limited ability to contest Provides a clear relationship between the planning response being sought and water takes that are acceptable</p>	<p>High</p>	<p>Decisions are made for each river and groundwater aquifer using information available for that water body within a consistent management framework Will lead to certainty to all interested parties about how much water is available from rivers and groundwater in the region Allows all proposals to take water from rivers and groundwater to be compared against each other and the total amount available The performance of the intervention can be monitored and assessed Provides a signal as to the water availability potential of rivers and groundwater, which will help people decide how much time, money and resources to spend on projects</p>	<p>Costs associated with consultation, governance and decision making on the amount of water to be allocated from rivers and groundwater On-going costs of monitoring the use of rivers and groundwater Costs associated with compliance</p>	<p>Yes</p>
<p>Option 4</p>	<p>Provides a consistent framework across</p>	<p>High</p>	<p>Decisions are made on a case by case</p>	<p>Costs associated with research, analysis</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Direction to the regional plan to minimise contamination in stormwater from new development</p> <p>the region for the development of regulations for stormwater discharges from new development</p> <p>Sets out a clear direction for regulatory provisions, both in intent and matters of relevance, when plan provisions (particularly policies and rules are considered</p> <p>Provides to certainty about acceptable stormwater discharges and the limits of contamination for receiving waters in the region</p> <p>Gives people the ability to test and critique decision making against information available for receiving waters</p> <p>Establishes a clear relationship between the planning response being sought and stormwater discharges that are acceptable</p>	<p>basis for each receiving water within a consistent policy framework</p> <p>Establishes a clear intent for regulatory intervention</p> <p>Increases clarity, as to triggers for regulatory intervention (ecotoxicity) and the likely planning response</p> <p>Increases consistency as it includes a benchmark (ecosystem health) against which the effects of proposals can be measured</p> <p>Will lead to transparency - as to what is required (treatment of stormwater discharges) and why – helping to reduce time, money and other resources on process</p> <p>The causative influences (ecotoxicity) are clearly established and implications for receiving waters indicated</p> <p>Anticipated environmental results are specified and intervention is able to be assessed</p>	<p>and consultation (determining the thresholds at which resource consents are required for discharges of stormwater to land or water)</p> <p>Costs associated with decision making process (regional plan policy and rules)</p> <p>May act as a disincentive to use and development at some locations</p>	<p>Cost associated with governance and decision making processes to establish integrated approaches in regional and district plans</p> <p>Costs associated with the treatment of sediment</p>	<p>Yes</p>	
<p>Option 5</p> <p>Direction to district and regional plans to control of erosion and sediment</p> <p>Sets out direction on the intent of regulatory provisions in regional and district plans</p> <p>Provides clarity about acceptable discharges and certainty for the limits of contaminants (silt and sediment) in rivers of the region</p>	<p>High</p>	<p>Establishes the intent of integrating the regulation of erosion and silt and sediment control in regional and district plans</p> <p>Increases clarity of the regulatory response in plans</p> <p>The causative influences of earthworks</p>			

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>Gives people the ability to test and critique decision making against information available for receiving waters</p> <p>Provides a clear relationship between the planning response of minimising erosion and silt and sediment runoff so that aquatic ecosystem health is safeguarded and the effects on water quality of earthworks and vegetation clearance</p> <p>Targets earthworks and vegetation clearance as region-wide activities with adverse effects on rivers that need to be addressed in regional and district plans provisions.</p>		<p>and vegetation removal on erosion and water quality are established</p>		
<p>Option 6</p> <p>Direction to the regional plan to promote discharges to land</p>	<p>Establishes a consistent policy framework that promotes discharges to land over discharges to water in appropriate circumstances.</p> <p>Targets locations where groundwater quality and soil health are appropriate to receive discharges to land</p> <p>Sets out a clear intent for regulatory provisions</p> <p>Provides clarity and certainty to resource users about preferred approaches for the discharge of human and animal waste</p>	<p>Med</p>	<p>Decisions are made on a case by case basis for receiving environments (water/land) within a consistent policy framework</p> <p>Establishes a clear intent for regulation</p> <p>Increases the likely planning response for different receiving environments – helping reduce time, money and resources expended on the process</p> <p>Overall, net adverse effects on the environment (land and water) are reduced.</p> <p>The performance of the intervention can be monitored and assessed</p>	<p>Costs associated with obtaining information about water quality and soil health where we don't have it</p> <p>Costs associated with developing regional plan provisions</p> <p>Costs associated with treatment and discharge to land rather than water</p>	<p>Yes</p>
<p>Regulatory direction as to matters to be given particular regard in resource management decision making</p>					

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 7</p> <p>Direction to consider maintenance and enhancement of aquatic ecosystem health for fresh water bodies</p> <p>Provides a consistent framework, which particular regard must be had to in decision making, for considering the effects of development, on water quality and river flows and water levels for all water bodies in the region, including the effects of subdivision and land use</p> <p>Gives people the ability to test and critique decision making against the information available for a water body that particular regard must be had to</p> <p>Provides clarity and certainty about the purposes for managing flows and water levels for all water bodies in the region that particular regard must be had to in decision making</p> <p>Provides clarity about the planning response that particular regard must be had to when considering resource management activities</p> <p>Provides for interim consideration in resource consents prior to plan changes being made</p>	<p>Med</p> <p>Decisions are made for each water body using information available for that water body within a consistent management framework</p> <p>Establishes a clear purpose(s) for managing all water bodies in the region that particular regard must be had to, leading to certainty to all interested parties about how effects on water bodies are to be managed</p> <p>Allows the effects of development proposals on a water body to be compared against each other</p> <p>Provides transparency about what particular regard will be had to in consent decisions, which will help people decide how much time, money and resources to spend on projects</p> <p>Will lead to fewer resources needed by resource consent applicants to interpret potential effects of their proposals</p> <p>The performance of the intervention can be monitored and assessed</p>	<p>Costs associated with the development of region-wide water quality, flow and water level, and aquatic habitat standards.</p> <p>Costs associated with consultation, governance and decision making</p> <p>On-going costs of monitoring resources</p> <p>Cost associated with complying (eg. treating discharges to meet water quality standards)</p>	<p>Yes</p>		
<p>Option 8</p> <p>Direction to consider minimising the effects of erosion and sediment runoff</p> <p>Targets specific matters (earthworks and vegetation clearance) as region-wide activities with adverse effects on rivers that need to be given particular regard to in the interim, prior to appropriate provisions being included in plans</p> <p>Provides consistency and clarity about</p>	<p>Med</p> <p>Establishes an interim measure prior to integrating the regulation of erosion and silt and sediment control in regional and district plans</p> <p>Increases clarity of the planning response to regulation</p>	<p>Costs associated with assessing effects of earthworks and vegetation clearance as part of a resource consent application.</p> <p>Costs associated with minimising erosion and silt and sediment runoff to water.</p>	<p>Yes</p>		

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>activities (earthworks and vegetation clearance) that particular regard must be had to controlling so that erosion and silt and sediment runoff to water are minimised.</p> <p>Gives people the ability to test and critique decision making against information available for receiving waters</p> <p>Provides a transparent relationship between the planning response of having particular regard to minimising erosion and silt and sediment runoff so that aquatic ecosystem health is safeguarded and the effects on water quality of earthworks and vegetation clearance</p>		<p>The causative influences of earthworks and vegetation removal on erosion and water quality are established</p>		
<p>Option 9</p> <p>Direction to consider reducing adverse effects on water quality and quantity from stormwater runoff</p>	<p>Provides a consistent framework across the region that particular regard must be had to when considering the adverse effects of stormwater run-off from new subdivision and development</p> <p>Provides consistency and clarity about the matters of relevance to reducing the adverse effects of stormwater run-off that particular regard must be had to when making decisions on new subdivision and development</p> <p>Gives people the ability to test and critique decision making against the mitigation approaches identified for reducing the adverse effects of stormwater runoff, that particular regard must be had to.</p>	<p>Med</p>	<p>Decisions are made on a case by case basis for each new subdivision and development within a consistent policy framework</p> <p>Establishes a clear intent for regulatory intervention that particular regard must be had to – requires specific matters to be considered</p> <p>Increases clarity, as to measures for mitigation of stormwater run-off that particular regard must be had to</p> <p>Will lead to transparency - as to the measures to be considered for reducing the adverse effects of stormwater run-off – helping to reduce time, money and other resources on process</p>	<p>Costs associated with consultation, governance and decision making processes associated with district plan policies and rules</p> <p>Ongoing implementation costs to monitor compliance and deliver and outcomes to enable an evaluation of the effectiveness of intervention</p> <p>The cost of investigating and implementing the low impact urban design measures identified in the option – will be borne by developers.</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Non-regulatory options					
<p>Option 10 Integrated management – a protocol for management of earthworks and vegetation disturbance</p>	<p>Provides consistency and clarity on the roles of regional or city and district councils for earthworks management</p> <p>Integrating the management of earthworks will enhance environmental performance</p> <p>Effectiveness will be dependent on the engagement of local authorities in implementation of the method</p>	High	<p>Provides information on roles that can ensure provisions about earthworks in regional and district plans are integrated</p> <p>Provides flexibility - different approaches can be taken by different city and district councils</p> <p>Provides clarity on roles and responsibilities, and avoids duplication and overlaps between regional and city or district councils</p>	<p>Costs associated with regional and city and district councils preparing and implementing the protocol</p>	Yes
<p>Option 11 Integrated management – a regional stormwater action plan</p>	<p>Provides consistency and clarity on the roles of regional or city and district councils in stormwater management</p> <p>Integrating the management of stormwater enhances the quality of receiving waters</p> <p>Effectiveness will be dependent on the engagement of local authorities in implementation of the method</p> <p>Establishes the actions that regional, city and district councils will implement</p>	Med	<p>Provides information on roles and responsibilities that can ensure provisions about stormwater in regional and district plans are integrated</p> <p>Provides flexibility - different approaches can be taken by different city and district councils</p> <p>Provides clarity on roles and responsibilities, and avoids duplication and overlaps between regional and city or district councils</p> <p>Sets out the actions that each local authority will do</p>	<p>Costs associated with regional and city and district councils reviewing and implementing the stormwater action plan</p>	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 12</p> <p>Support for industry accords and codes</p>	<p>Provides certainty and clarity about an industry-wide view of how particular activities and resources should be managed</p> <p>Provides industry with an approach that it can self regulate</p> <p>Provides certainty about what approaches to expect from industry in response to resource management issues</p>	<p>Med</p>	<p>Provides industry with approaches and practice that it is responsible for implementing and monitoring.</p> <p>Provide all interested parties, including local authorities, with information on what to expect from industry</p> <p>Provides local authorities with information on what and how much regulation is warranted</p>	<p>Costs to resource users of preparing collective accords and codes of practice</p> <p>Costs to others, including local authorities of being involved in the preparation of accords and codes of practice</p>	<p>Yes</p>
<p>Option 13</p> <p>Integrated management - prepare a regional water strategy</p>	<p>Provides consistency and clarity on the roles of regional or city and district councils in water management in the region (including water supply and wastewater)</p> <p>Integrating the management of all water will enhance environmental performance</p> <p>Effectiveness will be dependent on the engagement of local authorities in implementation of the method</p> <p>Establishes the actions that regional, city and district councils will implement</p>	<p>Med</p>	<p>Provides information on roles and responsibilities that can ensure water management across the region is well integrated</p> <p>Provides flexibility - different approaches can be taken by different city and district councils</p> <p>Provides clarity on roles and responsibilities, and avoids duplication and overlaps between regional and city or district councils</p> <p>Sets out the actions that each local authority will take</p> <p>Will result in a more collective approach by local authorities on all aspects of water management in the region without the use of regulation</p>	<p>Costs to Greater Wellington in preparing the strategy and city and district councils engaging in its preparation</p>	<p>Yes</p>
<p>Doing Nothing</p>					

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 14 No intervention</p>	<p>Will not achieve the objective or address significant issues in the region for fresh water if there are no policies or methods in place. This option would therefore not be effective.</p>	<p>Low</p>	<p>Economic costs would be saved through not having to implement policies or methods.</p>	<p>The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act. Social and environmental costs could be significant, and could result in reduced economic opportunities.</p>	<p>No</p>

Table 2: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 12

4.3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 12

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Regulatory direction to district and/or regional plans				
Option 1 Direction to regional plans to maintain and enhance aquatic ecosystem health in water bodies	High	Yes	✓	Policy 11 and method 2
Option 2 Direction to regional plans to recognise the social and economic benefits from the use of water resources	Low	No	✗	
Option 3 Direction to regional plans to establish allocation limits for rivers and groundwater	High	Yes	✓	Policy 12 and method 2
Option 4 Direction to regional plans to minimise contamination in stormwater from new development	High	Yes	✓	Policy 13 and method 2
Option 5 Direction to district and regional plans to control of erosion and sediment	High	Yes	✓	Policy 14, method 1 and 2
Option 6 Direction to regional plans to promote discharges to land	Med	Yes	✓	Policy 15 and method 2
Regulatory direction as to matters to be given particular regard in resource management decision making				
Option 7 Direction to consider maintenance and enhancement of aquatic ecosystem health for fresh water bodies	Med	Yes	✓	Policy 39 and method 4

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Option 8 Direction to consider minimising the effects of erosion and sediment runoff	Med	Yes	✓	Policy 40 and method 4
Option 9 Direction to consider reducing adverse effects on water quality and quantity from stormwater runoff	Med	Yes	✓	Policy 41 and method 4
Non-regulatory options				
Option 10 Integrated management – a protocol for management of earthworks and vegetation disturbance	High	Yes	✓	Method 30
Option 11 Integrated management – a regional stormwater action plan	Med	Yes	✓	Method 34
Option 12 Support for industry accords and codes	Med	Yes	✓	Method 35
Option 13 Integrated management - prepare a regional water strategy	Med	Yes	✓	Method 33
Doing Nothing				
Option 14 No intervention	Low	No	✗	

Table 3: Results of evaluation as to the most appropriate policy and method options to achieve Objective 12

4.4 Discussion of options

A mix of targeted regulatory options, directing district and/or regional plans, and resource management decision making is the most appropriate way to achieve objective 12 and address freshwater issues 1, 2 and 3. The mix of regulatory options is options 1, 3, 4, 5, 6, 7, 8, and 9. As it will take time for many of these options to be implemented, a number of non-regulatory options are also considered appropriate within the mix, to support and complement the regulatory options. The non-regulatory options considered most appropriate to address the issue and achieve the objective are options 10, 11, 12 and 13.

This mix of options are considered appropriate as they provide clear direction on the matters to be provided for and promoted, in a resource management sense, to achieve objective 12 and address freshwater issues 1, 2 and 3.

Option 1 (policy 11, method 2) is considered an appropriate option as it will require certainty within regional plans about the purposes that water bodies are to be managed for and associated limits for water quality and flows and water levels for water bodies in the region. Aquatic ecosystem health for surface water is identified as the minimum level that is to be achieved by all water bodies. Other purposes for managing water bodies and associated water quality, flows and water levels are to be identified in regional plans.

Option 7 (policy 39, method 4) requires particular regard to be had to the purpose of aquatic ecosystem health for any fresh water to the management purpose of aquatic ecosystem health for any fresh water body and coastal water, and any other management purpose identified in a regional plan, when making resource management decisions (including changing a regional or district plan).

The main reasons for this approach stem from Measuring up (2005), the supporting technical reports (Jones and Baker 2005, Milne and Perrie 2005, Watts 2005), and subsequent water quality and hydrology reports that have established that water bodies fail criteria for aquatic health at times. For example, the freshwater quality monitoring technical report (Milne and Perrie 2005) prepared for Measuring up (2005) showed that 26 of the 51 river sites monitored in the region failed three or more of the six key water quality indicators on more than half the occasions monitored over the period 1997 to 2003.

An alternative approach considered in option 2 is to direct the regional plan to recognise the social and economic benefits of the use of water resources. This option is not considered appropriate because it adds little to what is already required by the Resource Management Act.

Option 3 (policy 12, methods 1 and 2) requires certainty in regional plans about how much water is available to take from water bodies. There is increasing demand on water from the region's rivers and groundwater, and this water is at risk of being over-allocated. The Regional Freshwater Plan already establishes allocation limits and many are at, or close to the limit. The same approach will

continue in the future so that abstractors can operate in a certain environment, planning for any shortages with water storage systems and water harvesting.

Option 4 (policy 13, methods 1 and 2) is to require regional plans to protect aquatic ecosystem health by minimising ecotoxic and other contaminants in stormwater. Option 9 (policy 41) is to have regard to reducing the adverse effects on water quality and quantity of stormwater run-off from subdivision and development when making resource management decisions. Option 11 (method 34) is to prepare a regional stormwater action plan.

Over 85% of the region's population live in urban communities of more than 1500 people, and these urban areas are expanding and their effects increasing. Urban development has led to significant changes in the way rainfall runs off to rivers and the kind of contaminants it now carries with it. Greater Wellington has growing evidence that contaminants in stormwater are beginning to have significant effects on aquatic life in the receiving environments, particularly in urban streams and the harbours they empty into. The results of studies here are in line with studies done elsewhere, nationally and internationally, and show that measures need to be taken in the Wellington region to mitigate the effects of stormwater discharges are appropriate.

The effects of stormwater can be best managed by utilizing both regulatory and non-regulatory means, by both the regional council and the city and district councils. Options 4 and 9 are regulatory approaches, requiring provisions within both regional and district plans. Option 11 is a non-regulatory stormwater action plan for the region, that sets out the detailed actions that each local authority will take to mitigate the adverse effects of stormwater. The joint regulatory and non-regulatory approaches by regional and city and district councils is the most appropriate option for addressing stormwater management because without such a complementary approach, the polluting effects of stormwater could not be adequately managed.

Options 5 (policy 14, methods 1 and 2), 8 (policy 40, method 4) and 10 (method 30) are to minimise the effects of earthworks and vegetation disturbance. Option 5 is directed at provisions in regional and district plans, whereas option 8 is an interim provision that requires particular regard to be had to minimising adverse effects prior to policies and rules being included in regional plans. This option would cease to have effect when option 5 (policy 14, methods 1 and 2) is in place. These options recognise that uncontrolled earthworks and vegetation disturbance are a significant contributor to sedimentation and other pollution in rivers in the region and policies and rules are needed in both district and regional plans to control these activities. Option 10 (method 30) provides for a protocol to be developed between regional and city and district councils so that rules in regional and district plans can be integrated, and duplication of resource consent requirements is avoided. These options, in combination, are appropriate for achieving objective 12, as it relates to earthworks and vegetation disturbance.

Option 6 (policy 15, method 2) promotes discharges of animal waste and sewage to land rather than water in regional plans. The policy is the most appropriate for such discharges because these contaminants will have less net

adverse effects on land than water. There are exceptions when groundwater quality and soil health are adversely affected and these are provided for in the policy.

Options 11 (method 35) and 12 (method 33) recognise that improvements to water bodies cannot be achieved by regulatory means alone. In option 11 Greater Wellington recognises the benefits of industry preparing accords and codes of practice that they can commit to. Option 12 recognises the benefits of having a Regional Water Strategy that has support from city and district councils and the community for water quality, water allocation, demand management and water conservation initiatives.

The do nothing option is not appropriate because, having regard to its efficiency and effectiveness, it will not achieve objective 12. The issues objective 12 addresses would continue unabated and would lead to increasingly unsustainable environmental outcomes, including economic, social and cultural outcomes. The wellbeing of the community would not be supported. As the issues have been found to be regionally significant (refer to criteria in appendix 1), doing nothing would be a dereliction of function and duty under the Resource Management Act.

Collectively, having regard to their efficiency and effectiveness, the regulatory options 1 (policy 11), 3 (policy 12), 4 (policy 13), 5 (policy 14), 6 (policy 15), 7 (policy 39), 8 (policy 40) and 9 (policy 41), and the non-regulatory options 10 (method 30), 11 (method 34), 12 (method 35) and 13 (method 33) are the most appropriate to achieve Objective 12.

4.5 Risk of acting or not acting if information is uncertain or insufficient

Each of the policies and methods to achieve objective 12 relies on information about freshwater resources, activities affecting them and/or work programmes already underway, which indicates the courses of action proposed will benefit the management of water quality or water quantity. The information used, that provides the basis for these interventions, comes from state of the environment monitoring, the monitoring of resource consents and feedback from existing programmes of work. It is not considered that there is either uncertain or insufficient information available, to formulate an appropriate response.

The risk of acting in the way proposed is that costs will be imposed on local authorities and on resource consent applicants or property owners (potentially for little gain in some instances).

The risk of not acting in the way proposed is that freshwater resources (including ecosystems), will continue to be degraded and important values would be lost. There would very likely be irreversible loss of important natural resources in the Wellington region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

5. Evaluation of policies and methods to achieve Objective 13

The appropriateness of the policies and methods to achieve Objective 13 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

5.1 The range of policy and methods options considered

Objective 13 seeks to support functioning ecosystems in rivers, lakes and wetlands.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

5.1.1 Regulatory direction to district and/or regional plans

Option 1 – Direction to the regional plan to protect aquatic ecological function of water bodies

This option requires that the regional plan protects aquatic ecological function by managing specific activities or characteristics and features of water bodies.

Option 2 – Direction to the regional plan to recognise the social and economic benefits of the use of water, as well as protecting aquatic ecological function

This option requires that the regional plan recognise the social and economic benefits of the use of water.

Option 3 – Direction to the regional plan to protect significant values for identified rivers and lakes

This option requires the protection of identified rivers and lakes with significant amenity and recreational values and significant indigenous ecosystems.

5.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

Option 4 – Direction to consider protection of aquatic ecological function of water bodies

This option requires that particular regard to be had to the protection of identified rivers and lakes with significant amenity and recreational values and

significant indigenous ecosystems when making resource management decisions.

5.1.3 Non-regulatory options

Option 5 – Provision of information about restoration and enhancement of degraded water bodies

This approach involves preparing and disseminating information about restoration and enhancement of degraded water bodies.

Option 6 – Integrated management – taking a whole of catchment management approach

This approach involves taking a whole of catchment approach that recognises the values of natural resources when undertaking and planning works, operations and services.

Option 7 – Integrated management - engage tangata whenua and the community in the protection of the values associated with identified rivers and lakes

This approach is to engage and work with tangata whenua and the community in the identification and protection indigenous ecosystems and habitats with significant indigenous biodiversity values.

Option 8 – Support for community restoration initiatives

This option is to support restoration initiatives for rivers, lakes and wetlands.

5.1.4 Doing nothing

Option 9 – No intervention

This option offers no intervention to support protection of aquatic ecological function of water bodies.

5.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 13

Policy and method options	Analysis of Effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Regulatory direction to district and/or regional plans					
Option 1 Direction to the regional plan to protect aquatic ecological function of water bodies	Establishes a consistent policy framework across the region for the development of regulatory provisions for protection of aquatic ecological function in the regional plan Enables decisions to be made that are relevant to the particular water body Sets a clear direction and intent that ecological function of water bodies is to be protected Increases the ability to critique plan provisions and rationale for decisions against the information available for a water body Provides a clear relationship between the planning response being sought and resource management activities that are acceptable	High	Decisions are made for each water body using information available for that water body within a consistent management framework Establishes a clear intent and direction (protecting ecological function) for the management of water bodies Provides certainty to resource users about what will be considered when resource consent applications are made. Provides transparency as to what is required and why, which will help people decide how much time, money and resources to spend on projects	Costs associated with development of region wide policies, including costs of region/district wide studies and investigations, and the costs of the plan change process itself Costs associated with resource consent applications in relation to a development proposal (eg. implementing measures that protect ecological function such as allowing for flushing flows in rivers, protecting riparian habitat, installing off line dams, preventing stock access and maintaining fish passage) Ongoing implementation costs – monitoring and evaluation of the effectiveness of intervention	Yes
Option 2 Direction to the regional plan to recognise the social and economic benefits of the use of water	Provides additional information on the social and economic matters to be included in plans	Low	Reinforces what is required by the Act (regional plans must be prepared in accordance with part II if the Act) but there is little benefit in repeating what the Act already requires	Costs associated with restating what is in the Act	No

Policy and method options	Analysis of Effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 3</p> <p>Direction to the regional plan to protect significant values for identified rivers and lakes</p>	<p>Establishes a consistent policy framework across the region for the development of regulatory provisions for protection of identified rivers and lakes</p> <p>Enables decisions to be made that relate to specific identified water bodies</p> <p>Sets a clear direction and intent about specific identified values of listed water bodies that are to be protected</p> <p>Increases the ability to critique plan provisions and rationale for decisions against the information available for a water body</p> <p>Provides a clear relationship between the planning response being sought and resource management activities that are acceptable</p>	High	<p>Decisions are made for each water body using information available for that water body within a consistent management framework</p> <p>Establishes a clear intent and direction (protecting identified values) for the management of identified water bodies</p> <p>Provides certainty to resource users about what will be considered when resource consent applications are made</p> <p>Provides transparency as to what is required and why, which will help people decide how much time, money and resources to spend on projects</p> <p>Reduces resources required by applicants as to what is required and why – and to achieve compliance with the regulatory framework</p>	<p>Costs associated with regional plan development and implementation, including of the plan change process itself</p> <p>Ongoing implementation costs associated with resource consents, monitoring and implementing measures that protect the significant amenity, recreation and indigenous ecosystem values of the rivers and lakes identified in Appendix 1.</p>	Yes
Regulatory direction as to the matters to be given particular regard in resource management decision making					
<p>Option 4</p> <p>Direction to consider protection of aquatic ecological function of water bodies</p>	<p>Establishes a consistent policy framework across the region for the development of regulatory provisions for protection of aquatic ecological function in the regional plan that particular regard must be had to</p> <p>Enables decisions to be made that are relevant to the particular water body</p> <p>Gives people the ability to test and critique decision making against the information available for a water body that particular regard must be had to</p> <p>Provides clarity and certainty about</p>	High	<p>Decisions are made for each water body using information available for that water body within a consistent management framework</p> <p>Establishes a clear intent and direction (protecting ecological function) for the management of water bodies that particular regard must be had to</p> <p>Provides certainty to resource users about what will be considered when resource consent applications are made.</p>	<p>Costs associated with resource consent applications in relation to a development proposal (eg. implementing measures that protect ecological function such as allowing for flushing flows in rivers, protecting riparian habitat, installing off line dams, preventing stock access and maintaining fish passage)</p> <p>Ongoing implementation costs – monitoring and evaluation of the effectiveness of intervention</p>	Yes

Policy and method options	Analysis of Effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>relevant matters of ecological function of water bodies that particular regard must be had to in decision making</p> <p>Provides clarity about the planning response that particular regard must be had to when considering resource management activities</p> <p>Provides for interim consideration in resource consents of a matter that plans are required to consider when plan changes are being made</p>		<p>Provides transparency about what particular regard will be had to in consent decisions, which will help people decide how much time, money and resources to spend on projects</p> <p>The performance of the intervention can be monitored and assessed protection of aquatic ecosystems</p>		
Non-regulatory options					
<p>Option 5</p> <p>Provision of information about restoration and enhancement of degraded water bodies</p>	<p>Provides communities with more comprehensive and better information about how to restore and enhance water bodies.</p> <p>A considerable body of "field-tested" knowledge will become available</p>	Med	<p>Communities are better informed about how to restore and enhance water bodies.</p> <p>Providing support (through provision of information) stimulates private effort and commitment</p> <p>Restoration and enhancement activities by people in the region achieve better results</p>	<p>Cost to Greater Wellington of preparing information on restoration and enhancement of water bodies</p>	Yes
<p>Option 6</p> <p>Integrated management – taking a whole of catchment management</p>	<p>Provides an holistic approach to works in a catchment after consideration of the wider environmental outcomes that people and communities are seeking for the catchment.</p> <p>The values of natural resources, including indigenous ecosystems and habitats, are</p>	Med	<p>Economically efficient as financial support stimulates private effort and commitment.</p> <p>Addresses directly, and through voluntary 'good practice' means, some of the causes of ecosystem and habitat decline and loss.</p>	<p>Costs of processes for a whole of catchment approach that involve: consultation with others carrying out activities in the catchment; greater involvement of communities and other organisations in decisions; co-ordination of people and activities; and development of catchment-wide plans, strategies, or</p>	Yes

Policy and method options	Analysis of Effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
approach	recognised when planning and undertaking works, operations and services.		<p>Community strengthening as a result of sharing ideas and solutions to the problem.</p> <p>Presents opportunity to develop long term solutions to avoid, remedy or mitigate the effects on indigenous biodiversity values within a catchment, and beyond.</p> <p>Works in a catchment do not have adverse effects that haven't been anticipated.</p>	<p>protocols</p> <p>Costs of learning how to implement a whole of catchment approach – lack of current experience in effective management catchment-wide.</p>	
Option 7 Integrated management – engage tangata whenua and the community in the protection of the values associated with identified rivers and lakes	<p>Provides comprehensive and better identification of values if the community and tangata whenua are part of the process.</p> <p>Increased buy in for protection initiatives if the community and tangata whenua are part of the identification process</p>	High	<p>Greater community and tangata whenua support for protection</p> <p>Stronger local communities.</p> <p>Benefit of buy-in, acceptance & ownership by the community and tangata whenua.</p> <p>Possible community and tangata whenua input into compliance/enforcement and voluntary improvement works (more effort and eyes!).</p>	<p>Costs of consultation with tangata whenua and communities</p>	Yes
Option 8 Support for community restoration initiatives	<p>Provides communities with financial and administrative support for restoration initiatives for rivers, lakes and wetlands.</p> <p>Provides a catalyst to individuals and community groups to get involved in restoration.</p>	High	<p>Financial and administrative support overcomes some of the barriers to engagement or action by individuals and groups.</p> <p>Support stimulates private effort and commitment to act, thereby harnessing resources in kind – principally labour and effort in undertaking the</p>	<p>Costs of providing support for restoration initiatives, such as materials, expert advice, transport and coordinators.</p>	Yes

Policy and method options	Analysis of Effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
			restoration or enhancement project, individuals and community groups are valued, appreciated and supported. Voluntary contributions will add to, or exceed, the value of the incentive provided.		
Doing nothing					
Option 9 No intervention	Unlikely to address for fresh water if there are no policies or methods in place to achieve the objective. This option would therefore not be effective.	Low	Economic costs would be saved through not having to implement policies or methods	The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act. Social and environmental costs could be significant, and could result in reduced economic opportunities.	No

Table 4: Evaluation as to the effectiveness and efficiency of policy and method option to achieve Objective 13

5.3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 13

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Regulatory direction to district and/or regional plans				
Option 1 Direction to the regional plan to protect aquatic ecological function of water bodies	High	Yes	✓	Policy 16 and method 2
Option 2 Direction to the regional plan to recognise the social and economic benefits of the use of water, as well as protecting aquatic ecological function	Low	No	✗	
Option 3 Direction to the regional plan to protect significant values for identified rivers and lakes	High	Yes	✓	Policy 17 and method 2
Regulatory direction as to the matters to be given particular regard in resource management decision making				
Option 4 Direction to consider protection of aquatic ecological function of water bodies	High	Yes	✓	Policy 40 and method 4
Non-regulatory options				
Option 5 Provision of information about restoration and enhancement of degraded water bodies	Med	Yes	✓	Method 8
Option 6 Integrated management – take a whole of catchment management approach	Med	Yes	✓	Method 29
Option 7	High	Yes	✓	Method 31

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Integrated management – engage tangata whenua and the community in the protection of the values associated with identified rivers and lakes				
Option 8 Support for community restoration initiatives	Med	Yes	✓	Method 52
Doing nothing				
Option 9 No intervention	Low	No	✗	

Table 5: Results as to the most appropriate of policy and method options to achieve Objective 13

5.4 Discussion on selected options

A mix of targeted regulatory options, directing regional plans and resource management decision making in all local authorities (as an interim measure) is the most appropriate way to achieve objective 13 and address freshwater issues 1, 2 and 3. The mix of regulatory options is options 1, 3, and 4. As it will take time for all of these options to be implemented, a number of non-regulatory options are considered appropriate, to support and complement the regulatory options. The non-regulatory options considered most appropriate in the mix, to address the issue and achieve the objective, are options 5, 6, 7 and 8.

This mix of options, taken collectively is considered the most appropriate, as they provide clear direction on the matters to be provided for and promoted to achieve objective 13 and address freshwater issues 1, 2 and 3.

Option 1 (policy 16, method 2) is to direct regional plans to protect the ecological function of water bodies. Option 4 (policy 42, method 4) is an interim policy that requires particular regard to be had by all local authorities, to the protection of aquatic ecosystem functioning when considering resource consents and when preparing regional and district plans and plan changes, prior to policies and rules being included in the relevant regional plans.

Options 1 and 4 provide clarity and certainty about the approaches to be taken through regulatory means to address adverse effects on the functioning of aquatic ecosystems. The Greater Wellington Regional Council controls activities in water bodies (discharges; taking, use, damming and diverting water) and the use of land for the purpose of the maintaining and enhancing ecosystems in water bodies. It is appropriate to achieve objective 13, that the regional plan is directed to include policies, rules and methods that protect ecological function, as required by option 1. City and district councils, as territorial authorities, manage the effects of the use and development of land. Having particular regard to the effects of activities on aquatic ecosystems is appropriate in all resource management decision-making to achieve Objective 13.

An alternative approach considered in option 2, to direct the regional plan to recognise the social and economic benefits of the use of water resources as well as having one that protects aquatic ecological function. It is not considered appropriate because it adds little to what is already required by the Act.

Option 3 (policy 17, method 2) and option 4 (policy 42, method 4) identify rivers and lakes with significant amenity and recreation values and significant indigenous ecosystems. The reports, Selection of rivers and lakes with significant amenity and recreational values (2009) and Selection of rivers and lakes with significant aquatic ecosystems (2009) outline the processes or methodology followed for the selection of rivers and lakes included within Appendix 1 of the proposed Regional Policy Statement.

The significant values of rivers and lakes are affected by some activities in water bodies (discharges; taking, use, damming and diverting water; uses of river and lake beds). It is appropriate to direct regional plans to protect the

identified values of the rivers and lakes listed in Appendix 1 of the proposed Regional Policy Statement. The significant values may also be affected by subdivision and development on land, so it is also appropriate to require district plan to have particular regard to the protection of the identified values of the rivers and lakes listed in Appendix 1 of the Regional Policy Statement.

Options 5 (method 8), 6 (method 29), 7 (method (31), and 8 (method 52) are specific non regulatory actions that Greater Wellington can take to provide information (including guidance) about restoration and enhancement, integrated management of resources, and to otherwise support community restoration initiatives.

Option 9, the do nothing option is not appropriate because, having regard to its efficiency and effectiveness, it will not achieve objective 13. The issue objective 13 addresses would continue unabated, and it would lead to increasingly unsustainable environmental outcomes, including economic, social and cultural outcomes. The wellbeing of the community would not be supported. As the issues have been found to be regionally significant (refer to criteria in appendix 1), doing nothing would be a dereliction of function and duty under the Resource Management Act.

Collectively, having regard to their efficiency and effectiveness, the regulatory options 1 (policies 16), 3 (policy 17) and 4 (policy 42), and the non-regulatory options 5 (methods 8), 6 (method 29), 7 (method 31) and 8 (method 52) are the most appropriate to achieve Objective 13.

5.5 Risk of acting or not acting if information is uncertain or insufficient

Each of the policies and methods to achieve objective 13 relies on information about freshwater resources, activities affecting them and/or work programmes already underway, which indicates the courses of action proposed will benefit functioning ecosystems in rivers, lakes and wetlands. The information used, that provides the basis for these interventions, comes from state of the environment monitoring, the monitoring of resource consents and feedback from, and reporting of existing programmes of work. It is not considered that there is either uncertain or insufficient information available, to formulate an appropriate response.

The risk of acting in the way proposed is that costs will be imposed on local authorities and on resource consent applicants or property owners (potentially for little gain in some instances).

The risk of not acting in the way proposed is that ecological functioning of freshwater ecosystems will continue to be impaired such that important ecological values will continue to be degraded and lost. There would very likely be irreversible loss of important natural resources in the Wellington region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

6. Evaluation of policies and methods to achieve Objective 14

The appropriateness of the policies and methods to achieve Objective 14 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information

6.1 Description of the range of policy and methods options to achieve Objective 14

Objective 14 seeks efficient use of water and that water is not wasted.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

6.1.1 Regulatory direction to district and/or regional plans

Option 1 – Direction to the regional plan to promote water use efficiency

This option requires the regional plan to promote the efficient use of water and water harvesting, including off-line storage.

Option 2 – Direction to the regional plan to prioritise water abstraction for the health needs of people

This option requires regional plans to give priority to the abstraction of water for the health needs of people.

6.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

Option 3 – Direction to consider managing water takes to ensure efficient use

This option requires Wellington Regional Council to have particular regard to the efficient use of water when considering resource consent applications.

Option 4 – Direction to consider water efficiency for subdivisions and development

This option requires city and district councils to have particular regard to the benefits of water collection, water demand management options, and water reuse and/or water recycling measures when making resource management decisions.

6.1.3 Non-regulatory options

Option 5 – Information about water conservation and efficient use

This option is to prepare and disseminate information about water conservation and the efficient use of water

Option 6 – Integrated management – to prepare a regional water strategy

This option is for the regional council to prepare and develop a strategy to provide guidance to local authorities on: sustainable water use, demand management and security of supply; and rural and urban water quality

Option 7 – Investigate the use of transferable water permits

This option is to investigate whether allowing water permits to be transferred will provide a more fair use of allocated water.

Option 8 – Support the community to use water efficiently

This option involves assisting the community to adopt sustainable practices and use water efficiently.

6.1.4 Do nothing

Option 10 – No intervention

This option offers no intervention to encourage efficient use of water.

6.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 14

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Regulatory direction to district and/or regional plans					
Option 1 Direction to the regional plan to promote water use efficiency	Establishes a consistent framework within which to develop regulatory provisions for efficient water use Provides clarity in direction for water use efficiency provisions in the regional plan. Increases the ability to critique regional plan water use and efficiency provisions by the provision of a policy framework and direction	Med	Decisions about water allocation are still in the context of the relevant water body but are made within a consistent policy framework Establishes a clear intent and direction for regulatory intervention Enables proposals to take water to be measured and compared against each other Reduces resources needed by applicants to interpret what is required and why – helping reduce time, money and other resources expended on process The total amount of water available from a water body remains the same but more efficient use by one user means more is available for others to use	Costs associated with research and analysis, consultation, policy development and implementation, including costs of region/district wide studies and investigations, and the costs of the plan change process itself. Ongoing implementation costs, including monitoring compliance delivery and outcomes to enable an evaluation of the effectiveness of the intervention Costs may be incurred in applying appropriate technology to ensure water use is efficient – such as the use of efficient irrigation technology.	Yes
Option 2 Direction to the regional plan to prioritise water abstraction for the health needs of	Establishes a consistent framework within which to develop regulatory provisions that prioritise water use Sets out a clear direction and intent for water use provisions in the regional plan.	High	Establishes a clear intent and direction for regulatory intervention Ensures that water supply for peoples' health needs is given priority in the policies and rules of regional plans	The use of water for economic benefit will be curtailed when water is required for the health needs of people Costs associated with governance and decision making processes to establish regulatory policy framework, and ongoing	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>people</p> <p>Provides certainty for people and communities about the priority that health needs of people has for water use</p> <p>Increases the ability to critique regional plan water use provisions by the provision of a clear policy framework</p>				<p>implementation costs through resource consents</p>	
Regulatory direction as to matters to be given particular regard in resource management decision making					
<p>Option 3</p> <p>Direction to consider managing water takes to ensure efficient use</p> <p>Establishes a consistent set of matters relating to efficient use of water that particular regard must be had to when making decisions on resource consent applications</p> <p>Provides an ability to critique matters relating to efficient use of water that need to be considered in the decision making process</p> <p>Provides clarity in direction for water use that particular regard must be had to in resource consent decision making</p> <p>Ensures that in the resource consent process, the amount of water sought by resource consent applicants is reasonably justified, water use is monitored, and applicants demonstrate that water is used efficiently.</p>	<p>Med</p>	<p>Resource management decisions are still made on a case by case basis but within a consistent policy framework</p> <p>Clarity is provided to water permit applicants on significant matters to be considered in the resource consent application process and the likely planning responses</p> <p>Increases transparency as to what is required and why – helping reduce time, money and other resources expended on process</p> <p>Resource users are only granted the amount of water they actually need.</p> <p>Information is available on the actual amount of water taken by resource users, which allows better assessment of how much water remains available to other users.</p> <p>Demand management is considered in the water permitting process, which is</p>	<p>Costs of any technical work to justify the volume of water sought – such as the influence of crop and soil type on the amount of water needed for irrigation.</p> <p>Costs of monitoring</p> <p>Cost of applying demand management measures</p>	<p>Yes</p>	

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Option 4 Direction to consider water efficiency for subdivisions and development	Establishes a consistent set of matters relating to efficient use of water that particular regard is had to when considering district plans and the development and subdivision of land Clarifies policy direction and intent for efficient use of water that particular regard must be had to when considering district plans and the development and subdivision of land Provides an ability to critique matters relating to efficient use of water that particular regard must be had to in the decision making process	Med	particularly beneficial for ensuring public water supply is used efficiently Resource management decisions are made on a case by case basis but within a consistent policy framework Clarity is provided to water users on significant matters to be considered in the subdivision and development of land – requires specific matters to be addressed Water is used more efficiently as a result of consideration in the resource consent process of water collection, water demand management options, and water reuse and/or water recycling measures	Costs of implementing water collection, water demand management options, and water reuse and/or water recycling measures	Yes
Non-regulatory options					
Option 5 Provision of information about water conservation and efficient use	Informing people and organisations about measures they can take to conserve water and use it more efficiently	Med	People and organisations are aware of the steps they can take to conserve water and use it more efficiently Assistance to people applying for resource consents	Cost to Greater Wellington of collating and preparing information	Yes
Option 6 Integrated management - prepare a regional water strategy	Enables local authorities to better integrate their management of freshwater resources.	Med	A more collective and integrated approach by local authorities to all aspects of freshwater management in the region without the use of regulation Greater level of agreement in how local	Costs to Greater Wellington in preparing the strategy and city and district councils engaging in its preparation.	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Option 7 Investigate the use of transferable water permits	Establishes whether allowing water permits to be transferred will achieve more equitable use of allocated water, and if so, what types of water transfer regimes should be applied in the Wellington region	Med	authorities will manage water Improved knowledge of whether allowing water permits to be transferred will achieve more equitable use of allocated water in the Wellington region, and the types of water transfer regimes that should be applied in the Wellington region	Cost to Greater Wellington of investigating transferable water permits	Yes
Option 8 Support the community to use water efficiently	Provides the community with information on how to conserve water and reduce demand for public water supply	Med	Implementation of water conservation measures by the community, such as water use and recycling measures will reduce demand to take water from water bodies for public water supply	The cost to local authorities of providing appropriate information and material for public education programmes	Yes
Doing Nothing					
Option 9 No intervention	Will not achieve the objective or address significant issues in the region for fresh water if there are no policies or methods in place. This option would therefore not be effective.	Low	Economic costs would be saved through not having to implement policies or methods.	The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act. Social and environmental costs could be significant, and could result in reduced economic opportunities.	No

Table 6: Evaluation as to the effectiveness and efficiency of policies and methods in achieving Objective 14

6.3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 14

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Regulatory direction to district and/or regional plans				
Option 1 Direction to the regional plan to promote water efficiently	Med	Yes	✓	Policy 18 and method 2
Option 2 Direction to the regional plan to prioritise water abstraction for the health needs of people	High	Yes	✓	Policy 19 and method 2
Regulatory direction as to matters to be given particular regard in resource management decision making				
Option 3 Direction to consider managing water takes to ensure efficient use	High	Yes	✓	Policy 43 and method 4
Option 4 Direction to consider water efficiency for subdivisions and development	Med	Yes	✓	Policy 44 and method 4
Non-regulatory options				
Option 5 Provision of information about water conservation and efficient use	Med	Yes	✓	Method 11
Option 6 Investigate the use of transferable water permits	Med	Yes	✓	Method 46
Option 7 Integrated management - prepare a regional water strategy	Med	Yes	✓	Method 33

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Option 8 Support the community to use water efficiently	Med	Yes	✓	Method 55
Doing Nothing				
Option 9 No intervention	Low	No	✗	

Table 7: Results of evaluation as to the most appropriate of policy and method options to achieve Objective 14

6.4 Discussion on selected options

A mix of targeted regulatory options, directing regional plans and resource management decision making in regional council (as an interim measure) is the most appropriate way to achieve objective 14 and address freshwater issues 1, 2 and 3. The mix of regulatory options is options 1, 2, 3 and 4. As it will take time for all of these options to be implemented, a number of non-regulatory options are considered appropriate, to support and complement the regulatory options. The non-regulatory options considered most appropriate in the mix, to address the issue and achieve the objective, are options 5, 6, 7 and 8.

This mix of options, taken collectively is considered the most appropriate, as they provide clear direction on the matters to be provided for and promoted to achieve objective 14 and address freshwater issues 1, 2 and 3.

Option 1 (policy 18, method 2) requires regional plans to promote the efficient use of water and water harvesting, including off-line storage. Surface water and groundwater in many parts of the region are fully allocated and the demand for water is increasing, particularly for public irrigation and public water supply. Specific mention of water harvesting highlights the important of practices such as off-line water storage in providing water for people’s use. Water harvesting enables water to be stored when it is plentiful, so that it is available for use when it is in short supply – such as during periods of low river flows or drought. The use of off-line storage also ensures that there are minimal adverse effects on aquatic ecosystems in rivers.

Option 3 (policy 43, method 4) requires Wellington Regional Council to have particular regard to the efficient use of water when considering resource consent applications. The specific matters that particular regard will be had to are identified and provide resource users with certainty about information they have to provide and what they have to address in their resource consent applications.

Promoting efficient use of water through regional plans and resource consents in options 1 and 3 (policy 18, method 2 and policy 43, method 4) are

appropriate because this will ensure that the best use is made of available water and water is not wasted. Giving this emphasis to the development of policy and rules in regional plans will ensure that specific actions are included in the provisions of regional plans and conditions on resource consents that enable water to be available for people's needs into the future.

Option 2 (policy 19, method 2) requires regional plans to give priority to the abstraction of water for the health needs of people. It gives certainty to all water users that people's health needs are the priority at times of water shortage and must be provided for first. It's appropriate that at times of low river flow and aquifer levels that water takes for people's health continue while other takes are required to cease.

Option 4 (policy 44, method 4) requires city and district councils to have particular regard to the benefits of water collection, water demand management options, and water reuse and/or water recycling measures when making resource management decisions. These are all matters that fall within the control of city and district councils and will contribute to more efficient use of water in the region. It's appropriate that they are considerations in the preparation of district plans and any applications for resource consents.

Non regulatory Options 5 (Method 11), 6 (Method 33), 7 (Method 47) and 8 (Method 55) recognise that promoting efficient use of water conservation cannot be achieved by regulatory means alone. They outline specific actions that Greater Wellington can take to provide information about water conservation and the efficient use of water; investigate transferable permits; better integrate sustainable water use, demand management and security of public water supply by local authorities; and provide assistance to the community on the adoption of sustainable practices to use water efficiently.

Collectively, having regard to their efficiency and effectiveness, the regulatory options 1 (policy 18), 2 (policy 19), 3 (policy 43) and 4 (policy 44), and the non-regulatory options 5 (method 11), 6 (method 46), 7 (method 33) and 8 (method 55) are the most appropriate to achieve Objective 13.

6.5 Risk of acting or not acting if information is uncertain or insufficient

Each of the policies and methods to achieve objective 14 relies on information about freshwater resources, activities affecting them and/or work programmes already underway, which indicate the courses of action proposed will benefit the management of water allocation. The information used, that provides the basis for these interventions, comes from state of the environment monitoring, the monitoring of resource consents and feedback from existing programmes of work. The risk of not taking any of the courses of action proposed is that the ability to achieve the objective will be reduced.

It is not considered that there is either uncertain or insufficient information available, to formulate an appropriate response.

The risk of acting in the way proposed is that costs will be imposed on local authorities and on resource consent applicants or property owners (potentially for little gain in some instances).

The risk of not acting in the way proposed is that freshwater resources will not be used efficiently, and increasing demand will lead to water shortages and conflict between competing uses, with a likely loss in economic advantages associated with the efficient use of this important natural resource in the Wellington region.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting

7. Evaluation of policies and methods to achieve objective 8

The appropriateness of the policies and methods to achieve Objective 2 are evaluated by looking at the effectiveness and the efficiency of the policy and method options, and the risks of acting or not acting if there is uncertain or insufficient information.

7.1 The range of policy and methods options considered

Objective 8 seeks to enhance public access to and along the coastal marine area, lakes and rivers.

In addressing this objective, the primary focus is to determine whether it can be best achieved through regulatory direction to plans or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory programs, or by doing nothing.

The public access issue and objective both address public access to and along the coastal marine area and rivers and lakes, the following assessment is therefore a combined evaluation as to the effectiveness and efficiency of the policies and methods for the coastal marine area and rivers and lakes.

7.1.1 Regulatory direction to district and/or regional plans

Option 1 – Direction to district plans to enhance public access to and along the coastal marine areas, lakes and rivers

This option requires district plans to enhance public access to and along the coastal marine area, lakes and rivers.

Option 2 – Direction to district plans to enhance public access to areas of the coastal marine area, and to lakes and rivers with significant values

This option requires district plans to enhance public access to and along the coastal marine area, and lakes and rivers with significant values.

7.1.2 Regulatory direction as to matters to be given particular regard in resource management decision making

Option 3 – Direction to consider public access to and along coastal marine areas, rivers and lakes

This option requires territorial authorities to have particular regard, within resource management decision making, to enhancing public access to and along the coastal marine area, lakes and rivers.

Option 4 – Direction to consider public access to areas of the coastal marine area, lakes and rivers with significant values

This option requires territorial authorities to have particular regard, within resource management decision making, to enhancing public access to and along areas of the coastal marine area, lakes and rivers with significant values.

7.1.3 Non-regulatory options

Option 5 – Identification of areas of lakes and rivers for improved public access

This option is to conduct investigations to identify areas of the coastal marine area, lakes and rivers where public access should be improved.

Option 6 – Support by facilitating the provision of public access

This option is to facilitate and encourage local authorities and land owners to provide access to waterways where there is an identified demand for that access.

7.1.4 Doing nothing

Option 7 – No intervention

This option offers no intervention to enhance public access to and along the coastal marine area, rivers and lakes.

7.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 8

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Regulatory direction to district and/or regional plans					
Option 1 Direction to district plans to enhance public access to and along the coastal marine area, lakes and rivers	Establishes a clear and consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to enhance public access at any opportunity there is to do so. Provides certainty that public access is important and benefits the region. However, lacks guidance as to how to prioritise or differentiate as to where and how best to enhance public access. Promotes greater certainty for individual applicants, the community of interested parties, and for councils about what the intent of the policy is. Increases the ability to critique provisions and rationale/s within plan making processes Changes to district plans however, would not need to be made until a plan was next reviewed, so effect would be delayed. Sets out the principles to be applied, but specific decisions would still be determined at the local level. Repeats the statutory requirements in the Resource Management Act (esplanade reserves - sections 229, 230, 231, 232).	Med	Resource management decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region. Establishes a clear intent – this assists territorial authorities in establishing local regulatory frameworks. Provides information for the community about when public access is not appropriate The direction is targeted and clearly attributed to a regionally significant issue – helping to reduce time, money and other resources on process. Less conflict, debate or contesting of the advantages and disadvantages of particular planning responses or proposals, as like or similar proposals are able to be categorised and the likely resource management responses are indicated generally, which helps to reduce conflict. The community as a whole agrees to various enhancement mechanisms through the plan making process.	On-going implementation costs for councils – to investigate, implement, to monitor compliance, to take enforcement action, to monitor delivery and environmental outcomes to enable an evaluation of the effectiveness of the intervention. The cause-effect relationship is direct and clear and the costs of any remedy are able to be attached directly to specific activities.	No

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	District plans should create the rule.		<p>Discourages ad-hoc development.</p> <p>Provision would be applied district wide, so less information is required for individual consent applications.</p>		
<p>Option 2</p> <p>Direction to district plans to enhance public access to lakes and rivers with significant values</p>	<p>Establishes a clear and consistent policy framework within which to develop regulatory provisions and/or actions within plans; requires all pertinent plans to enhance public access whenever there is an opportunity to improve access to areas identified as having significant values.</p> <p>Provides certainty that public access is important and benefits the region, particularly when it is to areas with significant values. However, this option still lacks guidance as to how these areas of significant value will be identified. This option would need to be associated with other options throughout the policy statement that seek to identify significant values, of relevance to 'public access provisions', particularly as these relate to the coastal marine area, and rivers and lakes.</p> <p>This options, is still limited in its guidance as to how best to enhance public access.</p> <p>Promotes greater certainty for individual applicants, the community of interested parties, and for councils about what the intent of the policy is.</p>	<p>High</p>	<p>Resource management decisions are still made on a case by case basis at the local level, but within a consistent policy framework across the region which describes the benefits to the region.</p> <p>Establishes a clear intent – this assists local authorities in establishing local regulatory frameworks.</p> <p>Provides information for the community about prioritising where public access ought to be enhances, and so helps to expedite the statutory processes.</p> <p>The direction is targeted and clearly attributed to a regionally significant issue – helping to reduce time, money and other resources on process.</p> <p>Less conflict, debate or contesting of the advantages and disadvantages of particular planning responses or proposals, as like or similar proposals are able to be categorised and the likely resource management responses are indicated generally, which helps to reduce conflict. Increased clarity and</p>	<p>On-going implementation costs for councils – to investigate not only areas of significance, but suitability and feasibility for 'enhancing' access, taking into account the needs of each of the 'significant values' in turn.</p> <p>Costs associated with implementation of not only the regulatory framework, but the 'enhancement' works, to monitor compliance, to take enforcement action, to monitor delivery and environmental outcomes to enable an evaluation of the effectiveness of the intervention.</p> <p>The cause-effect relationship is direct and clear and the costs of any remedy are able to be attached directly to specific activities.</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>Increases the ability to critique provisions and rationale/s within plan making processes</p> <p>Repeats the statutory requirements in the Resource Management Act (esplanade reserves - sections 229, 230, 231, 232). District plans should create the rule.</p>	<p>certainty for everyone.</p> <p>The community as a whole agrees to various priorities for enhancing public access, and on how best to 'enhance'.</p> <p>Discourages ad-hoc development.</p> <p>Positive social and environmental benefits to creating opportunities for access in district plans.</p> <p>Prescriptive but repetitive given that district plans should make provision for the creation of esplanade land, to recognise and provide for public access as a matter of national importance.</p> <p>Leaves considerable discretion, locally, as to what other mechanisms might be available or apply, to 'enhance' public access</p>			
Regulatory direction as to matters to be given particular regard in resource management decision making					
<p>Option 3</p> <p>Direction to consider public access to and along the coastal marine area, rivers and lakes</p>	<p>Sets out direction, but adds little in addition to what is already required in the Resource Management Act.</p> <p>Clarifies the intention, but does not outline the parameters needing to be considered for prioritising where or how to enhance public access.</p> <p>Other policies within the policy statement, will be identifying and seeking to protect significant values, including in the coastal marine area and alongside rivers and</p>	<p>Low</p> <p>Provides a consistent framework with regard to 'considerations' across the region.</p> <p>Allows some discretion and thus variation in interpretation and implementation.</p> <p>The management responses can be adapted to the specific proposal under consideration.</p> <p>While certain triggers or prompts</p>	<p>While clarifying the matters for consideration, specifying the full extent of matters may not lead to simplicity or certainty. Rather, it may add to complexity.</p> <p>Costs will be borne by some proposals as a result of their activity status as an application for resource consent, and the matters around which discretion and/or control are reserved.</p> <p>Costs will be borne by councils as they</p>	<p>No</p>	

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>lakes – a direction to enhance public access to any/all areas, might run counterproductive to efforts to protect significant values.</p> <p>Will result in confusion about relevant policies across the Regional Policy Statement and what ones should be applied.</p> <p>Provides an ability to critique what is considered important and relevant within decision making processes, and thus increase understanding of pertinent factors and intent. Transparent as to how these matters are to be treated in decision making. Improves understanding and enhances equity within resource management activity.</p> <p>The intervention may only be triggered for certain resource consent applications (where discretion is retained over such issues), which means a different set of benefits and costs to those arising from application at the plan making stage.</p> <p>Gives effect to NZCPS policies 3.5.1, 3.5.2& 3.5.3</p>	High	<p>demand certain considerations must be made, the responses or action that results is less certain than specific direction as to matters to be addressed by plans.</p> <p>The resource management response is less predictable or formulaic as might be anticipated under the earlier direction to district plans options, as decision makers exercise discretion in how they respond to considerations. This option allows for greater variance within the management response, to the triggers presented within a proposal.</p>	<p>must secure sufficient information pertinent to undertaking the required considerations, within decision making processes.</p> <p>Lead to duplication or conflicting requirements when consider the policy alongside other policies on significant values in the Regional Policy Statement – resulting in unnecessary additional costs.</p>	Yes
Option 4 Direction to consider public access to and along areas of the	Sets out direction, and adds guidance above and beyond what is required in the Resource Management Act. Clarifies the intention, and priority in specifying the relationship with other	High	Provides a consistent framework with regard to 'considerations' across the region. Allows for discretion and thus variation	Cost would be born more by some proposals due to the activity status of applications and the matters discretion and control is reserved over. Costs of investigations, justifications and	Yes

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>coastal and marine area, lakes and rivers with significant values</p> <p>policies within the RPS needing to be considered for prioritising where or how to enhance public access.</p> <p>Other policies within the policy statement, will be identifying and seeking to protect significant values, including in the coastal marine area and alongside rivers and lakes – a direction to enhance public access to any/all areas, might run counterproductive to efforts to protect significant values.</p> <p>Will result in confusion about relevant policies across the Regional Policy Statement and what ones should be applied.</p> <p>Provides an ability to critique what is considered important and relevant within decision making processes, and thus increase understanding of pertinent factors and intent. Transparent as to how these matters are to be treated in decision making. Improves understanding and enhances equity within resource management activity.</p> <p>The intervention may only be triggered for certain resource consent applications (where discretion is retained over such issues), which means a different set of benefits and costs to those arising from application at the plan making stage.</p> <p>Gives effect to NZCPS policies 3.5.1, 3.5.2& 3.5.3</p>		<p>in interpretation and implementation.</p> <p>The management responses can be adapted to the specific proposal under consideration.</p> <p>While certain triggers or prompts demand certain considerations must be made, the responses or action that results is less certain than specific direction as to matters to be addressed by plans.</p> <p>The resource management response is less predictable or formulaic as might be anticipated under the earlier direction to district plans options, as decision makers exercise discretion in how they respond to considerations. This option allows for greater variance within the management response, to the triggers presented within a proposal.</p> <p>The benefits are higher than in option 1 and 2, as the requirement are not as directive or strong so the requirement to “consider” allows each significant values context to be evaluated and appropriate public access enhancement mechanisms devised, in response to the specific circumstances.</p>	<p>addressing particular matters which are site specific are borne by the applicant.</p> <p>Costs lie more with the developer as applications have to address matters specifically on a case by case basis.</p> <p>Costs will be borne by some proposals as a result of their activity status as an application for resource consent, and the matters around which discretion and/or control are reserved.</p> <p>Costs will be borne by councils as they must secure sufficient information pertinent to undertaking the required considerations, within decision making processes.</p> <p>Flexibility carries some costs, as it might be thought necessary to treat each application as unique, rather than allowing a standardised response to develop.</p>		

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Non-regulatory options					
<p>Option 5 Identification of areas of lakes and rivers for improved public access</p>	<p>Saves individuals and businesses from conducting personal research and investigations</p> <p>Gets information to wide audience and raises awareness of public access issues</p> <p>Helps the community and developers understand public access issues, and assists in formulating proposals for enhancing public access</p> <p>However, there is no obligation or compulsion to follow through using this approach alone, so needs to be combined with regulatory option.</p> <p>Could be effective if all relevant local authorities commit to utilising the information gathered from the investigation.</p> <p>However not certain that the action will be appropriately resourced or implemented</p> <p>May not influence private developments</p>	<p>Med</p>	<p>Free information and advice made available for land owners and developers, which could beneficially influence design of proposals which avoid, remedy or mitigate adverse effects on public access or alternatively may enhance public access.</p> <p>Information increases community awareness of public access issues and the need to prepare and plan developments to take account the need to maintain and enhance public access.</p> <p>Could engender a more positive/cooperative response from developers because it is non-regulatory.</p> <p>Allows for a flexibility of approach and /or response</p> <p>Recognises that people can do the right thing.</p> <p>Economically efficient if stimulates private development and effort.</p> <p>Provide information on areas where public access should be made available. Developers could use the information to design proposals which recognise the national importance of providing access to values attached to highly regarded lakes and rivers and</p>	<p>Relatively cheap to do because it does not require specific identification of values, but there is the cost of preparing, printing and distribution of material about where access ought to be enhanced, and guidance on how to enhance access.</p> <p>Costs include lack of enforceability and no certainty of compliance and enforcement; particular values are still not identified; principles could be incorrectly applied</p> <p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Actions could lead to protracted negotiations and potentially poor results.</p> <p>Potential higher environmental costs as lesser commitment to get things done.</p>	<p>Yes</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
			<p>the coast.</p> <p>Information could increase community appreciation of the values and involvement in ensuring access to them.</p>		
<p>Option 6</p> <p>Support by facilitating the provision of public access</p>	<p>Could be effective if all relevant local authorities commit to doing them.</p> <p>However not certain that the actions will be achieved and can be appropriately resourced.</p> <p>May not be effective in influencing private developments.</p> <p>Ineffective as councils are likely to be less committed to doing them.</p>	<p>Low</p>	<p>Allows for a flexibility of approach</p> <p>Recognises that people can do the right thing.</p> <p>Economically efficient as stimulate development and effort.</p> <p>Low environmental and social benefits due to the lack of certainty of where and when to provide access.</p> <p>Allows for flexibility of approach rather than imposition of regulatory policies.</p>	<p>The application of relevant works in local authority developments may increase public spending on public developments, activities and infrastructure.</p> <p>Could lead to protracted negotiations and potentially poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>'low cost' option as this approach is 'voluntary' and could potentially lead to poor results.</p> <p>Potential environmental costs because of a lesser commitment to get things done.</p> <p>Non regulatory provisions may not be very effective, particularly it relies on the work programmes of councils and the good will of land owners.</p>	<p>Yes</p>
<p>Doing Nothing</p>					
<p>Option 7</p> <p>No intervention</p>	<p>Will not achieve the objective or address significant issues in the region for public access if there are no policies or methods in place. This option would therefore not be effective.</p>	<p>Low</p>	<p>Economic costs would be saved through not having to implement policies or methods.</p>	<p>The issue will continue in the same trend or pattern, and the objective will not be achieved. Doing nothing will not achieve the purpose of the Resource Management Act.</p> <p>Social and environmental costs could be significant, and could result in reduced</p>	<p>No</p>

Policy and method options	Analysis of effectiveness	Effectiveness Rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
				economic opportunities.	

Table 8: Evaluation as to the effectiveness and efficiency of policy and method options to achieve Objective 8

7.3 Selection of most appropriate policy and method options to achieve Objective 8

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Regulatory direction to district and/or regional plans				
Option 1 Direction to district plans to enhance public access to and along the coastal marine area, lakes and rivers	Med	No	x	
Option 2 Direction to district plans to enhance public access to lakes and rivers with significant values	High	No	x	
Regulatory direction as to matters to be given particular regard in resource management decision making				
Option 3 Direction to consider public access to and along the coastal marine area, rivers and lakes	Low	No	x	
Option 4 Direction to consider public access to and along areas of the coastal and marine area, lakes and rivers with significant values	High	Yes	✓	Policy 52 and method 4
Non-regulatory options				
Option 5 Identification of areas of lakes and rivers for improved public access	Med	Yes	✓	Method 50
Option 6 Support by facilitating the provision of public access	Low	No	x	

Policy and method options	Effectiveness	Efficient?	Selected (most appropriate) option(s)	Proposed policies and methods
Doing Nothing				
Option 7 No intervention	Low	No	x	

Table 9: Selection of most appropriate of polices and methods to achieve Objective 8

7.4 Discussion of options

The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers is a matter of national importance. It is highly desirable that existing legal and physical access is maintained and enhanced so people can continue to enjoy the areas they are currently able to access and their associated values. It is also important to facilitate and encourage the provision of additional, new public access where appropriate and as opportunity arises.

Coastal and freshwater resources and associated values have been compromised to varying degrees and extents, and the pressure of inappropriate subdivision, use and development is increasing. Many of the access points and routes have not been specifically identified or recognised formally or informally in many areas. As such, there is a high risk of continuing loss and degradation of public access to the coastal marine area and to water bodies if no action is taken.

These factors lead to a planning response that utilises a mix of regulatory and non-regulatory options, as the most appropriate option to achieve objective 8. That is, the option assessed to be the most appropriate, in terms of its effectiveness and efficiency is option 4 (policy 52, method 4) and option 5 (method 50) in combination.

Option 1 (to require district plans to include policies, rules and methods to enhance public access such as the taking of esplanade land for public access as part of subdivision of land, to and along the coastal marine area, lakes and rivers) is not the most appropriate because of the mandatory requirement in the Resource Management Act for the creation of esplanade land. Option 1 does not add any value by ‘repeating’ the provisions in the Resource Management Act (such as sections 229-237). Option 1 is considered inefficient, as it would necessitate provisions to enhance public access to any and all areas associated with the coastal marine area, rivers and lakes, which would not necessarily lead to an ‘enhancement’ of public access, or the enjoyment by the public of the values associated with these places.

Similarly, Option 2, even though it would require district plans to enhance public access to ‘significant’ values, is not appropriate, as there is limited ability to guide territorial authorities in a generic way, about how best to balance the requirement for public access against the needs associated with the

significant value/s identified as possibly candidates for enhanced access by the public. It is considered more appropriate, that local authorities engage communities, via the non-regulatory option 5, it investigations to identify areas for improved public access.

Option 3 (directing considerations on public access in resource management decision making) is not appropriate as there is insufficient information about areas to which public access ought to be or could be enhanced.

Option 4, to considering specific matters in resource management decision making offers the opportunity to include the provision and/or enhancement of public access, where significant values, identified via other policies, have been identified, and thus have triggered certain consideration. Option 4, therefore, is considered the most appropriate of the regulatory options, to address the issue and to achieve objective 8.

Delivering public access opportunities through option 4 requires the implementation of other policies in the Regional Policy Statement which define those significant values - such as outstanding natural features and landscapes Policy 20 requires the identification of places, sites and areas with significant historic heritage values. Policy 22 requires the identification of indigenous ecosystems and habitats with significant biodiversity values. Policy 24 requires the identification of outstanding natural features, landscapes and significant amenity landscapes.

Option 6, to facilitate and encourage the voluntary provision of public access, is not selected as this approach primarily relies upon how city and district councils priorities their work programmes, and on the protection of resources and the goodwill of landowners. This option could only be appropriate in conjunction with regulatory options.

Option 7, to do nothing, is assessed as not being appropriate to achieve the objective and bearing very high risk of decreasing public access to significant values, even though the cost to applicants may be minimal.

7.5 Risk of acting or not acting if information is uncertain or insufficient

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

There is both uncertain and insufficient information about existing public access to the coastal marine area, lakes and rivers, and also about the particular areas with significant values that may warrant the provision and enhancement of public access. For example, to be to access outstanding natural landscapes and significant amenity landscapes, ecosystems and habitats with significant biodiversity values, historic heritage places, sites, or areas. It is also fair to say there is insufficient information within the region to enable communities to prioritise their aims and needs in terms of enhancing public access, other than the imperative provided for in Part II of the Resource Management Act,

relating to the coastal marine area, lakes and rivers and in the New Zealand Coastal Policy Statement, and the statement of issue provided at the beginning of this report.

The risk of acting in the way proposed is that some costs will be imposed on local authorities and applicants for resource consents, potentially for little gain in some instances.

The risk of not acting in the way proposed is that the enhancement of public access will continue to be addressed inconsistently and in an ad hoc way, and this important issue may not be identified as a pertinent consideration in some instances of resource management decision making where it ought to be included, and will therefore not be provided for appropriately. At best this will mean that territorial authorities, communities and individuals will not be able always to make informed choices in relation to public access. At worst, there may be a continued and even accelerated decline in public access, or it could continue to be provided for in places where people cannot take advantage of it.

It is clear to Greater Wellington that the risk of acting is much less than the risk of not acting.

Appendix 1: Criteria used to determine regionally significant issues

The criteria used for determining whether an issue was a resource management issue of regional significance were:

- The issue was a natural or physical resource management problem.
- The issue was to be of regional significance (see further criteria below).
- The issue was about achieving the purpose of the Resource Management Act.
- The issue did not “repeat” the Resource Management Act, the New Zealand Coastal Policy Statement, any other national policy, or another issue in the Regional Policy Statement.
- The issue was explained in the context of the Wellington region.

Regional significance was determined using the following criteria

- The issue concerns a resource which is regionally significant, and the issue requires integrated management at a regional level ; and
- There is a potential shortage of the resource and resultant allocation issues; or
- There is a significant level of conflict over the resource which is either occurring or is foreseeable over the next 10 years; or
- The resource is potentially subject to significant adverse effects at a regional level; or
- There are significant issues in terms of Part 2 of the Resource Management Act which are, or are likely to, arise at a regional scale (eg maintenance and enhancement of access along waterways); or
- The community has signalled that it regards a particular issue as being of regional significance; or
- The issue is one of national significance (eg preservation of natural character) and requires regional intervention; or
- The issue is one of district significance but requires regional intervention; or
- The matter is one which a National Policy Statement or National Water Conservation Order requires to be addressed.

Appendix 2: References

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