

PROPOSED GORE DISTRICT PLAN SECTION 32 REPORT

RURAL ZONES



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Glossary of Terms

Resource Management Act 1991	RMA or 'the Act'
Gore District Council	GDC or 'the Council'
Operative District Plan	ODP
Proposed District Plan	PDP
National Planning Standards 2019	PS
Southland Regional Policy Statement 2017	RPS
National Policy Statements	NPS
National Policy Statement on Highly Productive Land	NPS-HPL
National Policy Statement for Freshwater Management	NPS-FM
National Policy Statement for Electricity Transmission 2008	NPS-ET
National Policy Statement for Urban Development	NPS-UD
National Policy Statement on Renewable Energy Generation 2011	NPS-REG
National Environmental Standards	NES
National Environmental Standard for Freshwater 2020	NES-F
National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011	NES-CS
National Environmental Standards for Plantation Forestry 2017	NES-PF
National Environmental Standards for Telecommunications Facilities 2016	NES-TF
Crime Prevention Through Environmental Design	CPTED
Permitted Activity	PA
Controlled Activity	CA
Restricted Discretionary Activity	RDA
Discretionary Activity	DA
Non-complying Activity	NCA
Land Use Capability	LUC
New Zealand Land Resource Inventory	NZLRI
Gross Domestic Profit	GDP

1. Executive Summary

Section 32 of the Resource Management Act 1991 ('the Act' or 'the RMA') requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act. The policies and methods of those proposals are examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. The analysis set out in this report is to fulfil the obligations of the Council under s32 of the Act.

This section 32 evaluation report relates to the evaluation of options for the Rural Zones under the Gore District Plan. The Rural Zones determined as suitable for the Gore District are the General Rural, Rural Lifestyle and Settlement Zones. Objectives, policies, rules and standards for these zones are located within Part 3 – Area Specific Matters in the Rural Zones Chapter as required by the National Planning Standards (PS).

Rural Zones enable primary production and rural industry activities, which provide for produce and products for the New Zealand community and for exporting. Settlement areas enable residential clusters with small scale community facilities and business to support the rural sector. The Rural Lifestyle zone enables smaller scale farming, as well as rural amenity living.

Retaining General Rural zoned land to meet current and future needs of the community is an important part of providing for the social, cultural and economic needs of the district, as well as the wider communities that the products go to. To ensure rural land is maintained for its primary purpose of production, creating separate areas for rural living (via the Rural Lifestyle Zone) is important to prevent the ad hoc lifestyle proliferation of the General Rural area. Settlements play a key role in supporting the rural community through facilities such as schools and sports facilities.

The protection of rural land with high class soils gives effect to the National Policy Statement – Highly Productive Land (NPS-HPL). The NPS-HPL requires that highly productive land is maintained and protected from inappropriate development and subdivision.

This report evaluates the resource management issues relating to Rural Zones against the Operative District Plan (ODP) and Proposed District Plan (PDP) provisions to ascertain if they are the most efficient and effective means of achieving the purpose of the Act. The preferred option has been determined as the PDP. The PDP provides greater distinction of the purpose of different rural areas, providing clarity and direction for plan users and decision makers. It further ensures that high class soils are protected for primary production. The three rural zones will ensure high quality environmental, economic, social and cultural outcomes for people and the community.

The General Rural Zone, Rural Lifestyle Zone and Settlement Zone chapters will assist the Council to fulfil its statutory functions and responsibilities as required by the Act through the following proposed objectives, policies and rules:

- Objectives which seek to provide for three different Rural zones to meet the economic, cultural and social needs of the district, while protecting high class soil and rural character.
- Policies which:
 - provide direction on the types of activities which are appropriate within the zone;
 - protect highly productive land from inappropriate use and subdivision;
 - ensure suitable provision for services are provided;
 - maintain rural character and amenity.

- In keeping with the purpose of the rural zones, the rules provide for various rural activities with other compatible activities including:
 - Primary Production
 - Rural Industry
 - Woodlot
 - Conservation Activity
 - Residential Activity (for one residential unit per site, plus some provision for residential flats and additional units for farm workers)
 - Small scale industrial, commercial and education activities
 - Provision for homestays and home business
 - Rural commercial recreation activity
 - Equestrian facilities
 - Use of reserve land
 - Rural airstrip and helicopter landing areas
 - Visitor accommodation of residential
 - Emergency services
 - Rural produce retail activities
- A precinct is proposed in Mandeville, the 'Mandeville Aviation and Rail Precinct' which provides for:
 - Commercial activities
 - Community facilities
 - Industrial activity
 - Aviation activity
 - Agricultural and Pastoral activities
 - Temporary Events
 - Food and beverage activities
 - Conference facilities, and
 - Visitor accommodation
- Standards are provided to manage density and built form such as height, height to boundary, building size, building coverage, permeable area, setbacks from boundaries, setbacks from gravel roads, and setbacks from streams and rivers.

The existing Operative District Plan contains a Rural Zone, within Chapter 3 – Land Use Activities – A Framework and Chapter 4 – Land Use Activities - Rules. Key changes from the Operative District Plan include the following:

- Two additional rural zones with specific objectives and policies to explain the purpose of each rural zone and to provide greater clarity and certainty to plan users and decision makers. These objectives and policies replace the more generic objectives and policies in the ODP which predominantly relate to effects on amenity values.
- The separation of one Rural Zone into three ensures the range of activities enabled and managed are reflective of what is suitable for each zone and reflect the National Planning Standards description for each of the Rural Zones.
- Creation of Rural Lifestyle and Settlement Zones allow for a smaller lot sizes than what is currently in the ODP. A larger lot size is required for the General Rural Zone, in line with land uses anticipated in that zone and also to protect high class soils from rural lifestyle development. This is required to give effects to the NPS-HPL.

The changes reflect best practice, existing patterns of land use development, the National Planning Standards and higher order documents, including the NPS-HPL and Regional Policy Statement. The scale and significance of change from the ODP is considered to be low-moderate and therefore the level of detail and evaluation provided in this report is commensurate to this change.

2. Overview and Purpose

2.1 Introduction to the resource management issue(s)

The purpose of the General Rural, Rural Lifestyle and Settlement Zones is to provide zones where primary production activities, and activities which are compatible or support primary production are enabled and managed. The zones reflect existing land uses, settlement areas and rural living development. The provisions provide a range of rural living options, while protecting farmland from non-rural development. This will ensure there are opportunities to meet current and future economic and social needs of the community.

The provisions seek to address and manage the following issues:

1. Agriculture is the backbone of the local economy. The 2ha minimum lot size enables rural lifestyle proliferation through the Rural Zone and the subdivision, and can result in the loss of highly productive land and farmland available for primary production;
2. While existing and future primary production needs to be provided for, there are other activities such as rural industry, rural commercial recreation activities, and certain infrastructure projects that also rely on the rural resource, and need the ability to locate there;
3. There is demand for rural lifestyle opportunities for sites down to 1ha in size, which is not provided for by the Operative Plan. It is a balance to provide for rural lifestyle living opportunities, while protecting rural land from the ad hoc and potential proliferation of rural lifestyle sections through the rural area;
4. The Settlements within Gore District are zoned rural and have a minimum lot size of 2ha. This limits the ability to provide for the range of activities to meet the needs of these settlement areas, and provides a barrier to providing for their growth;
5. Rural Lifestyle and other non-rural activities occurring in the Rural Zone increase the reserve sensitivity effects on primary production and rural industry.

2.2 Purpose of the report

The purpose of this report is to provide an evaluation of the proposed provisions in accordance with the requirements of Section 32 of the RMA 1991.

The PDP includes a General Rural Zone, Rural Lifestyle Zone and Settlement Zone, which are consistent with the requirements of the National Planning Standards. These zone chapters each contain objectives, policies, rules and standards to enable primary production, residential activities and compatible activities whilst managing any associated adverse effects.

This report provides information on the issues the provisions seek to address; the research undertaken; and an evaluation of the provisions relating to the Rural Zone within the ODP. The appropriateness of the proposed objectives to achieve the purpose of the Act are assessed, and the effectiveness and efficiency of the policies, rules and standards which give effect to the Objectives.

An assessment of the scale and significance of the provisions will inform the level of detail included in this report.

3. Statutory and Policy Context

3.1 Resource Management Act

In carrying out a s32 analysis, an evaluation is required of how the proposal achieves the purpose and principles contained in Part 2 of the RMA.

Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources.

Sustainable management means *managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety, while –*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

In achieving this purpose, authorities also need to recognise and provide for the matters of national importance identified in s6, have particular regard to other matters referred to in s7 and take into account the principles of the Treaty of Waitangi referred to in s8.

Section 6

The s6 matters relevant to this topic are:

- (a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:
- (b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:
- (e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:
- (h) the management of significant risks from natural hazards.

Section 7

The s7 matters that are relevant to this topic are:

- (b) the efficient use and development of natural and physical resources:
- (d) intrinsic values of ecosystems:
- (f) maintenance and enhancement of the quality of the environment: and
- (g) any finite characteristics of natural and physical resources.

Section 8

Section 8 of the RMA requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Hokonui Rūnanga, who are mana whenua, have partnered with the Council in the preparation of the PDP.

Section 31

Section 31 sets out the functions of territorial authorities to give effect to the Act which include the following relevant matters:

- (a) *the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
- (aa) *the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:*
- (b) *the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*
 - (i) *the avoidance or mitigation of natural hazards; and*
 - (iia) *the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:*
 - (iii) *the maintenance of indigenous biological diversity:*
- (d) *the control of the emission of noise and the mitigation of the effects of noise:*
- (e) *the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:*
- (f) *any other functions specified in this Act.*

Section 31 is relevant insofar as it requires the Council to establish, implement and review a District Plan which contains objectives, policies and methods to achieve a range of purposes, as listed above. This report considers the appropriateness of the new objectives within the PDP to achieve the purpose of the Act. The review of the ODP and the establishment of a new District Plan allows Council to give effect to Section 31.

3.2 National Policy Statements

The Section 32 - Overview Evaluation Report includes details and a brief assessment of all National Policy Statements (NPS). The following NPS are relevant to the Rural Zones:

- NPS for Highly Productive Land 2022
- NPS for Freshwater Management 2014
- NPS for Renewable Energy Generation 2011

National Policy Statement on Highly Productive Land (NPS-HPL)

The NPS-HPL became operative on 17 October 2022. The NPS-HPL seeks to ensure that the most favourable soils for food and fibre production are protected now and for future generations.

The issues the draft NPS-HPS seeks to address are:

- Urban land expanding on to New Zealand's most productive land,
- The creation of rural lifestyle properties is reducing the availability of highly productive land, and
- Reverse sensitivity – when new land uses conflict with existing uses.

Environment Southland is required to map highly productive land within the Gore district that meets the following criteria:

- (a) *is in a general rural zone or rural production zone; and*
- (b) *is predominantly LUC 1, 2, or 3 land; and*
- (c) *forms a large and geographically cohesive area.*

The NPS-HPL defines highly productive land as land mapped by Regional Councils, or in absence of that, in the interim, highly productive land is a land parcel defined as Land Use Capability (LUC) 1, 2 and 3 as mapped by the New Zealand Land Resource Inventory (NZLRI). Based on NZLRI maps, Gore District has some LUC 1 and LUC 2 soil, and a lot of the district is LUC 3 soil.

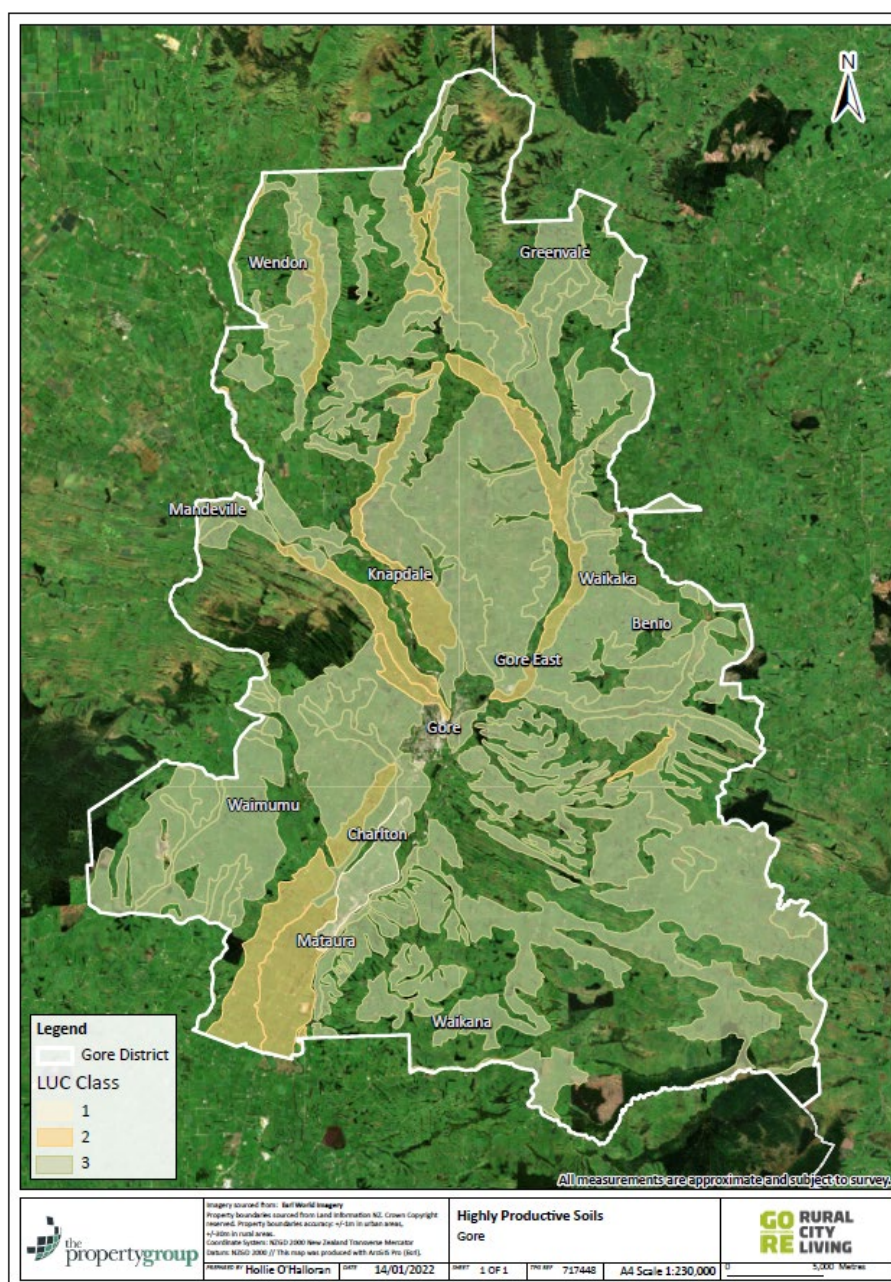


Figure 1: Highly Productive Land within Gore District

The NPS-HPL regulates highly productive land within the General Rural and Rural Production Zones only, and does not relate to the Rural Lifestyle Zone, Settlement Zone, special zones, or urban zones. These are National Policy Standard zones.

The ODP precedes these National Planning Standard zones being introduced. The ODP has a “Rural” zone which functions essentially for primary production, rural lifestyle, and includes three settlements. The zone density allows or subdivision down to 2ha, which is reflective of a rural lifestyle sized site. As such, the ODP does not suitably align with the NPS-HPL, as the ODP does not follow the National Planning Standard zonings referenced in the NPS-HPL.

It is proposed to separate the operative “Rural” zone into zones that align with National Planning Standard zones and various rural zoning options have been assessed.

The NPS-HPL would then apply to the “General Rural” land going forward, where that land is highly productive.

The NPS-HPL seeks to protect highly productive land from inappropriate subdivision, use or development by:

- Prevent the change of zoning to Rural Lifestyle zoning or urban zoned land (unless can meet policy test in clause 3.6);
- Avoid subdivisions that create rural lifestyle or urban lots;
- Provides for activities that may be appropriate, and avoid those that are not. Specified appropriate land use activities are:
 - Primary production
 - Supporting activities, which is defined as *those activities reasonably necessary to support land-based primary production on that land (such as on-site processing and packing, equipment storage, and animal housing)*
 - That address a high risk to public health and safety
 - That is, or is for, a purpose associated with a matter of national importance under section 6 of the RMA
 - On land specified as Māori land
 - It is for the purpose of protecting, maintaining, restoring, or enhancing indigenous biodiversity
 - It provides for the retirement of land from land-based primary production for the purpose of improving water quality
 - It is a small-scale or temporary land-use activity that has no impact on the productive capacity of the land, e.g. home business, or visitor accommodation of a bed and breakfast scale
 - it is for an activity by a requiring authority in relation to a designation or notice of requirement under the Act
 - it provides for public access
 - it is associated with one of the following, and there is a functional or operational need for the use or development to be on the highly productive land:
 - (i) the maintenance, operation, upgrade, or expansion of specified infrastructure
 - (ii) the maintenance, operation, upgrade, or expansion of defence facilities operated by the New Zealand Defence Force to meet its obligations under the Defence Act 1990
 - (iii) mineral extraction that provides significant national public benefit that could not otherwise be achieved using resources within New Zealand

- (iv) aggregate extraction that provides significant national or regional public benefit that could not otherwise be achieved using resources within New Zealand.

The PDP has a minimum lot size of 8 hectares in the General Rural Zone. A key reason for this is to avoid rural lifestyle development in the General Rural Zone. In turn, protecting the General Rural Zone for primary production, and other activities that rely on the rural resource (e.g. rural industry). To provide for rural lifestyle living, a Rural Lifestyle Zone has been created where rural land is already fragmented, either around settlements, or where rural lifestyle development is already occurring. The Settlement Zone and Rural Lifestyle Zone areas do not extend into larger landholdings that are LUC-1 and LUC-2 land, but instead focus on LUC-3, to avoid the more productive parts of the district (based on the LUC mapping). The rule framework of the General Zone enables primary production and supporting activities. Compatible activities are permitted or managed whilst unanticipated activities are avoided.

A Rural Industry Precinct is proposed for land south of Mataura. The precinct is located on land previously identified (by the Ready for Tomorrow Spatial Plan¹ and in the draft District Plan) as being suitable for industrial zoning. However, following more detailed analysis into constraints within the area, including geotechnical constraints from historic mines and flood hazard risk from the Waimumu stream it was considered inappropriate to proceed with an urban zoning for the land.

However, although the land will be zoned General Rural the Rural Industry Precinct provisions enable larger scale rural industries to establish which may impact on the availability of productive land. As the land was identified as being suitable to accommodate growth through industrial rezoning in the Ready for Tomorrow Spatial Plan the Regional Council could consider excluding the land from mapped highly productive land under clause 3.5(7)(b)(i) of the NPS-HPL.

The outcomes sought through the PDP provide a balance between providing for growth to meet the identified demand, in the form of the precinct provisions, and managing effects on highly productive land, noting the LUC 2 soils as well as the recommendations within the Spatial Plan.

National Policy Statement for Freshwater Management (NPS-FM)

The NES-FM seeks to:

- Protect existing inland and coastal wetlands
- Protect urban and rural streams from in-filling
- Ensure connectivity of fish habitat (fish passage)
- Set minimum requirements for feedlots and other stockholding areas.
Note: winter barns are excluded from the provisions around stockholding areas (including feedlots)
- Improve poor practice intensive winter grazing of forage crops
- Restrict further agricultural intensification until the end of 2024
- Limit the discharge of synthetic nitrogen fertiliser to land, and require reporting of fertiliser use.

¹ [Spatial Plan - Ready for Tomorrow - Gore District Council \(goredc.govt.nz\)](https://www.goredc.govt.nz/spatial-plan-ready-for-tomorrow/) section 3.3.2

There are a number of rivers, streams and wetlands in the district.

The NES-FM is administered by the regional council, however there cannot be a District Plan rule that is more enabling than certain NES-FM rules.

National Policy Statement on Renewable Energy Generation 2011 (NPS-REG)

The NPS-REG requires Councils to recognise and provide for the benefits of renewable electricity generation.

Rural land is the majority of the district. It typically has large land holdings and is separated from more dense urban areas. As such, the rural area is typically the place where renewable energy generation, such as wind farms or solar farms, would be located.

Provisions relating to renewable energy generation in the rural areas are covered off in the Energy Chapter. A supporting policy is however included in the General Rural Chapter (GRUZ-P13). Energy generation is further discussed in the Energy and Infrastructure s32 report.

3.3 National Environmental Standards

The Section 32 - Overview Evaluation Report includes details and a brief assessment of all National Environmental Standards (NES).

The following NES are relevant to the rural zones:

- NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2011
- NES for Plantation Forestry 2017
- NES for Freshwater 2020

National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NES-CS)

The NES-CS seeks to identify and manage contaminants in soil to protect human health. The NES-CS regulates change of land use, earthworks, fuel tank removal and subdivision of areas identified on the hazardous industries and activities list (HAIL).

In rural areas, there can be HAIL sites due to the likes of pesticide spraying, sheep dips, and other activities that use or store chemical contaminants.

The NES-CS does not regulate what a district plan can and cannot cover. It acts as an additional level of regulation specific to managing the issue of contaminants in soil and the potential effects on human health.

National Environmental Standard for Plantation Forestry 2017 (NES-PF)

The NES-PF seeks to provide for plantation forestry. It provides a permitted activity framework for forestry activities. The NES-PF permits commercial forestry greater than 1 hectare in rural areas. The NES-PF outlines where district plans can have specific rules in relation to forestry, being in areas containing outstanding natural features or landscapes, significant natural features, or certain geological areas. Otherwise, the NES-PF prevails over district plans and district plans cannot contain a rule framework that does not align with the NES-PF.

As such, plantation forestry in the General Rural Zone is permitted under the NES-PF, and no District Plan rules are included in the General Rural Chapter that would conflict with this.

National Environmental Standard for Freshwater 2020 (NES-F)

The National Environmental standards for freshwater came into effect September 2020 with two amendments relating to synthetic fertiliser and winter grazing in 2021 and 2022. This NES-F regulates activities that pose risks to the health of freshwater and freshwater ecosystems and sets standards designed to protect freshwater resources. Certain rural activities can impact freshwater. While most activities are managed by Regional Council, so matters, such as location of buildings such as wintering barns and also earthworks are managed by District Council's, including through the District Plan.

3.4 National Planning Standards

The National Planning Standards 2019 (PS) requires a more bespoke approach to planning zones than the ODP. This includes a clearer centre hierarchy, Rural Settlement Zones, and a wider range of Residential, Industrial and Rural Zones. The PS also provides the structure and form for the Plan content along with definitions and mapping criteria.

The National Planning Standards provides for four rural zones – Rural Production, General Rural, Rural Lifestyle and Settlement which are described as follows:

General rural zone	Areas used predominantly for primary production activities, including intensive indoor primary production. The zone may also be used for a range of activities that support primary production activities, including associated rural industry, and other activities that require a rural location.
Rural production zone	Areas used predominantly for primary production activities that rely on the productive nature of the land and intensive indoor primary production. The zone may also be used for a range of activities that support primary production activities, including associated rural industry, and other activities that require a rural location.
Rural lifestyle zone	Areas used predominantly for a residential lifestyle within a rural environment on lots smaller than those of the General rural and Rural production zones, while still enabling primary production to occur.
Settlement zone	Areas used predominantly for a cluster of residential, commercial, light industrial and/or community activities that are located in rural areas or coastal environments.

Under the PDP a General Rural Zone, Rural Lifestyle Zone and Settlement Zone are proposed.

The General Rural Zone has unique identifier – GRU

The Rural Lifestyle Zone has unique identifier – RL

The Settlement Zone has unique identifier - SET

The National Planning Standards direct that these zones sit within Part 3 – Area Specific Matters – Zones within the District Plan.

The following definitions are also provided within the National Planning Standards:

primary production	means: (a) any aquaculture, agricultural, pastoral, horticultural, mining, quarrying or forestry activities; and (b) includes initial processing, as an ancillary activity, of commodities that result from the listed activities in a); (c) includes any land and buildings used for the production of the commodities from a) and used for the initial processing of the commodities in b); but (d) excludes further processing of those commodities into a different product.
intensive indoor primary production	means primary production activities that principally occur within buildings and involve growing fungi, or keeping or rearing livestock (excluding calf-rearing for a specified time period) or poultry.
rural industry	means an industry or business undertaken in a rural environment that directly supports, services, or is dependent on primary production .

3.5 Regional Policy Statement

The Southland Regional Policy Statement 2017 (RPS) sets out the framework and priorities for resource management in the region. The RPS identifies the regionally significant issues around the management of the region's natural and physical resources and sets out what needs to be achieved (objectives) and the way in which the objectives will be achieved (policies and methods). The PDP is required to give effect to the Regional Policy Statement as required by section 75(3) of the RMA.

The RPS contains a chapter on rural land and soils – Chapter 5: Rural Land/Soils – which identifies the following issues for rural areas:

The rural land resource of Southland supports the economic and cultural life of Southlanders and must be safeguarded to provide for current and future generations. To achieve sustainable use of the rural land resource it is important to avoid:

- *degradation or loss of soils through poor management, for example by avoiding heavy stocking of soils vulnerable to structural compaction during wet periods;*
- *soil erosion, sedimentation, landscape impacts, and loss of biodiversity during land development activities.*

To achieve sustainable use of rural land resources, rural-residential subdivision must be undertaken in a way that achieves efficient use of soil and land resources. This means avoiding negative outcomes such as the loss of high value soils from productive use, inefficient use of transport networks, reverse sensitivity effects, or lack of available land following 'ring fencing' of urban areas by small landholdings.

The Southland RPS Chapter 5 also notes mineral extraction activities take place in the region. These activities need to occur in appropriate locations in the rural environment and may have adverse effects on road networks, and water flows and quality. The RPS also notes that rural land use can affect indigenous biodiversity and ecosystems.

Objective Rural.1 seeks to achieve the sustainable use of Southlands rural land resource. Objective Rural.2 requires the safeguarding the life-supporting capacity, mauri and health of soils in rural area.

The definition of 'Rural-residential development (lifestyle property)' in the RPS is "A semi-rural property comprising a house and land, that may be used for small-scale farming".

The relevant policies and methods of this chapter are:

Policy RURAL.1 – Social, economic and cultural wellbeing

Recognise that use and development of Southland's rural land resource enables people and communities to provide for their social, economic and cultural wellbeing.

Policy RURAL.2 – Land use change and land development activities

Manage subdivision, land use change and land development activities in rural areas of Southland, in a way that maintains or enhances rural amenity values and character.

Policy RURAL.3 – Land development on steep, mid-altitude and high-altitude land

Manage land development activities on steep, mid-altitude and high-altitude land to prevent or minimise the effects of erosion and sedimentation, and minimise changes in catchment water yield.

Policy RURAL.4 – Loss of high value soils from productive use

Avoid the irreversible loss of high value soils from productive use, through inappropriate subdivision, use and development.

Policy RURAL.5 – Effects of rural land development

The effects of rural land development shall be sustainably managed and land management practices encouraged so that:

- (a) soil properties are safeguarded;*
- (b) soil erosion is minimised;*
- (c) soil compaction and nutrient and sediment loss is minimised;*
- (d) soil disturbance is reduced;*
- (e) water quality is maintained or enhanced;*
- (f) indigenous biodiversity is maintained or enhanced;*
- (g) the mauri of water and soils is safeguarded.*

Policy RURAL.6 – Adverse effects of on-site wastewater systems

Make provision for the use of on-site wastewater systems in rural areas, provided new systems are not located within a site which is culturally sensitive to mana whenua and adverse effects, including cumulative effects, are avoided or mitigated.

Method RURAL.6 – Territorial Authority Management requires provisions in District Plans to "...

- (b) control the location, density, design and standard of urban expansion, residential and rural residential development on rural land, for example by:*
 - (i) developing subdivision and design standards to guide high quality land development, and guide resource management decisions that avoid or mitigate adverse effects on the community, landscapes and natural resources;*
 - (ii) promoting good practice and sustainable approaches to subdivision and development to landowners and developers;"*

Method RURAL.9 – Strategies encourages Local Authorities to ...

- "(a) Develop growth management strategies to guide urban growth, rural-residential development and the integration of infrastructure with land use."*

Method RURAL.10 – Investigation and Strategies encourages Local Authorities to "Collaborate to identify and map soils, important land and water resources and areas of valued rural character and amenity to assist in making decisions about future land management, including urban and rural-residential developments."

The vast majority of the Gore district is within the rural area. The community is centred around supporting rural production and related industries. A significant portion of the rural environment is further high class soils.

To date most district plans have relied solely on the Regional Policy Statements to provide strategic direction, as district plans must give effect to the RPS. The provisions of the

Southland RPS are summarised within the Section 32 – Overview Evaluation Report, however, the following provisions are particularly relevant to rural areas:

- Mauri and wairua are sustained or improved where degraded, and mahinga kai and customary resources are healthy, abundant and accessible to mana whenua
- Maintain or improve water quality and ensure flows, levels and allocation regimes safeguard the life supporting capacity of water while meeting user needs
- Achieve sustainable use of Southland’s rural land resource in respect of agriculture and primary sector activities, subdivision use and development, use of soil resources, and on-site wastewater systems
- Maintain and protect indigenous biodiversity
- Natural hazard risks are understood and avoided, remedied or mitigated, resulting in communities becoming more resilient
- Southland’s regionally and nationally significant infrastructure and critical infrastructure is secure, operates efficiently, and is appropriately integrated with land use activities and the environment.

3.6 Regional Plans

Environment Southland has prepared a number of Regional Plans, these include:

- Regional Air Plan 2016
- Effluent Land Application Plan 1998
- Regional Water Plan 2010

Environment Southland’s proposed Southland Water and Land Plan was made partially operative following a council meeting in January 2021 and will supersede the above.

The Southland Water and Land Plan (partially operative)

The Southland Water and Land Plan seeks to address activities that are known to have a significant effect on water quality, such as land use intensification, urban discharges, wintering and stock access to waterways. The entire plan is stated to embody the Ngāi Tahu philosophy of ki uta ki tai and uphold Te Mana o te Wai as the forefront of all discussions and decisions about water and land.

Regional Air Plan 2016

Discharges of contaminants into the air can affect the health of people and communities and the environment. The plan sets out the way in which Environment Southland will control and manage discharges, such as those from domestic sources, industrial and trade premises, other premises throughout Southland, odour, and motor vehicle emissions.

Regional Effluent Land Application Plan 1998

The plan remains in operation but will be superseded by the Southland Water and Land Plan once fully operational.

This Plan covers sewerage schemes, treatment of foul water by septic tanks, toilet facilities at visitor centres, rest areas and at tramping track huts, campervan and stock truck discharges, trade wastes, and other discharges that may have an effect on groundwater and surface water quality and public health in Southland. The plan looks at how Environment Southland will manage effluent and sludge in Southland.

Regional Water Plan 2010

The plan remains in operation but will be superseded by the Southland Water and Land Plan once fully operational.

The purpose of this Plan is to promote the sustainable management of Southland's rivers, lakes, groundwater, surface water, and wetland resources. The plan is aimed at enabling the use and development of fresh water where this can be undertaken in a sustainable way, providing a framework for activities, such as discharges to water, taking and using water, and structures and bed disturbance activities in riverbeds.

3.7 Iwi Environmental Management Plan(s)

‘Te Tangi a Tauria – The Cry of the People’ the Ngai Tahu Ki Murihiku Natural Resource and Environmental Management Plan identifies a broad range of relevant matters when considering where and how Gore grows and develops. In particular, there is a desire to:

- Limit the impacts of climate change on indigenous species and ecosystems and the risks of natural hazards by appropriately managing urban development and providing for sustainable energy and transport systems.
- Protect sites of significance and indigenous biodiversity areas along with appropriate management of water
- Limit impacts of industrial activity and subdivision by involving iwi in decision making processes and managing land use, building and water issues
- Providing appropriate infrastructure management

‘Te Tāhū o Te Whāriki’, the Ngāi Tahu Climate Change Strategy, identifies a need to assess future commercial risks; protect wahi tapu, mahinga kai and other taonga; prepare plans to relocate Marae and Runānga facilities threatened by increasing hazards; as well as influence agencies to develop climate change responses.

The ‘Te Tangi a Tauria – The Cry of the People’, the Ngai Tahu Ki Murihiku Natural Resource and Environmental Management Plan identifies a broad range of relevant matters when considering where and how Gore grows and develops. The plan recognises much of the natural landscape of the Southland Plains is modified through farming activity. For mana whenua, an important principle for land use in Southland is “matching land use with land capability”. This means taking a precautionary approach to land use, to ensure that what we do on land is consistent with what the lands can withstand, and not what we would like it to withstand through utilising external inputs. Such principles are relevant to use and development of the Rural Zones.

3.8 Other Legislation and Policy Documents

There is no other national guidance documents considered directly relevant to this topic.

3.9 One Network Framework

The One Network Framework (April 2021) has been established by Local Government NZ and Waka Kotahi, to provide guidance to Road Controlling Authorities about how to move from a vehicle volume approach to a network function approach. This approach aligns with the land use classification required by the National Planning Standards, such as Town and Local Centres and Settlement Zones, to enhance integrated land use and infrastructure decision making.

3.10 Other Local Policies, Strategies and Plans

Spatial plan, Ready for Tomorrow

In January 2020, the Council released a strategic planning document *Ready for Tomorrow – A Spatial Plan for the Gore District*, seeking public feedback on potential growth options for the main urban areas in the district. The document outlines the issues the Council considers important and possible future outcomes and opportunities. The Spatial Plan incorporates the cumulation of various Council initiatives in recent years, in particular the 2018 program Ready for Growth. The Ready for Growth programme provided impetus locally, as a community lead development strategy, applying the direction given by the Southland Regional Development Strategy at a district level. Its overall objective is to grow the district population by 1,500 people by 2030. Through extensive community consultation, Ready for Growth has identified a comprehensive overview of the socio-economic conditions required to generate sustainable growth and opportunity across the district. It provides an important strategic framework for the future.

The Spatial Plan identified three Settlement Areas, being Waikaka, Manderville and Pukurau, as well as identifying rural living areas around the Settlements and near the Maitua township.

In terms of rural areas, the document refers to proposed outcomes including the protection of high quality soils for primary production, and opportunity for rural residential development by creating rural residential areas. The document outlines that rural residential lots can vary in size from 1 to 8 hectares.

Subdivision and Land development bylaw

The subdivision and land development bylaw is intended to guide subdivision, land use and development within the district and is based on NZS 4404:2010, with modified content to meet local conditions. The bylaw seeks to ensure that subdivision, land use and development are undertaken in a manner that is environmentally sustainable and technically robust by providing requirements for roading and servicing connections and management as well as landscaping, earthworks and network utilities. In relation to rural areas, the bylaw includes controls for onsite services.

The bylaw requires roads in lifestyle blocks to be sealed if:

- (a) The subdivision is immediately adjacent to an existing developed urban resource area and has the potential to create a dust nuisance.
- (b) The longitudinal grade on roading is greater than 8% or scour is likely to be a problem because of the nature of the ground or of the construction materials.
- (c) The number of allotments serviced by the road is greater than 10.

Ready for Growth Action Plan 2018

No direct guidance, although the aims refer to “Rural City Living”.

Southland Regional Development Strategy 2015 (and Action Plan 2015-2025)

No direct guidance, although there is mention of providing attractive lifestyles and stronger rural communities.

3.11 Climate Change

The effects of climate change have been added to other matters decision makers should have particular regard to (RMAs7(i)).

In accordance with 2020 RMA amendments, by 2022 district plans must have regard to:

- the effects of climate change (adaptation)
- climate change mitigation and national adaptation, and
- contain emission reduction plans, prepared under the Climate Change Response Act 2002.

In general a compact urban form, with most activities located around good transport connections, and takes account of the changing nature of natural hazards will help achieve these requirements.

The effects of climate change have been given regard to by ensuring there are natural hazard provisions to manage development in the Settlements and Rural Lifestyle areas, and restrict development on areas of higher flood risk through keeping these areas as zoned General Rural. Rural Lifestyle zoning or expansion of the Settlement areas are avoided in flood risk areas, or in the case of Manderville, limited Rural Lifestyle zoning is proposed.

4. Resource Management Issue Analysis

4.1 Background

Section 2.1 of this report identified five resource management issues which the PDP provisions address, being:

1. **Agriculture is the backbone of the local economy. The 2ha minimum lot size enables rural lifestyle proliferation through the Rural Zone and the subdivision, and can result in the loss of highly productive land and farmland available for primary production**

The majority of the Gore district is rural. Farming and rural industry underpin the economic and social and wellbeing of the district. There are a range of established (e.g. dairy farming) and emerging (e.g. hemp production) production in the district. The *Gore District Plan Review Economic and Population Growth Analysis* identified that the district's primary attribute for driving economic growth is its prime agricultural land. It identified that the Gore district is one of the largest contributors to the Southland's gross domestic profit (GDP), with the largest proportion of GDP in the Gore district accounted for by primary industries such as agriculture, forestry, and manufacturing. In Gore, most people are employed in primary industries.

A significant portion of the district is highly productive land, and as per the NPS-HPL must be protected from inappropriate use and subdivision, including protecting highly productive land from both urban and rural lifestyle development.

2. **While existing and future primary production needs to be provided for, there are other activities such as rural industry, rural commercial recreation activities, and**

certain infrastructure projects that also rely on the rural resource, and need the ability to locate there.

The *Gore District Plan Review Planning for Growth* analysis concluded that to support the continued growth in the agriculture sector, the General Rural Zone should allow for the continued operation of agricultural activities and their supporting infrastructure. It should also have provisions that enable new technologies and operation models to be easily accommodated and the safeguarding of highly productive soils in line with National Policy direction.

Needs of the agriculture and rural industry may change over time, and new technologies and practices will evolve and grow. To provide for viable primary production and a range of rural industry and productive uses, the District Plan would need to be cognisant of future changes. From resource consent information it appears a recent change is wintering barns are being constructed, which brings about need for site coverage / building coverage provisions to provide for their establishment.

The study also concluded that other rural based industries which have shown growth over the last 10 years and are anticipated to continue to grow include forestry, energy generation and mining related activities. Gore's rural character and natural resources means it is well placed to support innovations in the clean energy sector, such as wind farms and solar energy. Smaller rural industry activities that occur within the district currently include grain storage and farm contractor yards.

The rural resource needs to be protected from rural lifestyle and urban development, to preserve land for primary production, rural industry and other activities that rely on the rural resource.

- 3. There is demand for rural lifestyle opportunities for sites down to 1ha in size, which is not provided for by the Operative Plan. It is a balance to provide for rural lifestyle living opportunities, while protecting rural land from the ad hoc and potential proliferation of rural lifestyle sections through the rural area.**

The *Ready for Tomorrow – Gore District Spatial Plan* has identified a need to provide for rural residential living sites between 1-8hectares in size. The Spatial Plan notes rural residential areas are required to protect other rural land and primary production, specifically highly productive land from rural residential subdivision.

The *Gore District Plan Review Planning for Growth* analysis further identified the need to provide a range and choice in housing, including rural lifestyle blocks. In particular, the market assessment concluded the need for rural lifestyle opportunities for those downsizing from larger farms or moving to the district for the rural lifestyle. This report documents that 897 out of 3048 lots in the districts Rural Zone are below 2 hectares. Further, the report concludes that from anecdotal evidence is that there is demand for 1 hectare rural lifestyle properties.

The greater the extent of development, the greater need or expectation that rural roads will be upgraded. Rural roads are often designed for low levels of traffic. The more rural lifestyle development reliant on a road, the more traffic generation there is due to the higher concentration of people, that typically have employment elsewhere, instead of working primarily on the farm they reside on. The *Gore District Plan Review Planning for Growth* analysis identified that rural lots under 8 hectares tend to be for hobby farms, rather than commercial farming, and are for rural lifestyle living. This sentiment is mirrored in the s32 report issued by the Ministry for the Environment for the NPS-HPL, which discusses lifestyle blocks as being between 2-8 hectares in size².

Rural lifestyle living can have different character and amenity expectations to the character and amenity associated with primary production and rural industry. Primary production and rural industry activities can generate more noise and smell than what might be anticipated by people residing on a lifestyle block. A rural setting doesn't equate to remote and tranquil living. As such, reverse sensitivity effects can eventuate on primary production, rural industry and associated activities such as agriculture aviation if there is ad hoc rural lifestyle throughout the rural area.

4. The Settlements within Gore District are zoned rural and have a minimum lot size of 2ha. This limits the ability to provide for the range of activities to meet the needs of these settlement areas, and provides a barrier to providing for their growth.

There are three settlement areas in the district, being Waikaka, Pukerau and Mandeville. They are rural service centres, with a mixture of residential, community, commercial, light industrial and education activities.

Currently these areas are zoned rural and have a minimum density of 2 hectares per site. This means that for many activities expected in the settlement, or further residential development that is consistent with the nature and character of the settlement area, resource consent is typically required.

These settlements need small scale commercial and community/education facilities to support the local and nearby rural populations.

5. Rural Lifestyle and other non-rural activities occurring in the Rural Zone increase the reserve sensitivity effects on primary production and rural industry.

The nature and character of the rural area, is that noise and smells can be generated from animals, machinery, agriculture aviation, etc. Non-rural activities, and specifically residential activity, can result in reverse sensitivity effects, due to sensitive activities being introduced into the rural environment.

² Page 29 NPS-HPL s32 report

To ensure the viability of the rural area, and enable a range of productive uses in perpetuity, non-rural activities need to be either avoided or managed to protect the rural environment from the reverse sensitivity effects of non-rural activities.

4.2 Operative Plan Approach

In the Operative District Plan, the minimum site size for subdivision in the Rural Zone is 2 hectares.

The Operative District Plan Rural Zone provides for the following permitted activities:

- (a) Agriculture;
- (b) Animal Boarding Activity;
- (c) Farm Quarry;
- (d) Essential Services;
- (e) Home Occupation;
- (f) Home Stay;
- (g) Land Development;
- (h) Residential activity on sites of minimum 2ha, and for sites between 2000m² and 2ha existing or approved prior to 27 March 2014;
- (i) Roadside Sales Activity;
- (j) Temporary Military Training;
- (k) Veterinary Clinic.

All other activities are Discretionary.

The Rural Zone has specific noise, light spill, daylight admission, yards, height, site coverage, signs, parking/loading, and hazardous substance permitted standards. Subdivision is a Restricted Discretionary Activity for sites that are 2ha or larger.

There are specific financial contributions listed for reserves contributions on sites less than 4ha, though these are in abeyance.

4.3 Effectiveness of Operative Plan

Table 1: Effectiveness of the Operative District Plan

Issue	Comment	Response
Protection of productive land for primary production	Primary production is the core industry in the district and needs to be protected from inappropriate rural lifestyle or urban development.	Separate the Rural Zone into three zones and increase the minimum lot size within the General Rural Zone to better protect it from rural lifestyle or urban development
Building coverage rules do not provide for sufficient large buildings such as wintering barns	This means resource consent is needed for an activity that is part of normal farming practice and, subject to location and scale would not generate inappropriate effects.	Increase the building coverage standards for buildings used for primary production activities

Range of activities provided for - providing for rural industry and other activities that rely on the rural resource due to its proximity to primary production or large land holding	There are a number of activities and industries that are most logically located in the rural area, such as grain storage and processing, or quarries.	Provide an enabling framework for rural industry and other activities that rely on the rural resource, subject to nature and scale standards, and where needed, matters of discretion to manage effects
Management of adverse effects of a variety of rural activities	Although the ODP contains general objectives and policies relating to amenity values the rules and standards within the Rural Zone are not conducive to managing the effects from rural activities.	The PDP provides clear direction to ensure that the purpose of the rural zones is maintained but appropriate management of activities is achieved through standards.
Lack of clarity and direction for plan users and decision makers	There are no specific objectives and policies relating to the Rural Zone or activities within the zone. This results in a lack of clarity and direction.	The PDP contains specific objectives and policies for all three rural zones. These objectives and policies are given effect to through the rule and standard framework which provides clarity and certainty.

The ODP approach is not efficient or effective as there is a lack of specific objectives and policies. This can result in inefficient consent processing and a lack of clarity and direction for both plan users and decision makers.

Furthermore, the ODP Rural Zone is ineffective in that the 2ha minimum and range of permitted activities does not reflect the needs of the settlements. Highly productive land is not protected due to the minimum site area being 2ha, which is akin to rural lifestyle development, as opposed to productive farming.

4.4 Technical Reports and Research

Gore District Plan Review – Economic and Population Growth Analysis October 2021

The *Gore District Plan Review and Population Growth Analysis* report reviews the *Ready for Tomorrow – Gore District Spatial Plan* as well as market research.

The report provides an analysis of the contribution Gore district makes to Southland's regional economy with a breakdown on areas of employment, and the agricultural, manufacturing and retail & hospitality sectors as the primary economic contributors. The following are identified as the primary drivers for economic growth:

- Agriculture
- Meat and dairy processing and manufacturing
- Design and construction
- Service based industries

- Infrastructure investment
- Transport projects
- Three waters reform projects
- Gore wastewater and stormwater

The document outlines the population of the district, including specifics on the population and number of houses in the three settlement areas. It provides an up to date assessment of the future demand for various housing choice, by utilising the latest census data, available industry information and NZ Statistics growth projections. The report determined a demand for rural lifestyle living opportunities, down to 1 hectare in size.

Gore District Plan Review – Planning for growth June 2022

The *Gore District Plan Review Planning for Growth* analysis concluded that to support the continued growth in the agriculture sector, the General Rural Zone should allow for the continued operation of agricultural activities. Further their supporting infrastructure, along with provisions that enable new technologies and operation models to be easily accommodated. Together this will safeguard highly productive soils in line with National Policy direction.

Agriculture and rural industry needs may change over time, as new technology and practices evolve and grow. To provide for viable primary production and a range of rural industry and productive uses, the district plan would need to be cognisant of future changes. From resource consent information it appears a recent change is wintering barns, which brings about need for site coverage and building coverage provisions to provide for their establishment.

The study also concluded that other rural based industries which have shown growth over the last 10 years, and are anticipated to continue to grow, include forestry, energy generation and mining related activities. Gore’s rural character and natural resources means it is well placed to support innovations in the clean energy sector, such as wind farms and solar energy.

Southland’s Just Transition Work Plan

Following the announcement, in 2020, that the New Zealand Aluminium Smelter (NZAS) plant would close, the Government committed to support the Southland region through a just transition. To deliver on the goal of “*helping Southland build its economic, environmental and social resilience through and beyond the planned closure of the New Zealand Aluminium Smelter in December 2024*” three key themes are proposed within the plan:

- New industries and employment
- Transitioning business and skills
- Long-term planning and capability

The Plan acknowledges that with the closure of NZAS there is an opportunity for new industries to develop and provide new jobs. The clean energy, land use and aquaculture sectors have been identified as the most viable and important opportunities to accelerate employment and economic development. Just transition funding is supporting Murihiku Regeneration to form a clean energy working group to bring together regional and national partners, to understand how Southland can make the most of the energy transition. Thriving

Southland is collaborating with Great South to identify how the primary sector can support Southland's long term transition to identify emerging markets and opportunities.

Southland Region March 2022 quarter update for Great South - May 2022

The update provides a review of the Southland Region economy in the year to March 2022. Gross domestic product (GDP) grew, the number of job seeker recipients fell and employment opportunities were wide-ranging. Non-residential building in Gore district was \$17.9 million and the district experienced a population growth of approximately 0.4%pa. Gore district contributed \$944 million to the total Southland regional GDP of \$7.2 billion, this grew the districts GDP by 9.8%pa over the year.

Proposed Hokonui Hills Rural Lifestyle Zone. Recommended Landscape Protection Provisions, 2023

Public feedback on the draft plan sought that an area off Reaby Road close to the Hokonui Hill be zoned Rural Lifestyle. Due to the potential landscape sensitivities, Mike Moore was commissioned to prepare this landscape assessment to advise on the suitability of that zoning. The conclusions were that the area can be upzoned, but subject to extra provisions that would protect the landscape character of the site, and landscape values of the adjacent Hokonui Hills ONL area. As a result, this land is being zoned Rural Lifestyle, with the Hokonui Hills Rural Lifestyle Precinct over it.

Geotechnical Desk Study – RDA consulting – Dec 2022

These reports considered local constraints to development including ground stability, the presence of historic mines and flood hazard. The reports identified the potential risk from each geotechnical hazard identified.

Whiterigg Road

The study area is outlined in red below:



Figure 2: Georeferencing for the Whiterigg Investigation Area

The study identified the following level of potential risks:

Table 2: Summary of the potential geotechnical risks

Geotechnical Hazard	Low Potential Risk	Medium Potential Risk	High Potential Risk
Liquefaction	X		
Seismic Shaking	X		
Flooding	X		
Slope Stability	X		
Debris Flow	X		
Subsidence from Mining			X
HAIL Land Contamination		X	
Settlement		X	

The study concluded:

The area is considered suitable for lifestyle development with consideration given of the outlined mining activity above. Large hardstand areas and larger developments often associated with industrial sites will increase the risk of development upon previously mined land and non-engineered fill. However, no other geotechnical restraints are noted. Development in this zoned area should have geotechnical investigations required to assess the potential adverse geotechnical conditions present.

Reaby Road

The study area is outlined in red below:



Figure 3: Reaby Road Geotechnical Study Area

The study identified the following level of potential risks:

Table 3 Summary of the potential geotechnical risks

Geotechnical Hazard	Low potential Risk	Medium Potential Risk	High Potential Risk
Liquefaction	X		
Seismic Shaking	X		
Flooding	X		
Slope Stability	X		
Debris Flow	X		
Subsidence from Mining			X
HAIL Land Contamination		X	
Settlement		X	

The study concluded:

The area is considered suitable for lifestyle development with consideration given of the outlined mining activity above. Large hardstand areas and larger developments often associated with industrial sites will increase the risk of development upon previously mined land and non-engineered fill. Large structures constructed on slopes often require extensive levelling of the building footprint, which can increase slope instability. Development in this zoned area should have geotechnical investigations required to assess the potential of adverse geotechnical conditions present.

Mandeville

The study area is outlined in red below:



Figure 4: Mandeville Geotechnical Investigation Area

The study identified the following level of potential risks:

Table 4: Summary of the potential geotechnical risks

Geotechnical Hazard	Low potential Risk	Medium Potential Risk	High Potential Risk
Liquefaction		X	
Seismic Shaking	X		
Flooding			X
Slope Stability	X		
Debris Flow	X		
Land Contamination	X		
Settlement	X		
Subsidence from Mining	X		

The study concluded:

Most of the land within the study area is considered geotechnically suitable for development, but with various degrees of engineering control required to remedy or mitigate the risk, or impact, of geotechnical hazards... No preference, for either lifestyle or industrial, is given from a geotechnical point of view.

Charlton Road

The study area is outlined in red below:

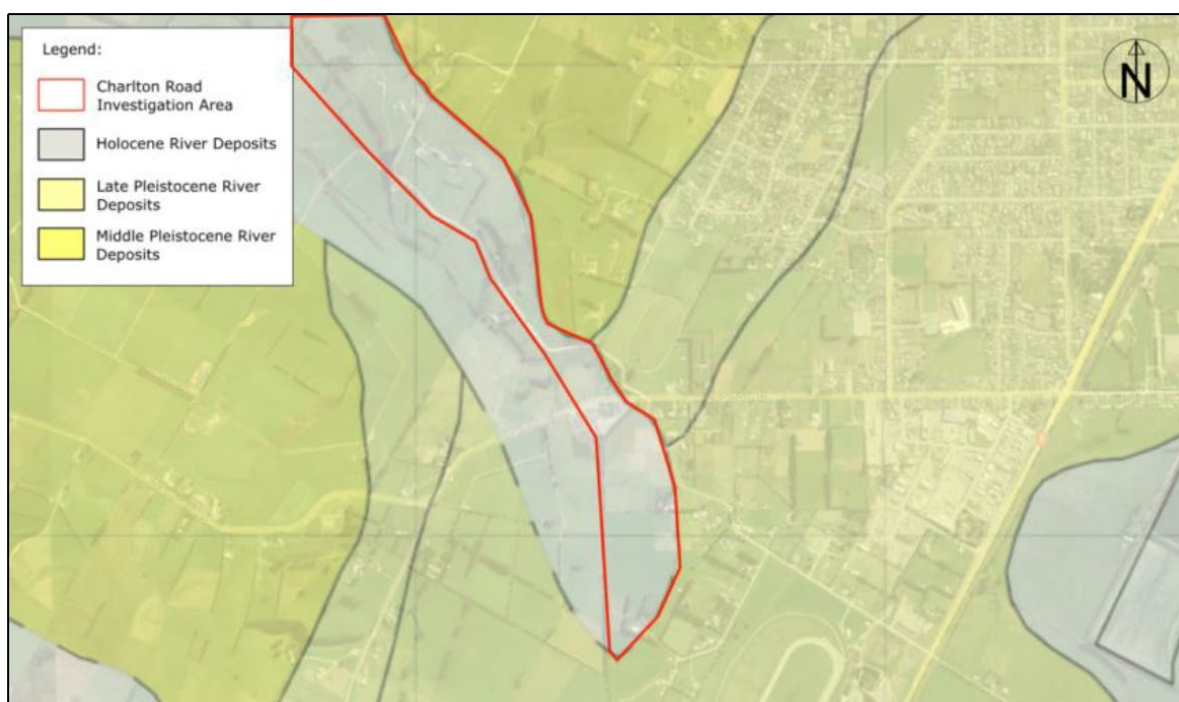


Figure 5: Charlton Road geotechnical study area

The study identified the following level of potential risks:

Table 5: Summary of the potential geotechnical risks

Geotechnical Hazard	Low potential Risk	Medium Potential Risk	High Potential Risk
Liquefaction		X	
Seismic Shaking	X		
Flooding			X
Slope Stability	X		
Debris Flow	X		
HAIL Land Contamination	X		
Settlement	X		
Subsidence from Mining	X		

The study concluded:

Most of the land is considered geotechnically suitable for development, but with various degrees of engineering control required to remedy or mitigate the risk, or impact, of geotechnical hazards.... No preference, for either lifestyle or industrial, is given from a geotechnical point of view.

Geotechnical Desk Study – Gore North-West - Geosolve July 2022

The report presents the results of a desk top assessment and site inspection undertaken by GeoSolve Ltd. to determine the location and extent of the historic mines (known as Greens No.1 and No.2 mines) at the Reaby and Terry Road, site in Gore, Southland. The mines were operational from circa 1890-1940.

The following recommendations are provided with respect to re-zoning of the area.

- The area directly above the mine should not be developed.
- An exclusion zone is recommended around the mine. The extent of this zone is shown on Figure 6 below. Development should not be undertaken inside this zone.
- The area to the south of the mine exclusion zone, and south of the fault, should not be subject to intensive development unless detailed intrusive investigations are completed. Individual building platforms are likely to appropriate in this area however should be subject to specific investigation.

The Geosolve report findings has resulted in a loss of anticipated yield from this greenfield area. Whereas 950 houses were anticipated, a potential yield of 650 residential units is more likely achievable.

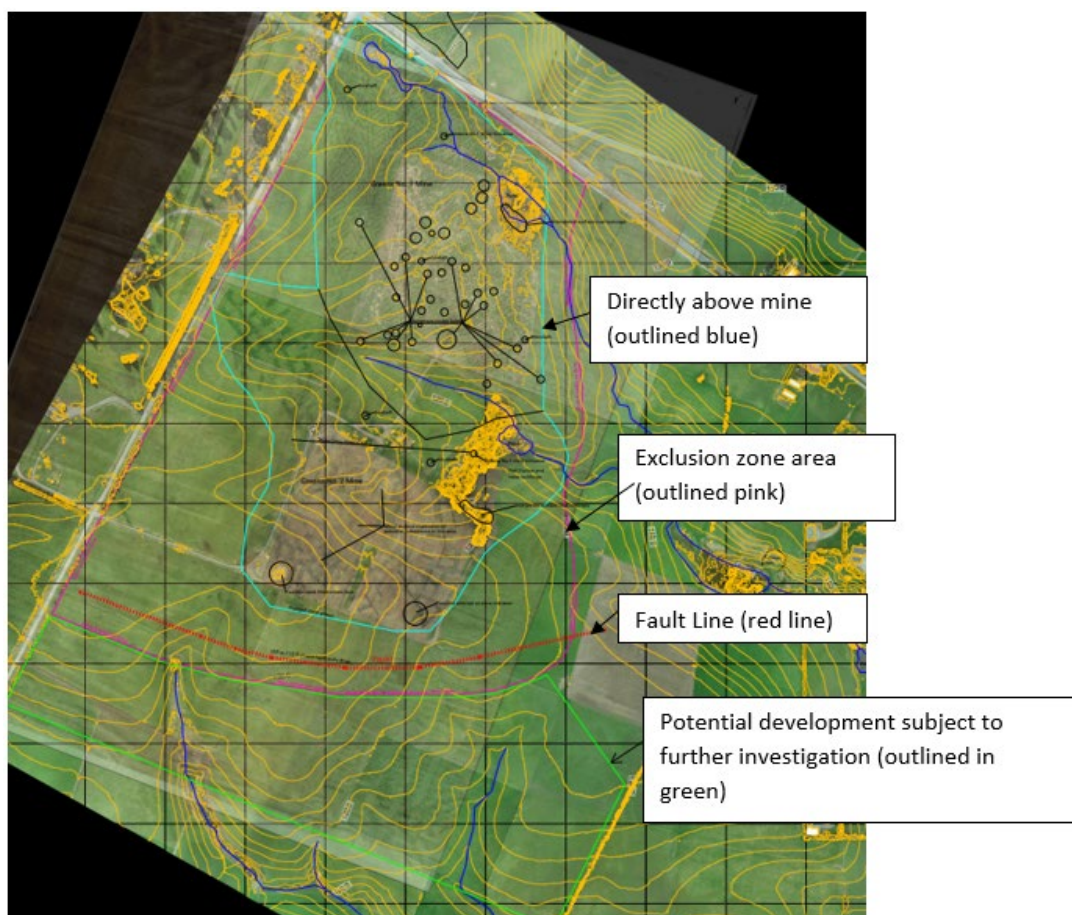


Figure 6 Appendix A Geosolve report, extent of mine area

Āpiti Hono Tātai Hono Assessment Report

As part of the ongoing partnership with Hokonui Rūnanga Kaupapa Taiao the Council commissioned six Āpiti Hono Tātai Hono cultural landscape assessments from Hokonui Rūnanga and Te Ao Marama Inc. These assessments were sought to inform the District Plan review in relation to growth and up-zoned areas, which some areas included in the Proposed District Plan as Rural Lifestyle zoning.

The assessments were undertaken using the Āpiti Hono Tātai Hono assessment process, as outlined in Āpiti Hono Tātai Hono: Ngā Whenua o Ngāi Tahu ki Murihiku Stage 1 Southland Cultural Landscape Assessment Study.

Key conclusions relevant to the rural zonings are:

- Northwest Mataura - Intensification may be detrimental to the existing rural and rural-residential amenity enjoyed by existing residents in this area. Any future development should respond closely to the flood risk in this area, such as by adopting Low Impact Urban Design practices - particularly natural stormwater management systems, and stream restorations.
- Northeast Mataura – the site is well suited for further residential uses. Development will need to ensure the strong mauri present in parts of this area is protected through retention and expansion of indigenous planting, protection of natural quiet through traffic management, and Low Impact Urban Design. Special considerations would be needed to

areas adjacent to the cemetery to avoid reverse sensitivity. Retention of viewshafts towards the Hokonui Hills should also be prioritised.

- West Gore - This area is appropriate for development, as it can be undertaken in a way that increases indigenous planting, recognises and celebrates the presence of Ngāi Tahu whānui within the Māruawai takiwā, retains amenity for existing adjacent residential land uses, and preserves viewshafts to and between landforms of significance. Retention of ecological values adjacent to the Hokonui Hills should also be prioritised, and place-based pūrākau and histories should be reflected in urban design and naming conventions.
- McNab - This area is only appropriate for development that can be undertaken in a way that responds to the way water flows through the site and is sensitive to the existence and functioning of O Te Ika Rama Marae.
- South Gore - This site is appropriate for development that can be undertaken in a way that responds to the way water flows through the site. It is also appropriate for development that does not further disconnect this location from the wider landscape or create negative impacts on the proposed Charlton Road Māori Purpose Zone.

4.5 Analysis of Best Practice – how other Council’s are addressing the same issue

To understand whether the PDP provisions for the rural zones are appropriate and consistent with how other Councils are addressing the same issues the following District Plans were reviewed.

Table 6: Other Council's District Plan approach

Proposed Timaru District Plan (Notified 2022)	This District Plan was established under the National Planning Standards. The Proposed Timaru District Plan - He Po. He Ao. Ka Awatea contains three rural zones, a General Rural Zone, Rural Lifestyle Zone and Settlement Zone. In this plan there shall be a minimum density of one residential unit per 40ha, and no more than two units on site. The minimum lot size is 40ha. The Rural Zone seeks to enable primary production, and a range of ancillary and associated activities that support primary production. In the Rural Lifestyle Zone, the minimum lot size is 5000m² and enable rural lifestyle living. It provides for residential and rural activities, but not intensive primary production. The Settlement Zone seeks to enable residential and complementary non-residential activities. There is no minimum lot size.
Invercargill City Council District Plan (Operative 2019)	This District Plan although relatively new was made operative prior to the National Planning Standards. There is one rural zone, and then the Otatara Zone, which is essentially a large lot/rural living zone. The densities are one house per 2ha, and 2ha site minimum for the Rural Zone. The Otatara Zone can have one lot or dwelling per 10,000m², or for areas within Council’s reticulated services area, 4000m².

	The Rural Zone seeks to enable, agriculture, animal boarding activity, education activity, home occupation, homestay, residential activity, residential care activity, roadside sale activity and vet clinics.
Selwyn Proposed District Plan	This District Plan was established under the National Planning Standards. The Selwyn Proposed District Plan, following extensive character studies, has not included areas of Rural Lifestyle or Settlement zoning, but created 18 rural areas within the General Rural Zone, with their own provisions. The minimum lot size for rural areas in Selwyn range from 800m² to 40ha (400,000m²). This plan only allows one residential unit per site. The plan permits a range of rural activities as well as some non-rural activities, including visitor accommodation and conservation.

Key observations:

- It is common to have multiple rural zones, where one or more provide for rural lifestyle living;
- Minimum lot size varies significantly, but for plans created under the National Planning Standards, minimum lot size for the general rural / productive rural areas are large.

4.6 Other Relevant Documents and feedback

Councils resource consent information shows that land use resource consents in the rural area have been attained for:

- Quarrying and mining,
- Site coverage breaches to provide for winter sheds and dairy sheds,
- Setback breaches for buildings,
- Commercial uses, including a gym, a garden center, office, commercial petting zoo,
- Industrial buildings, yards, storage areas, and grain conveyor
- A private school on Charlton Road,
- Residential activity on sites under 2ha,
- Events,
- Signage, and
- Telecommunication and electricity infrastructure (consents under the NES-ET and NES-TF).

The most common resource consents were for site coverage breaches and for industrial activities.

Council's three waters team has expressed that, as there is limited reticulated services in the Settlements, each site will need to be adequately sized to accommodate on site services. Verbal advice from the 3 waters and building department is that 2000m² site size is required.

5. Scale and Significance

5.1 Scale and Significance Evaluation

Section 32(1)(c) of the RMA requires that this report contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

	Comments	Assessment		
		Low	Medium	High
Degree of change from the Operative Plan	The PDP proposes three rural zones, which formalises Settlement zoning around the three settlements, and separate rural living areas from more productive rural areas. The provisions of three zones are more directive and targeted and provide for a more appropriate management framework.		✓	
Scale of effects – geographically (local, district wide, regional, national).	The zone provisions will have localised effects.	✓		
Effects on matters of national importance (s6 RMA)	The type and location of the various rural zones have been chosen to maintain and enhance relevant s6 matters such as protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development and management of significant natural hazard risk.	✓		
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).	Multiple landowners will be affected by the change. Many of the changes are set to reflect what is on the ground (e.g. Settlement patterns) and what the needs of the area are.	✓		
Scale of effects on those with specific interests, e.g., Mana Whenua	Council has worked in partnership with Mana Whenua to prepare the PDP and consider Māori cultural values in relation to the zoning and provisions. Other industry groups and environmental groups were involved through community consultation when the exposure draft was released. The PDP seeks to provide for industry while managing effects, so balances the interests of those groups.	✓		
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	The PDP Rural Zone provisions give effect to relevant higher order documents and are consistent with the National Planning Standards. The provisions align with other relevant standards within the higher order documents and adopt best practice. It is noted that as the NPS-HPL is new there is limited best practice examples of how to address it through district plans. The NPS-HPL users guide provides helpful guidance as to what is expected in implementing the policy. It is considered the drafted zoning and provisions comply with the direction of the NPS-HPL.		✓	
Likelihood of increased costs or restrictions on	The proposed provisions seek to enable various rural and supporting activities and provide for land zoned rural lifestyle and settlement, which will reduce the	✓		

	Comments	Assessment		
		Low	Medium	High
individuals, communities or businesses.	need and therefore cost of resource consents by providing for existing patterns of development and necessary growth. Furthermore, where resource consent is required the clear direction in the PDP will provide for more efficient processing. Therefore, the PDP is considered to reduce the cost on businesses and individuals. The main cost that is more restrictive is from the proposed 8ha minimum lot size, which is an increase minimum density from the current 2ha minimum. Rural Lifestyle however will have a 1ha minimum, and settlements a 2000m² minimum. Further there is greater provision on General Rural zoned land for workers accommodation, residential flats and other uses of the land such as homestay (e.g. a bed and breakfast). While the 8ha will increase restrictions, it is in areas used for primary for primary production, which typically has property sizes above 8ha.			

5.2 Evaluation Summary

In summary, the splitting of the Rural zone to General Rural, Rural Lifestyle and Settlement zones is of low significance as the expectation is that the plan will align with the PS zoning structure. The zones reflect existing land use patterns and accommodate some opportunities for Rural Lifestyle expansion in certain areas.

What will be of medium significance is the determination of where the Rural Lifestyle Zone areas are to be located. At present rural residential development can occur anywhere within the Rural Zone. The effects of rural residential development within the rural area, in relation to reverse sensitivity and production, are generally understood. The risk of not acting could be high as insufficient availability of rural residential land will hinder opportunities for choice in lifestyles for those living in, or moving to, the Gore District. Further, once General Rural areas are operative, it could be difficult to change any of those areas to Rural Lifestyle in the future. This is because the majority of those areas are highly productive land and the NPS-HPL seeks to avoid rural lifestyle zoning of highly productive land that is zoned General Rural or Production Rural. As such, it is important to provide for sufficient areas of Rural Lifestyle zoning through this plan review process, while also being cognisant of the need to protect highly productive land.

Given that the creation of the zones is considered to be generally of low-moderate significance, the level of detail in this report corresponds with the scale and significance of the environmental, economic and cultural effects that are anticipated from the implementation of the provisions.

6. Consultation

6.1 Overview

During the preparation of the District Plan Review, the Council is required by Clause 3 of Schedule 1 of the RMA to consult with the Minister for the Environment; other Ministers of the Crown and local authorities who may be affected; and the mana whenua of the area

through iwi authorities. The Council may consult anyone else during the preparation of a Proposed Policy Statement or Plan.

6.2 Iwi Engagement

In addition to the consultation required with iwi authorities under Clause 3, the Council must under Clause 4A provide a copy of the Proposed Plan to the iwi authorities consulted and have particular regard to any advice received on a draft Proposed Policy Statement or Plan from those iwi authorities.

The PDP has been prepared in partnership with Hokonui Rūnanga who have reviewed and provided feedback on the Rural Zones to ensure consistency with the Mana Whenua Chapter and that cultural values are appropriately integrated throughout the proposed provisions.

Āpiti Hono Tātai Hono (AHTH) assessments were prepared by Hokonui Rūnanga and Te Ao Marama Incorporated (TAMI) to inform the cultural values and appropriate land uses of identified growth areas. This included looking at the proposed Rural Lifestyle zoned areas around Gore and Mātaura and confirmed the proposed areas as suitable from a cultural perspective.

6.3 Community and Stakeholder Engagement

6.3.1 Consultation Undertaken

Engagement with the whole community was undertaken following the release of a Draft District Plan between 10th August 2022 and 30th September 2022. This included advertising on Council website, Lets talk, and in the local paper *The Ensign*. There were opportunities to provide feedback at Council reception, online and in person at community drop in sessions.

In relation to the Mandeville Aviation and Rail Precinct an additional meeting was held with the Croydon Aviation Heritage Trustees to understand the nature of activities undertaken within the precinct. The Trustees provided valuable feedback on the scale, types, timing and location of activities which has informed the Proposed District Plan provisions. In addition, phone and email discussions were held with the landowner of the airfield within the Mandeville Aviation and Rail Precinct to obtain their views on the draft provisions. The feedback received also informed the Proposed District Plan provisions.

In particular the feedback resulted in a change to the name of the precinct to move away from a reference to 'heritage' which feedback indicated had potentially confusing connotations. Inclusions of rules relating to agricultural, pastoral and horticultural activities to allow for grazing and some rural activities to be undertaken, visitor accommodation allowances, temporary events to allow for fundraising and events and conference facilities.

The feedback received in respect of the rural zones and their chapters are summarised in Appendix 1.

7. Proposed Plan Provisions

7.1 Strategic Direction

The PDP includes a number of strategic objectives which have been tested in terms of s32(1)(a) in their relevant s32 reports. However, all chapters of the plan should align with these strategic objectives to ensure vertical integration within the PDP.

Urban Form and Development

The Urban Form and Development Chapter sets out the overarching direction for sustainable management of growth, land use and development within the Gore district. The provisions have been informed by the 'Ready for Tomorrow – Gore District Spatial Plan' and the 'Gore District Plan Review Economic and Population Growth Analysis'. The Chapter contains objectives to:

- Direct how and where future development should be undertaken.
- Ensure sufficient growth is provided to meet demand.
- Ensure the district has a hierarchy of commercial centres which are vibrant and viable.
- Ensure that rural land resources are protected and maintained.

The following objectives are relevant to Rural Zones:

UFD-O1 The district develops in a cohesive, compact and structured way that:

1. *maintains a compact urban form;*
2. *minimises adverse impacts on natural, historic heritage, and cultural values;*
3. *recognises the relationship of Māori with their culture, traditions, lands, waterbodies, sites, areas and landscapes and other taonga of significance;*
4. *provides for social and cultural vitality, productivity and economic growth*
5. *takes into account the short, medium, and long term impacts of climate change and natural hazards, and the associated uncertainty*
6. *utilises existing infrastructure and/or can be efficiently serviced with new infrastructure*
7. *meets the community's short, medium and long-term housing, business and social infrastructure needs,*
8. *responds to the underlying relationships Ngāi Tahu hold with the natural environment, and*
9. *manages adverse effects between incompatible activities and zones.*

UFD – O2 There is sufficient land to meet the short, medium and long-term housing demand for the district, that provides development capacity for up to 860 new dwellings as follows:

1. *in the short to medium term in:*
 - a) *the existing residential area;*
 - b) *new residential areas, particularly in North, West and East Gore and Mataura East;*
 - c) *and around the centres and in Settlement Zones; and*
 - d) *Māori Purpose Zones as deemed necessary by Māori communities; and*
 - e) *Rural Lifestyle Zones.*

2. *in the long-term in:*
 - a) *new residential areas in West-Gore and Mātaura; and*
 - b) *extensions to, or new Māori Purpose Zones as deemed necessary by Māori communities.*

UFD – O3 A variety of housing types, sizes and tenures are available across the district in quality living environments to meet the community’s diverse social and economic housing needs in the following locations:

1. *Suburban housing forms in the Residential Zone*
2. *Medium to high density housing within the Town centre, Local Centre, Neighbourhood centres and surrounds along with the Mixed Use Zones*
3. *Housing within the Māori Purpose Zone where culturally and environmentally appropriate*
4. *Low density housing in the Rural Lifestyle Zone and Large Lot Residential Zones*

UFD-O6 Business and retail activities located outside of centres do not undermine the role and function of the district’s centres and/or the hierarchy of centres.

UFD-O10 Primary production and rural industry activities are able to operate efficiently and effectively and the contribution they make to the economic, social wellbeing and prosperity of the district is recognised.

UFD-O11 Productive, versatile land and natural, physical and cultural resources located within rural areas that are of significance to the district are protected and maintained.

UFD-O12 Rural lifestyle areas are provided for adjacent to Gore, Mātaura and Settlement Zones.

Mana Whenua

The Mana Whenua Chapter articulates mana whenua and Te Taiao values.

The listed mana whenua values of particular relevance to rural area include kaitikitanga, whakapapa, mauri, mannakitanga, wairua, whanaungatanga, utu, mātauranga, ki uta ki tai, and consideration of wai, whenua and mahinga kai.

Mana whenua have a kiatiki role in protecting wai and whenua. They value the connectedness between people and natural resource, and that mahinga kai values of the takiwā are upheld and sustained for future generations.

7.2 Zone Structure

Three different rural zones are proposed – General Rural, Rural Lifestyle and Settlement. The purpose of each zone will be consistent with the PS description for these zones.

The PS provide for the use of specific spatial planning tools, including the use of precincts. These are described as areas which are spatially identified and managed with additional place based provisions which modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone. There are three precincts with the Rural Zones, being the Rural Industry Precinct, the Hokonui Hills Rural Lifestyle Precinct, and the Mandeville Aviation and Rail Precinct.

General Rural

The purpose of the General Rural Zone is to provide for and protect rural production activities and other activities that rely on the rural resource. The General Rural Zone is the largest zone in the district and this land resource underpins the economic and social wellbeing of the district.

In South Maitua there is Rural Industry Precinct, which provides for suitable large scale rural industry activities that support, service or are dependent on primary production.

The Rural Industry Precinct will provide for economic and employment opportunities but recognises the productive nature of the soils and the significant geotechnical constraints³ which have been identified. The Spatial Plan and draft District Plan proposed use of land for an industrial zone has been assessed in the Section 32 – Industrial Zones Evaluation report. However, the assessment concluded that due to the level of constraints a Rural Industry Precinct represented the more efficient and effective means providing for activities to support economic growth and meeting demand, whilst balancing the constraints.

Rural Lifestyle

The purpose of the Rural Lifestyle Zone is to provide for rural lifestyle living opportunities and ensure the General Rural Zone is able to continue to function as a productive working zone that is not compromised by ad hoc or sporadic subdivision and rural lifestyle activities.

There is a Hokonui Hills Rural Lifestyle Precinct over one area of Rural Lifestyle zoning, which provides for rural living opportunities, whilst ensuring the landscape values of the area, and adjacent ONL are protected from inappropriate development.

Settlement

The purpose of the Settlement Zone is to provide for the sustainable management of townships located within rural environments where a range of residential and small-scale non-residential activities are located.

There is the Mandeville Aviation and Rail Precinct over part of the Mandeville Settlement. The purpose of the Precinct is to support and promote vintage aviation and railway activities as a tourist destination. The Precinct provisions will enhance, encourage and support Mandeville as a destination for tourists and as a hub for vintage aviation and rail activities and maintain and enhance the character and function of the precinct.

7.3 Objectives, Policies, Rules and Standards

General Rural Zone

Table 7: General Rural zone provisions

Objectives
There are five general objectives for the General Rural Zone.
The objectives seek to recognise the importance of primary production and rural industry for the social and economic wellbeing of the district and provides for non-primary production

³ Geotechnical Desk Study – South Gore and South Maitua, RDA Consulting 20 December 2022.

activities that rely on the rural location. They outline the character and qualities of the Zone and seek to ensure the purpose and character of the Zone is not compromised by non-rural activities. They also seek to protect highly productive land for primary production in perpetuity.
Policies
There are fourteen general policies for the General Rural Zone. The policies provide greater direction on the types of activities which are enabled, managed or avoided. They also seek to recognise the benefits of forestry and woodlots for carbon sequencing and benefits of conservation activities. They recognise the benefits of quarries and mines for the local economy, but that these activities should be avoided where adverse cultural and environment effects cannot be avoided, mitigated or offset. They also recognise that regionally significant infrastructure might be best located in the General Rural Zone. They require activities and development to maintain rural character, rural amenity and the underlying Ngāi Tahu relationships with the natural environment.
Rules
The following activities are enabled (though many are subject to standards that are generally in relation to nature and scale): • Primary Production, including Intensive Indoor Primary Production • Prospecting for Mining Minerals • Quarrying • Rural Industry • Woodlot • Conservation Activity • Residential Activity (inclusive of residential units and minor residential unit) • Industrial Activities • Commercial Activities • Education Facilities • Homestay • Home Business • Rural Commercial Recreation Activities • Equestrian Facilities • Use of Reserve land • Agriculture Aviation, including rural airstrips and helicopter landing areas The following activities are managed through Discretionary Activity rules: • Visitor accommodation • Sensitive Activities located within the Water Supply Treatment Facility Buffer Area • Emergency Services Facilities All other activities have a Non-complying Activity status.
Standards
The standards: • provide density requirements,

• provide bulk and location controls, such as building coverage, building size, setbacks (to side and rear boundaries, road boundary setbacks and stream setbacks), and maximum height, • provide setback requirements for rural airstrips and helicopter landing areas for any notional boundary.
Rural Industry Precinct
The Rural Industry Precinct has a specific objective and policy to enable larger scale rural industry which support, service or depend on primary production, where direct access is not off SH1, there is provision for green infrastructure, natural hazards and substance risk is avoided, and landscape buffers and green corridors are included. There are additional rules for this Precinct, which provides for larger scale rural industry activities as a Controlled Activity, and also to limit the extent of residential activity. Education, homestay and commercial recreation activity are not enabled. The standards relevant to the Precinct: • provide bulk and location controls, such as building coverage, building size, setbacks (to side and rear boundaries, road boundary setbacks and stream setbacks), and maximum height; and • provide setback requirements for rural airstrips and helicopter landing areas for any notional boundary.

Rural Lifestyle Zone

Table 8: Rural Lifestyle zone provisions

Objectives
There are four general objectives for the Rural Lifestyle Zone. The objectives seek to provides for residential activities and compatible rural activities on larger lots within rural environments, whilst protecting adjacent zones from reverse sensitivity effects. They outline the character and qualities of the Zone and seek that the purpose and character of the Zone is not compromised by incompatible activities.
Policies
There are nine general policies for the Rural Lifestyle Zone. The policies provide greater direction on the types of activities which are enabled, managed or avoided. Specifically, they seek to enable primary production activities that are compatible with the amenity values of the Zone. They also seek to require activities to be self-sufficient in terms of servicing. They manage the nature and scale of activities and development to maintain character and qualities of the Zone.

Rules
The following activities are enabled (though many are subject to standards that are generally in relation to nature and scale): • Conservation Activity • Residential Activity (inclusive of residential units and minor residential units) • Homestay • Visitor accommodation • Primary Production, excluding certain primary production activities and Intensive Indoor Primary Production • Agriculture Aviation, including rural airstrips and helicopter landing areas • Home Business • Rural Produce Retail Activities • Equestrian Facilities • Use of Reserve land The following activities are managed through Discretionary Activity rules: • Education Facility • Emergency Services Facilities All other activities have a Non-complying Activity status.
Standards
The standards: • Provide density requirements, • provide bulk and location controls, such as building coverage, building size, setbacks (to side and rear boundaries, road boundary setbacks and stream setbacks), and maximum height, • provide setback requirements for rural airstrips and helicopter landing areas for any notional boundary.
Hokonui Hills Rural Lifestyle Precinct
The Hokonui Hills Rural Lifestyle Precinct has a specific objective and policy to recognise and protect the landscape values of the Precinct and adjacent Hokonui Hills ONL and Croydon Bush Scenic Reserve. The standards: • provide density requirements, • provide bulk and location controls, such as building coverage, building size, setbacks (to side and rear boundaries, road boundary setbacks and stream setbacks), and maximum height, • provide setback requirements for rural airstrips and helicopter landing areas for any notional boundary, • include design controls, such as building colour, the allowed materials for fencing and driveways, and planting requirements.

Settlement Zone

Table 9: Settlement zone provisions

Objectives
There are two general objectives for the Settlement Zone. The objectives seek that activities within the Settlement Zone support the purpose and functionality of the township communities and contribute positively to the vibrancy, sense of community, sustainability and resilience of those communities; and outline the character and qualities sought for the Zone.
Policies
There are ten general policies for the Settlement Zone. The policies provide greater direction on the types of activities which are enabled, managed or avoided. They also seek to maintain the open character of the Zone, maintain the underlying relationship Ngāi Tahu hold with the natural environment, protect rivers and streams from inappropriate development, and maintain sufficient open space to provide for landscaping and servicing, through managing the height, bulk and setbacks of buildings. Further, the seek to only allow new activities where the effects from natural hazards can be adequately mitigated so that the risk to life and property is low.
Rules
The following activities are enabled (though many are subject to standards that are generally in relation to nature and scale): • Community Facilities • Residential Activity (inclusive of residential units and minor residential unit) • Home Business • Homestay • Education Facilities • Emergency Services Facilities • Use of Reserve land The following activities are managed through Restricted Discretionary rules (subject to standards, otherwise are discretionary): • Commercial activities • Light industrial activities All other activities have a Non-complying Activity status.
Standards
The standards: • Provide density and servicing requirements, • provide bulk and location controls, such as building coverage, setbacks (to side and rear boundaries, road boundary setbacks and stream setbacks), maximum height, height in relation to boundary, and landscape permeable area.

Mandeville Aviation and Rail Precinct

The Mandeville Aviation and Rail Precinct has a specific objective and policy to support historic aviation and railway activities, as well as support ancillary activities that contribute to the overall aviation and rail experience of the Precinct.

The Precinct provides for:

- Commercial Activities
- Community Facilities
- Industrial activities
- Agriculture Aviation Activities
- Vintage Aviation and Transport Activities
- Agriculture, Horticulture and Pastoral Activities
- Temporary Activities
- Food and Beverage Activities
- Conference Activities
- Visitor Accommodation

All other activities are a Non-complying Activity.

The standards relevant to the Precinct:

- provide servicing requirements,
- provide bulk and location controls, such as setbacks (to side and rear boundaries, road boundary setbacks and stream setbacks and from precinct boundaries), maximum height, height in relation to boundary, visitor accommodation ancillary to a temporary event and helicopter landscape area setbacks.

7.4 Definitions

The following definitions are particularly relevant to the Rural Zones:

Primary production means:

- (a) any aquaculture, agricultural, pastoral, horticultural, mining, quarrying or forestry activities; and
- (b) includes initial processing, as an ancillary activity, of commodities that result from the listed activities in (a);
- (c) includes any land and buildings used for the production of the commodities from (a) and used for the initial processing of the commodities in (b); but
- (d) excludes further processing of those commodities into a different product

Has the same meaning as per the National Planning Standards

Intensive indoor primary production means *primary production* activities that principally occur within *buildings* and involve growing fungi, or keeping or rearing livestock (excluding calf-rearing for a specified time period) or poultry.

Has the same meaning as per the National Planning Standards

Rural industry means an industry or business undertaken in a *rural environment* that directly supports, services, or is dependent on *primary production*. *Has the same meaning as per the National Planning Standards.*

Agricultural aviation activity means the use of *aircrafts* or helicopters used ancillary to and in association with *primary production* and / or *conservation activity*.

Equestrian facilities means the use of *land* and *buildings* as a *commercial activity* for:

- (a) the keeping and agistment of horses;
- (b) horse training;
- (c) horse breeding; and/or
- (d) pony clubs and riding schools.

Residential activity means the use of land and building(s) for people's living accommodation. *Has the same meaning as per the National Planning Standards*

Residential unit means a building(s) or part of a building that is used for a residential activity exclusively by one household, and must include sleeping, cooking, bathing and toilet facilities. *Has the same meaning as per the National Planning Standards*

Mining Has the same meaning as in the Crown Minerals Act 1991:

- a. Means to take, win, or extract, by whatever means,
 - I. A mineral existing in its natural state in land; or
 - II. A chemical substance from a mineral existing in its natural state in land; and
- b. Includes
 - I. The injection of petroleum into an underground gas storage facility; and
 - II. The extraction of petroleum from an underground gas storage facility; but
- c. Does not include prospecting or exploration for a mineral or chemical substance referred to in paragraph (a).

Quarrying activity means the extraction, processing (including crushing, screening, washing, and blending), transport, storage, sale and recycling of aggregates (clay, silt, rock, sand), the deposition of overburden material, rehabilitation, landscaping and cleanfilling of the *quarry*, and the use of *land* and *accessory buildings* for offices, workshops and car parking areas associated with the operation of the *quarry*.

Has the same meaning as per the National Planning Standards

Conservation activity means the use of *land* for the management, maintenance and enhancement of ecological values for *indigenous vegetation* and fauna and their habitats. It includes:

- (a) both western Science or mātauranga Māori;
- (b) weed and pest control;
- (c) fencing; and
- (d) restoration planting.

Reverse sensitivity means the potential for an approved (whether by consent or designation), existing or permitted activity to be compromised, constrained, or curtailed by the more recent establishment or *alteration* of another activity which may be sensitive to the actual, potential or perceived adverse environmental *effects* generated by an approved, existing or permitted activity.

Highly productive land means land that has been mapped in accordance with clause 3.4 and is included in an operative regional policy statement as required by clause 3.5 (but see clause 3.5(7) for what is treated as highly productive land before the maps are included in an operative regional policy statement and clause 3.5(6) for when land is rezoned and therefore ceases to be highly productive land).

Has the same meaning as the National Policy Statement for Highly Productive Land

8. Evaluation of Objectives

This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the Act.

Table 10: Evaluation of Objectives

Existing Objective	Appropriateness to achieve the purpose of the Act
Land Use Activities Framework Objectives: 3.3(1) - Maintain and enhance the amenity values of the various localities within the district whilst respecting the different values and characteristics that exist within each area. 3.3(2) - Ensure that the effects of land use activities do not adversely affect the quality of the environment and are compatible with the characteristics and amenity values of each locality	These objectives provide high level guidance to decision makers around the expectations for maintaining, enhancing and managing adverse effects on amenity values within the district. In this respect they are broadly consistent with RMA Section 5(2)(c) but are not considered to fully achieve the purpose of the Act due to the lack of specific clarity and direction. Relevance and Usefulness Due to the broad nature of these objectives, they are of limited relevance and provide little guidance and direction. Therefore they are of limited usefulness to decision makers or plan users. The objectives do not clearly address the relevant resource management issues which have already been identified in this report and do not assist Council in undertaking its functions under s31, particularly 31(aa) as there is no framework for providing sufficient growth development capacity for the demands of the district. The objectives do not achieve best practice as they do not provide for clear outcomes or sufficiently describe an end state given these generic objectives are applicable to all zones. Reasonableness Provisions have the potential to result in unnecessary costs on the community, given the lack of clarity and direction in the objectives, which do not provide clear guidance on the appropriateness or otherwise of non-rural activities locating in the Rural Zones. Achievability The provisions seek outcomes within the scope of Council's responsibilities and can be realistically achieved through regulations at a district level. However, the objectives are not consistent with the identified mana whenua or community outcomes which seek a more directive approach to manage growth, significant infrastructure provision and the protection of highly productive land.
Proposed Objective	Appropriateness to achieve the purpose of the Act
GRUZ-O1 Recognise the importance of <i>primary production</i> and <i>rural industry</i> to the social and economic wellbeing of the district. GRUZ-O2 The character and qualities of the General Rural Zone comprise: 1. a variety of <i>primary production</i> activities; and 2. a very low degree of built form, well setback from other properties and <i>roads</i>; and 3. high levels of open space and open pasture or crops; and 4. high levels of rural amenity from adjacent <i>sites</i>. GRUZ-O3 Non-<i>primary production</i> activities that support <i>primary production</i> or rely on a rural location are provided for, while managing the nature, scale and location of such activities. GRUZ-O4 The purpose and predominant character of the General Rural Zone is not compromised by non-rural activities. GRUZ-O5 The value and long-term benefits of using <i>highly productive land</i> for <i>primary production</i> is recognised and the availability of <i>highly productive land</i> for <i>primary production</i> for future generations is protected. GRUZ-PREC13-O1 The Rural Industry Precinct enables larger scale rural industry which support, service or depend on primary production and provide	The objective is considered the most appropriate way to achieve the purpose of the Act because: • Section 5(2) – The objectives provide for sustainable management to enable people and the community to provide for their social, economic and cultural well-being. • Section 7(b) – The objectives ensure that land is used efficiently and appropriately. • Section 7(c) – The objectives ensure character and amenity of the zones are outlined such that values can be maintained and enhanced. • Section 7(f) – The objectives will ensure that the quality of the environment is maintained and enhanced. • Section 7(g) – The objectives recognise the finite characteristics of natural and physical resources. Relevance The objectives address the identified resource management issue by recognising the importance of primary productions for the districts social and economic wellbeing. The objectives provide clearer direction as to the purpose and function of the Rural Zone and ensure that the General Rural Zone is prioritised for primary production activities, as well as those compatible activities that rely on the rural resource. The objectives relate to issues 1, 2, 3 and 5 identified in section 2.1 of this report. The objectives assist with achieving the Strategic Direction Objectives UFD-O10 and UFD-011 by recognising the importance of primary production and rural industry for the district, and protecting productive land in rural areas for primary production and compatible supporting activities. The objectives give effect to the NPS-HPL by protecting highly productive land for primary production. The objectives assist Council to undertake its functions under s31 by provide clear direction and an appropriate framework for managing development and land uses within the district.

for the economic wellbeing of the community.	The objectives reflect the technical assessments, including the economic assessment which detailed that importance of primary production and rural industry for the district economy, and outlined suitable uses of the rural area. Usefulness: The objectives provide clarity and direction for Plan users and decision makers as they clearly articulate the anticipated outcomes for the General Rural Zones in terms of their purpose and function. The objectives align with best practice and align with higher order documents. Reasonableness: The objectives will avoid unjustifiably high costs on the community as they will enable a range of appropriate activities. Sufficient zoned land has been created for other activities and growth needs – e.g. residential and industrial land. Therefore, growth demands can be met outside of the General Rural Zone, and the objectives of the General Rural Zone can be reasonably met. Primary production and rural industry are the backbone of the district, and should be protected from urban and lifestyle developments, and incompatible uses. Small scale activities that support and do not compromise the rural environment are enabled, such as minor residential units, home businesses and homestays can occur without unnecessary resource consent approval. The objectives are clear and directive and reasonable. They avoid uncertainty and risk for those looking to develop within the General Rural Zone. Achievability: The objectives are consistent with the identified mana whenua values expressed in the Mana Whenua Chapter. The objectives also take account of community feedback received and provide for appropriate social, cultural and economic outcomes to meet the identified needs of the community. The provisions seek outcomes within the scope of Council’s responsibilities and can be realistically achieved through regulations at a district level.
Proposed Objective	Appropriateness to achieve the purpose of the Act
RLZ-O1 The Rural Lifestyle Zone primarily provides for residential activities and compatible rural activities on larger lots within <i>rural environments</i>, zoned for such use. RLZ-O2 The character and qualities of the Rural Lifestyle Zone comprise residential development that integrates with the natural and rural character of the area; providing a generally high level of amenity along with the operation of compatible <i>primary production</i> activities, and responding to the underlying Ngāi Tahu relationships with the natural <i>environment</i>. RLZ-O3 To enable rural lifestyle living opportunities whilst protecting anticipated activities in adjacent zones from <i>reverse sensitivity effects</i> arising from, and impacting on, rural lifestyle activities. RLZ-O4 The purpose and predominant character of the Rural Lifestyle Zone is not compromised by incompatible activities. RLZ-PREC11-O1 Recognise and protect the landscape values of the Hokonui Hills Rural Lifestyle Precinct and the nearby Hokonui Hills <i>Outstanding Natural Landscape</i> and Croydon Bush Scenic Reserve.	The objective is considered the most appropriate way to achieve the purpose of the Act because it: • Section 5(2) – The objectives provide for sustainable management to enable people and the community to provide for their social, economic and cultural well-being. • Section 7(b) – The objectives ensure that land is used efficiently and appropriately. • Section 7(c) – The objectives ensure character and amenity of the zones are outlined such that values can be maintained and enhanced (in relation to objective PREC11-01) • Section 7(f) – The objectives will ensure that the quality of the environment is maintained and enhanced • Sections 7(a) and 8 relevant when talking about Ngai Tahu cultural values Relevance The objectives address the identified resource management issue by providing for rural living opportunities. Creating distinct areas for rural living protects the General Rural Zone and highly productive land from ad hoc rural lifestyle development. This assists with achieving the Strategic Direction Objectives UFD-O10 and UFD-O11 by recognising the importance of primary production and rural industry for the district, and protecting productive land in rural areas for primary production and compatible supporting activities. Likewise, by separating the existing Rural Zone in the ODP and establishing areas for rural lifestyle living, the General Rural Zone can have objectives that ensure the NPS-HPL are met, by protecting the General Rural highly productive land for primary production. Strategic Direction Objective UFD-010 is further supported by primary production being enabled in the Rural Lifestyle Zone. Further, by locating the Rural Lifestyle Zones in fringes of urban areas and settlements, UFD-02, OFD-02 and UFD-O12 are achieved, which seek that the district develops in a cohesive and compact way, and that rural lifestyle areas are provided adjacent to Gore, Mātaura and Settlement areas. The objectives ensure UFD-03(4) is met, which seeks low density living is provided through a Rural Lifestyle Zone to help meet the diverse social and economic needs of the district. Objective RLZ-02 assists with meeting mana whenua values in the Mana Whenua Chapter.

	The objectives provide clearer direction as to the purpose and function of the Rural Lifestyle Zone. The objectives relate to issues 1, 2, 3 and 5 identified in section 2.1 of this report. The objectives assist Council to undertake its functions under s31 by provide clear direction and an appropriate framework for managing development and land uses within the district. The objectives reflect the technical assessments which include market analysis on future demand for rural-residential living opportunities. Usefulness: The objectives provide clarity and direction for Plan users and decision makers as they clearly articulate the anticipated outcomes for the Rural Lifestyle Zone in terms of their purpose and function. The objectives align with best practice by clearly articulating the intended outcomes and provide clear direction for plan users and decision makers. Reasonableness: The objectives will avoid unjustifiably high costs on the community as they will enable greater density compared to what exists currently for those sites (excluding the Precinct area). By providing a higher density then the General Rural Zone, a greater range of choice of site size is enabled in the district, within the rural setting. This is a new zone that is a direct response to market desires and need for this housing/property offering in the district. Small scale activities such as minor residential units, home businesses, visitor accommodation and homestays can occur without resource consent approval. The objectives are clear and directive and therefore avoid uncertainty and risk for those looking to develop within the Rural Lifestyle Zone. Achievability: The objectives are consistent with the identified mana whenua values expressed in the Mana Whenua Chapter. The objectives also take account of community feedback received and provide for appropriate social, cultural and economic outcomes to meet the identified needs of the community. The provisions seek outcomes within the scope of Council’s responsibilities and can be realistically achieved through regulations at a district level.
Proposed Objective	Appropriateness to achieve the purpose of the Act
SETZ-O1 Activities within the Settlement Zone support the purpose and functionality of the township communities and contribute positively to the vibrancy, sense of community, sustainability and resilience of those communities. SETZ-O2 The character and qualities of the Settlement zone comprise: 1. small, low density rural settlements that have a mixture of activities including residential, small-scale commercial, community and <i>home business</i>; and 2. a pleasant residential <i>environment</i>; and 3. open space around <i>buildings</i>; and 4. limited reticulated servicing. SETZ-PREC8-O1 Activities within the Mandeville Aviation and Rail Precinct enable and support historic aviation and railway activities.	The objective is considered the most appropriate way to achieve the purpose of the Act because it: • Section 5(2) – The objectives provide for sustainable management to enable people and the community to provide for their social, economic and cultural well-being. • Section 7(b) – The objectives ensure that land is used efficiently and appropriately. • Section 7(c) – The objectives ensure character and amenity of the zones are outlined such that values can be maintained and enhanced • Section 7(f) – The objectives will ensure that the quality of the environment is maintained and enhanced Relevance The objectives address the identified resource management issue by providing for a mixture of activities in Settlement areas. Creating a Settlement Zone reflects existing patterns of land use, and the objectives provide for the character, uses and needs to those areas. The objectives achieve Strategic Direction Objectives UFD-01 and UFD-02 as Settlement zoning is created to ensure there is sufficient land to meet the housing needs of the district, including the communities diverse social and economic housing needs. They ensure the district developments in a cohesive and compact way. The objectives provide clearer direction as to the purpose and function of the Settlement Zone.

	The objectives relate to issues 4 and 5 identified in section 2.1 of this report. The objectives assist Council to undertake its functions under s31 by providing clear direction and an appropriate framework for managing development and land uses within the district. The objectives reflect the technical assessments which include market analysis on Settlement areas. Usefulness: The objectives provide clarity and direction for Plan users and decision makers as they clearly articulate the anticipated outcomes for the Settlement Zone in terms of their purpose and function. They also reflect patterns of development already occurring in those areas. The objectives align with best practice and align with higher order documents. Reasonableness: The objectives will avoid unjustifiably high costs on the community as they will enable greater densities and a greater range of activities than currently provided for under the current zoning. This is a new zone that is a direct response to existing patterns of development, including the Mandeville Aviation and Rail Precinct uses, to enable the long-term viability and resilience of the Settlement areas. The objectives are clear and directive and therefore avoid uncertainty and risk for those looking to develop within the Settlement Zone. Achievability: The objectives are consistent with the identified mana whenua values expressed in the Mana Whenua Chapter. The objectives also take account of community feedback received and provide for appropriate social, cultural and economic outcomes to meet the identified needs of the community. The provisions seek outcomes within the scope of Council’s responsibilities and can be realistically achieved through regulations at a district level.
Summary Overall, the proposed objectives provide greater clarity and certainty for Plan users and decision makers whilst also achieving the purpose of the Act in a reasonable, useful, relevant and achievable manner. The objectives will allow Council to fulfil their obligations under s31 of the Act, are consistent with identified mana whenua outcomes and align with relevant strategic direction. The proposed objectives are the preferred option to address the key resource management issues identified in sections 2 and 4 of this report.	

For further assessment on provisions regarding river setbacks, refer to the Rivers and Their Margins s32 report.

9. Evaluation of Options to Achieve the Objectives

9.1 Introduction

Section 32(1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s). For the purpose of this evaluation, the Council has considered the following potential options:

- Option A - The proposed provisions
- Option B - The ‘status quo’ provisions.
- Option C – Inclusion of a Productive Rural zone, with stronger provisions to protect productive capacity

9.2 Quantification of benefits and costs

Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified.

Based on the scale and significance of the proposed changes, specifically the degree of change from the ODP, level of policy risk and scale of effects, it is considered that quantifying costs and benefits is unnecessary. However, the technical reports identified in section 4.4, specifically the Planning for Growth report, include demand analysis for business growth and identify the following that are relevant to the rural zones:

- Growth is projected to occur within meat, dairy and other food processing industries, manufacturing, wholesale trade and chemical processing within the Gore district.
- The additional growth will provide additional employment opportunities for each sector.
- A recommended 172 ha (gross) additional land for industrial purposes is required to support growth.

The PDP provisions address this demand for growth through the new industrial zone in south Gore, the Rural Industry Precinct in south Mataura, the residential development area in West Gore and residential and rural intensification across the district. In south Gore an additional 100 ha of land is proposed to be zoned for industrial activities and in south Mataura the Rural Industry Precinct will cover 263 ha. These areas will meet the identified demand and provide considerable benefits for the economy, including employment opportunities. Additional, more in-depth, quantification is unnecessary and would not provide a significant additional benefit to the overall evaluation under section 32. Instead, the table below generally identifies where there may be additional cost(s) and benefit(s).

9.3 Evaluation of Options

Table 11: Evaluation of the Options

Option A – Proposed Provisions
General Rural Objectives GRUZ-O1 Recognise the importance of <i>primary production</i> and <i>rural industry</i> to the social and economic wellbeing of the District. GRUZ-O2 The character and qualities of the General Rural zone comprise: 1. a variety of <i>primary production</i> activities; and 2. a very low degree of built form, well setback from other properties and <i>roads</i>; and 3. high levels of open space and open pasture or crops; and 4. high levels of rural amenity from adjacent <i>sites</i>. GRUZ-O3 Non-<i>primary production</i> activities that support <i>primary production</i> or rely on a rural location are provided for, while managing the nature, scale and location of such activities.

GRUZ-O4 The purpose and predominant character of the General Rural Zone is not compromised by non-rural activities.

GRUZ-O5 The value and long-term benefits of using *highly productive land* for *primary production* is recognised and the availability of *highly productive land* for *primary production* for future generations is protected.

Policies, rules and standards which give effect to the objectives

GRUZ-P1 Enable existing and future *primary production*.

GRUZ-P2 Enable *rural industry* activities whilst preserving rural character, rural amenity, underlying Ngāi Tahu relationships with the natural *environment*, and productive capacity of the rural zone by limiting the nature, scale and location of such activities.

GRUZ-P3 Recognise the benefits of forestry and *woodlots* for carbon sequestering.

GRUZ-P4 Recognise the benefits of conservation, pest management, increasing *biodiversity*, riparian planting, and fencing erosion prone areas.

GRUZ-P5 Recognise the benefits of *quarrying* and mining activities on the local economy and supporting associated industries through enabling small scale quarries and mines.

GRUZ-P6 Manage the environmental and cultural *effects* of *quarrying* and *mining* and avoid *quarrying* and *mining* activities that result in adverse cultural or environmental *effects* that cannot be avoided, mitigated or offset.

GRUZ-P7 Enable *agriculture aviation activities*, and *rural airstrips* to support *primary production* and conservation activities, whilst managing the noise *effects* through controlling the location of airstrips and scale of their use.

GRUZ-P8 Enable *residential activity* where it:

1. does not compromise rural production; and
2. is of a scale and location that does not compromise the rural character from any property or *public place*; and
3. can be suitably serviced, including provision for telecommunications; and
4. does not amount to rural lifestyle or urban development; and
5. *reverse sensitivity effects* on and of adjacent land uses are appropriately avoided or mitigated.

GRUZ-P9 Provide for small scale *industrial activity*, *commercial activity*, and other non-rural activities, where it can be demonstrated that:

1. the activity has a genuine link with the rural land or water resource, primary production activities, or recreation activities associated with resources located within the General Rural Zone; and
2. the activity is compatible with the character, amenity values, qualities and purpose of the General Rural Zone; and
3. the site design, layout and scale of the activity is compatible with the character and qualities of the zone; and
4. the activity will not adversely impact the safe and efficient operation of the road network, and there is suitable loading, manoeuvring and access provided on-site; and
5. there is adequate infrastructure available to service the activity, including on-site servicing where reticulated services are not available; and
6. areas of indigenous vegetation are retained where practicable; and
7. the activity does not constrain the establishment of activities otherwise anticipated within the General Rural Zone; and
8. the effects of light spill are avoided or mitigated; and
9. there are measures to internalise effects and avoid conflict and potential reverse sensitivity effects on activities anticipated in the Zone, including primary production and ancillary residential activity.

GRUZ-P10 Protect *highly productive land* from irreversible loss from inappropriate *subdivision*, use and development, including by:

1. avoiding subdivision and land fragmentation below the minimum densities that compromises the use of highly productive land for primary production;
2. avoiding uncoordinated urban expansion on highly productive land that has not been subject to a strategic planning process; and
3. avoiding and mitigating reverse sensitivity effects from sensitive and incompatible activities within and adjacent to highly productive land.

GRUZ-P11 Avoid activities that are incompatible with the character, qualities and purpose of the General Rural Zone, unless there is an operational or functional need for it to be located in the General Rural zone.

GRUZ-P12 Require activities and development to maintain rural character, rural amenity and the underlying Ngāi Tahu relationships with the natural *environment* by:

1. ensuring that buildings and structures are of a scale and height which is compatible with the rural character and amenity of the zone; and
2. requiring appropriate setbacks to waterways to maintain and enhance amenity values and natural character.

GRUZ-P13 Recognise that Regionally Significant *Infrastructure* might be best located in the General Rural Zone, except where there is an Outstanding Natural Landscape, Outstanding Natural Feature, *Significant Natural Area*, *Natural Hazard* risk or Site of Significance to Māori.

GRUZ-P14 Enable the use of *reserve land* where the activity and / or development is consistent with the relevant Reserve Management Plan.

GRUZ-R1-R16 Primary Production, Prospecting for Mining Minerals, Quarrying Activities, Rural Industry, Woodlot, Conservation Activity, Residential Activity, Industrial Activities, Commercial Activities, Education Facilities, Homestay, Home Business, Rural Commercial Recreation Activity, Equestrian Facilities, Use of Reserve Land, Agriculture Aviation Activity, are permitted subject to standards on the nature, scale and location of the activity. All new buildings or structures associated with a permitted activity are also permitted provided they comply with the GRUZ Standards.

GRUZ-R17-R19 Visitor Accommodation, Sensitive Activities located within the Water Supply Treatment Facility Buffer Area and Emergency Service Facilities are a discretionary activity. All associated new buildings and structures must comply with the GRUZ Standards.

GIZ-R20 Any activity not listed is a non-complying activity.

Standards relate to density, bulk and location provisions, and rural airstrip and helicopter landing areas.

General Rural Zone, Rural Industry Precinct

Objective

GRUZ-PREC13-O1 The Rural Industry Precinct enables larger scale rural industry which support, service or depend on primary production and provide for the economic wellbeing of the community.

Policies, rules and standards which give effect to the objectives

GRUZ-PREC13-P1 Enable the establishment of larger scale rural industry activities within the Rural Industry Precinct where:

1. direct access from the State Highway 1 is avoided; and
2. green infrastructure is adopted for the management of water supply, stormwater management and wastewater treatment and disposal; and
3. activities are designed and located to avoid natural hazards unless the effects are mitigated and areas of potential subsidence may be used for buffers or infrastructure; and
4. landscaping buffers, green corridors and existing features are utilised to mitigate adverse effects on amenity values from larger buildings, parking areas and outside storage areas.

GRUZ-R4 Rural industry is a controlled activity where there is no direct access to state highway 1, the activity is not a significant hazardous facility and compliance with the relevant standards is achieved.

GRUZ-R7 Residential activities require a restricted discretionary consent where there is no more than one residential unit and one minor residential unit per site and compliance with the relevant standards is achieved.

Standards relate to density, bulk and location provisions, and rural airstrip and helicopter landing areas.

Rural Lifestyle

Objectives

RLZ-O1 The Rural Lifestyle Zone primarily provides for residential activities and compatible rural activities on larger lots within *rural environments*, zoned for such use.

RLZ-O2 The character and qualities of the Rural Lifestyle Zone comprise residential development that integrates with the natural and rural character of the area; providing a generally high level of amenity along with the operation of compatible *primary production* activities, and responding to the underlying Ngāi Tahu relationships with the natural *environment*.

RLZ-O3 To enable rural lifestyle living opportunities whilst protecting anticipated activities in adjacent zones from *reverse sensitivity effects* arising from, and impacting on, rural lifestyle activities.

RLZ-O4 The purpose and predominant character of the Rural Lifestyle Zone is not compromised by incompatible activities.

Policies, rules and standards which give effect to the objectives

RLZ-P1 Limit the range, scale and siting of activities and *buildings* within the Rural Lifestyle Zone to protect its rural-lifestyle character, and underlying Ngāi Tahu relationships with the natural *environment*.

RLZ-P2 Where reticulated services are not available, require activities within the Rural Lifestyle Zone to be self-sufficient with regard to potable water supply and treatment and disposal of *sewage*.

RLZ-P3 Enable *primary production* activities within the Rural Lifestyle Zone where they are compatible with the amenity and values of those zones.

RLZ-P4 Provide for compatible activities, including *visitor accommodation*, *homestay*, *home business* and *rural produce retailing activities*, where they are of a scale and nature that maintain the character and qualities of the Rural Lifestyle Zone; and do not compromise residential amenity.

RLZ-P5 Enable *buildings* and *structures* for permitted activities that maintain the character and qualities of the Rural Lifestyle zone, by requiring:

1. the density of development to achieve large areas of open space and plantings around *buildings*; and
2. *buildings* to be of a *height* that does not dominate the surrounding area; and
3. *buildings* to be *setback* from *boundaries* to ensure residential amenity for any nearby *residential units*; and
4. appropriate *setbacks* to waterways to maintain and enhance *amenity values*, ecological values, Ngāi Tahu cultural values, and natural character.

RLZ-P6 Recognise the benefit of emergency services facilities and of education facilities, whilst ensuring any such facility is of a location, nature and scale that does not detract from the rural character and amenity values of the Rural Lifestyle area.

RLZ-P7 Avoid activities in the Rural Lifestyle Zone that do not have an operational need or *functional need* to locate there.

RLZ-P8 Enable the use of *reserve land* where the activity and / or development is consistent with the relevant Reserve Management Plan.

RLZ-P9 Recognise that some Rural Lifestyle Zoned sites are working farms, and activities such as *primary production* and *agriculture aviation activities* are generally appropriate.

RLZ-R1-R10 Conservation Activity, Residential Activity, Homestay, Visitor Accommodation, Primary Production, Agriculture Aviation Activity, Home Business, Rural Produce Retail Activities Equestrian Facilities, Use of Reserve Land, are permitted subject to standards on the nature, scale and location of the activity. All new buildings or structures associated with a permitted activity are also permitted provided they comply with the RLZ Standards.

RLZ-R11 & R12 Education Facilities and Emergency Service Facilities are a discretionary activity. All associated new buildings or structures must comply with the GRUZ Standards.

RLZ-R13 Any activity not listed is a non-complying activity.

Standards relate to density, bulk and location, and rural airstrips and helicopter landing areas.

Rural Lifestyle Zone, Hokonui Hills Rural Lifestyle Precinct

Objective

RLZ-PREC11-O1 Recognise and protect the landscape values of the Hokonui Hills Rural Lifestyle Precinct and the nearby Hokonui Hills *Outstanding Natural Landscape* and Croydon Bush Scenic Reserve.

Policies, rules and standards which give effect to the objective

RLZ-PREC11-P1 Limited the nature, scale and design of development within PREC11 in order to protect the landscape values of the Hokonui Hills Rural Lifestyle Precinct and the nearby Hokonui Hills *Outstanding Natural Landscape* and Croydon Bush Scenic Reserve from inappropriate development.

RLZ-R1 and R3-R10 Conservation Activity, Homestay, Visitor Accommodation, Primary Production, Agriculture Aviation Activity, Home Business, Rural Produce Retail Activities Equestrian Facilities, Use of Reserve Land, are permitted subject to standards on the nature, scale and location of the activity. All new buildings or structures associated with a permitted activity are also permitted provided they comply with the RLZ Standards.

RLZ-R2 Residential Activity is a Controlled Activity. All associated new buildings and structures must comply with the RLZ-PREC11 Standards.

RLZ-R13 Any activity not listed is a non-complying activity.

Standards relate to density, bulk and location provisions, building colours, fences, planting and driveways.

Settlement

Objectives

SETZ-O1 Activities within the Settlement Zone support the purpose and functionality of the township communities and contribute positively to the vibrancy, sense of community, sustainability and resilience of those communities.

SETZ-O2 The character and qualities of the Settlement zone comprise:

1. small, low density rural settlements that have a mixture of activities including residential, small-scale commercial, community and *home business*; and
2. a pleasant residential *environment*; and
3. open space around *buildings*; and
4. limited reticulated servicing.

Policies, rules and standards which give effect to the objectives

SETZ-P1 Enable residential activities and complementary non-residential activities that:

1. will support the economic needs of the settlement community whilst providing for social well-being; and
2. are compatible with the purpose, character and qualities of the Settlement zone; and
3. contribute to the social needs of the people in the surrounding area.

SETZ-P2 Require development to be of a *height* and bulk and have sufficient *setbacks* and open space to:

1. maintain the open character and spaciousness of the zone; and
2. maintain the underlying relationship Ngāi Tahu hold with the natural *environment*; and
3. protect river and stream values from inappropriate development, and
4. maintain sufficient open space to provide for landscaping, and, where needed, on-site water, *wastewater* and *stormwater* disposal.

SETZ-P3 Enable *home business* activities where:

1. they are compatible with the character and qualities of the surrounding area; and
2. nuisance *effects* on adjacent *sites* are avoided; and
3. traffic *effects* are managed to ensure the safety and efficiency of the *road* network; and
4. the hours of operation are compatible with residential character and do not compromise residential amenity.

SETZ-P4 Enable *visitor accommodation* and *homestay* activities where they are contained within a *residential unit* and adverse *effects* on residential character and amenity is managed through limiting the scale and frequency of activity.

SETZ-P5 Enable the use of *reserve land* where the activity and/or development is consistent with the relevant Reserve Management Plan.

SETZ-P6 Manage *light industrial activities* to ensure:

1. adverse *effects* on the residential *amenity values* of adjoining residential properties and the surrounding area are avoided; and
2. any *light industrial* activities are of a scale and design that maintains the character of the surrounding area; and
3. there is adequate provision for vehicle manoeuvring on-site, and *road* safety and efficiency is maintained; and
4. any *light industrial activity* is adequately serviced.

SETZ-P7 Ensure development does not compromise existing roading and water *infrastructure* networks.

SETZ-P8 Where practicable, incorporates low impact approaches to *stormwater* management.

SETZ-P9 Avoid activities that are incompatible with the character, qualities and purpose of the Settlement Zone.

SETZ-P10 Only allow new activities within the Settlement Zone where the *effects* of *natural hazards* can be adequately mitigated so the risk to life and property is low.

SET-R1-R8 Community Facility, Residential Activity, Home Business, Visitor Accommodation, Homestay, Education Facility, Emergency Services Facility and Use of Reserve Land, are permitted subject to standards on the nature, scale and location of the activity. All new buildings or structures associated with a permitted activity are also permitted provided they comply with the SET Standards.

SET-R9 & R10 Commercial Activity and Light Industrial Activity are a discretionary activity. All associated new buildings or structures must comply with the SET Standards.

SET-R11 Any activity not listed is a non-complying activity.

Standards relate to density, services, landscape permeable area, and bulk and location provisions.

Settlement Zone, Mandeville Aviation and Rail Precinct

Objective

SETZ-PREC8-O1 Activities within the Mandeville Aviation and Rail Precinct enable and support historic aviation and railway activities.

Policies, rules and standards which give effect to the objective

SETZ-PREC8-P1 Enable and support historic, vintage aviation and transport activities, and *ancillary activities* which contribute to the overall aviation and rail experience within the Mandeville Aviation and Rail Precinct and maintain and enhance the purpose of the Precinct.

The rules differ from the Settlement zone rules. The precinct rules are:

SETZ-R8 provides for use of reserve land in accordance with the reserve management plan as a permitted activity.

SETZ-PREC8-R1 – R10, Commercial, community, industrial, aviation, vintage aviation, agriculture, horticulture and pastoral activities, temporary activities, food and beverage activity, conference facility and visitor accommodation are all permitted, subject to requirements of the rules and meeting standards.

SET-PREC8-R11 requires that all other activities are a non-complying activity.

Standards relate to services, bulk and location provisions; visitor accommodation ancillary to temporary events and helicopter landing areas.

Benefits	Costs
Environmental - Increased certainty and clarity from the types of effects that are anticipated from activities within the zone. - The provisions provide for enhanced amenity values and avoid activities which would have an adverse effect on the local environment. - Provides for primary production, rural industry and agriculture aviation, whilst managing the effects of reverse sensitivity. - Provides specific areas for rural lifestyle living opportunities, and settlements, protecting the wider environment from ad hoc lifestyle or urban development. - Provides for a greater range of activities in the Settlement areas, which if developed can reduce the reliance on travel to urban areas such as Gore. - Water quality, public access and cultural values are respected and maintained through setbacks to waterways.	Environmental Greater development is enabled in Settlements and Rural Lifestyle areas, which are further away from the urban areas of Gore and Mataura, which may result in additional traffic and associated emissions.
Economic - Clear direction means that Plan users and landowners will have reduced costs in understanding and complying with the rural provisions of the Plan. The provisions will also ensure efficient and consistent decision-making. - The Settlement Zone and Rural Industry Precinct support economic growth and future development. - Activities such as Rural Industry, Homestay and Home business options will be increased by the provisions, providing an economic benefit to residents. - Larger farm buildings are permitted which saves consent costs for farmers that may want wintering barns of large farm sheds. - Protection of rural land for primary production and other activities that rely on the rural resource. Protection of highly productive land protects the agricultural industry and other industries and infrastructure that rely on the rural resource. These activities and infrastructure are necessary to support the local economy. - Additional housing supply and choice in the Settlement and Rural Lifestyle zones, including provision for lifestyle sites down to 1ha in size. - The Settlement provisions are more reflective of actual pattern of development, which helps reduce costs through making certain development in these areas permitted.	Economic - Some of the bulk and location standards may reduce the ability to fully maximise a site for certain developments. - On site servicing is required in most instances, which will be a cost for developers. - The higher density requirement in the General Rural zone will restrict the opportunity for rural lifestyle blocks to be created on many sites, restricting this option of wealth creation for landowners. - Mandeville and Pukerau settlement areas are subject to flood risk, which could bring about costs if property is damaged in a flood event. How development is managed by natural hazard provisions are discussed in the hazards s32 report.
Social - The introduction of suitably located Rural Lifestyle zoning and the Rural Industry Precinct will reduce reverse sensitivity and improve amenity in these zones - The introduction of the proposed provisions will provide greater clarity around the purpose and character of each zone to help ensure activities located in any rural zone are suitable and adverse effects are mitigated or avoided - The Settlement provisions will assist in enabling Settlement areas to be self-sufficient, improving their access to facilities and amenities, as well as their resilience.	Social There are no anticipated social costs associated with the proposed provisions.

Cultural • The provisions integrate cultural values associated with water through stream setbacks and require Plan users to consider the potential and actual adverse effects on cultural values as a result of activities. • Cultural wellbeing is further provided by the provision responding to community needs i.e. creation of Settlement zone areas	Cultural • New rural industry activities have the potential to result in increased land and water contamination, however, it is anticipated these effects would be appropriately managed through the PDP and the Regional Plan.
Efficiency	
The proposed provisions are an effective method of addressing the issues given they will provide increased environmental, economic, social and cultural benefits as outlined above.	
Effectiveness	
The proposed provisions are considered to be the most effective means of achieving the objectives for the following reasons: • The provisions will address the identified resource management issues. • They will increase the effectiveness of the plan provisions in achieving positive urban design outcomes by providing greater clarity and certainty. • The General Rural Zone provides greater protection of rural land for primary production, rural industry and other activities that rely on the rural resource than the Operative Plan. • The provisions provide direction in terms of purpose, amenity and character of each zone than the operative plan. • The Rural Lifestyle Zone enables a higher density for rural lifestyle sites, and the Settlement Zone provides for residential densities and a range of activities that can support the community. • The provisions will meet best practice structure and content to be consistent with the requirement of Section 31 of the RMA. • The provisions will give effect to the National Planning Standards • The provisions will give effect to the relevant higher order documents such as the NPS-HPL and Regional Policy Statement. • The three separate zones reflect existing patterns of development, and provide for growth of the settlements and specific areas for rural lifestyle living. Activities are discouraged where they are not compatible with the purpose or character of the zone, protecting each zone area for its core purpose and function. • They will enable Council to fulfil its statutory obligations under the Resource Management Act to maintain and enhance both the amenity value and quality of the environment (sections 7(c) and 7(f)) and ensure that development is undertaken in a sustainable manner which appropriately avoids, remedies or mitigates adverse effects (section 5(2)(c)). • They will enable Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner.	
Risk of acting or not acting	
The current District Plan was notified in 1998 and made operative in 2006. As a district plan is required to be reviewed every 10 years, this is overdue. The Plan was developed prior to the Southland Regional Policy Statement, the NPS-HPL, and the National Planning Standards. As such has not given effect to these higher order documents as required. The Council has sufficient information to determine the proposed rural provisions are appropriate to meet the economic, social and cultural needs of the community. The provisions address both the resource management issues identified and the shortcomings identified with the ODP. Overall, the risk of acting is considered to be low, however, the risk of not acting is higher as the ODP has been identified as insufficient to manage development and managed adverse effects on the environment.	

Option B – Status Quo
Relevant Objectives: 3.3(1) - Maintain and enhance the amenity values of the various localities within the District whilst respecting the different values and characteristics that exist within each area. 3.3(2) - Ensure that the effects of land use activities do not adversely affect the quality of the environment and are compatible with the characteristics and amenity values of each locality. 3.3.(7) – Ensure that the effects of earthworks and other land disturbance are avoided, remedied or mitigated. 3.3(8) - Avoid where practical the adverse effects of land use activities upon infrastructure. Policies and rules which give effect to the objectives: 3.4(1) Establish zones that reflect the characteristics and amenity values of the area. 3.4(2) Control the adverse effects of land use activities on the environment. 3.4.(10) Recognise that earthworks and disturbance of the ground is a necessary part of undertaking many activities. 3.4(11) Ensure that the effects of earthworks and other land disturbance are avoided, remedied or mitigated. 3.4(12) Require any adverse effects of land use activities upon infrastructure to be rectified

Rules which specifically apply to the Rural Zone 4.2.1(1) permits land use activities 4.2.2 permits the use of reserve land 4.2.3(1) restricts residential activity on sites under 2ha 4.2.4 Any land use activity which does not comply with 4.2.1 or 4.2.2 is a Discretionary Activity 4.4 For and sensitive activities in the wastewater treatment facility buffer area is a Discretionary Activity 4.5 Noise limits 4.6 Light spill limits 4.7.1 Daylight admission 4.7A Yard setbacks for buildings 4.8.1 Maximum height of 12m	
Benefits	Costs
Environmental There is a broad framework which provides consideration of amenity values and takes account of the anticipated character of an area.	Environmental The bulk and location standards are limited and do not provide for high quality environmental outcomes.
Economic The framework, in particular the bulk and location standards, place limited requirements on landowners which would lower the cost of development.	Economic - The general nature and lack of clear direction in the framework may result in higher consenting costs. - The types of activities and rules do not support the existing patterns of development or growth of the settlements, resulting in increased consent costs and restricting growth of these areas. The provisions also provide for relatively large rural lifestyle sections, which, generally speaking, is not a good economic use of the land. It reduces larger farm holdings but is often larger than the desired lifestyle site size of 1ha. The provisions do not provide for rural industry which add consent costs. - The plan does not protect highly productive land even though agriculture is the backbone of the district's economy.
Social The provisions provide for a range of activities which allow people and communities to meet their social needs.	Social The plan does not enable activities that would support the settlement areas, such as residential on sites under 2ha, commercial and community activities.
Cultural There are no identified cultural benefits from the existing provisions.	Cultural The lack of integration of cultural values and relationships into the provisions may negatively impact the ability of Māori to protect sites of significance and their cultural values and relationships with the land and water.
Efficiency	
The rule framework has limited efficiency as the objectives and policies are broad and lack clear direction for plan users and decision makers.	
Effectiveness	
The provisions are not effective as they do not provide sufficient direction or clarity. The zoning pattern has allowed out of zone activities to establish in an ad hoc inefficient manner and therefore, the existing provisions are not effective at managing the environment in a way which protects the rural resource for those activities that depend on it. As it does not protect rural land from lifestyle development the social and economic needs of people and their communities are not protected either. The provisions do not sufficiently address the identified resource management issues and the absence Rural Lifestyle zone has resulted in development in potentially inappropriate locations. The lack of settlement zone restricts development opportunities and therefore could have restricted the Settlements ability to grow.	
Risk of acting or not acting	
The risk of not acting is that it is unclear what is or is not appropriate in the rural zone, which could lead to inappropriate development. The risk of not acting is that there is rural lifestyle proliferation through the rural area, meaning rural land is not protected for agriculture use. The risk of not acting also includes that the Settlement areas are be restricted in their development opportunities and ability to grow.	

Option C – Inclusion of Rural Production zone with stronger provisions to protect rural land for primary production

An option considered was whether a Rural Production zone be provided, that has the purpose of supporting primary productions. The PS include four rural zoning options, being General Rural, Rural Lifestyle, Settlement and Rural Production.

The Rural Production zone provisions would be less permissive of non-primary production activities (e.g. rural industry, quarrying and small scale commercial activities). The zone would also have a higher minimum lot size that could protect the land for working farms, such as a minimum lot size of 40ha. This would impose costs and limitations on the land, with a narrow framework that seeks to avoid activities that are not primary production. The PDP could include all high class soil areas in the Rural Production zone. However, this is the vast majority of rural land in the district, meaning there could be limitations on those other activities that rely on, or are well placed in the rural resource. The range of production activities through the district have different needs, e.g. a grain farm requires a different size to a dairy farm. There are no clear patterns of development that demarcate which parts of the district support which production activities. Further, there is no easy way to geographically distinguish which parts of the district would logically be zoned “General Rural” vs which should be “Rural Production”. For example, there is no vast high country area, which could have a different zone framework, to flat plains.

It is considered that the General Rural zone provision can protect primary production and high class soils sufficiently, and as such the costs of having a Rural Production zone out way the benefits.

9.4 Summary of Preferred Options

Summary

Overall, the preferred option is Option A - the PDP provisions because they:

- Give effect to higher order documents and achieve the purpose of the Act.
- Address the identified resource management issues by providing Settlement and rural living areas, and protecting rural area for primary production and other activities that rely on the rural resource.
- The provisions provide for the social and economic wellbeing of the community, enabling a range of compatible activities within the zones and managing reverse sensitivity.
- Provide greater direction and certainty for plan users and decision makers.
- Addresses the objectives and policies of higher order policy documents.

Appendix 1. Feedback Summary

Rural Zone Chapter

Person / Organisation	Feedback summary	Response
Southland Federated Farmers	- Suggests a new objective to recognise that the GRUZ is predominantly for primary production activities and that GRUZ-O2 is amended to recognise that farming and large farm buildings are part of the rural landscape and so referring to a very low degree of built form is inappropriate. Recognition of sounds and smells from primary production. - The rules and standards around agricultural aviation should be amended to provide for the intermittent use of rural airstrips and helicopter landing areas without restrictions on the number of movements, location or timing. - A 15m setback for 'all other buildings' from side and rear boundaries is too onerous as the building could be small and have a negligible impact on other people or be for a specific purpose i.e. a pump shed. A setback of 15m for 'all other buildings' from road boundaries does not recognise that stockyards and loading ramps need to be in accessible locations. - A technical change is suggested to GRUZ-S5 to place brackets around 'other than accessory buildings'. - The increased setback to rivers and streams is impractical from a farming perspective and would restrict normal farming perspective, it is unclear why these setbacks have been increased from the ODP.	Very low degree of built form is in relation to other zones, and the rule provide clarity on what is considered appropriate built form. This wording therefore is not inappropriate or restrictive, noting e.g. buildings for primary production up to 3000m² are provided for as a permitted activity. This is a significant increase from what is provided for currently in the Operative District Plan. Acoustic input was commissioned in response to this submission with the view to see if/how we can amend the provisions to create better flexibility, whilst managing noise effects. Advice has been received and provisions amended. Created a new standard for buildings less than 10m² to be allowed 2m from a side/rear boundary instead of 15m. Created a new standard so that loading ramps and stockyards do not need to be setback 15m from the road. Inclusion of brackets not necessary, and not typical plan drafting. No change proposed to river and stream setbacks as they are important for water quality. Not sufficient evidence to suggest why impractical, noting that the setback differs with size of stream/river.
New Zealand Helicopter Association	- Helicopter activities should be permitted as it is generally temporary and intermittent with multiple flights undertaken over a short period of time. Helicopter activity contributes to the local economy, are critical for maintaining infrastructure, support DOC operations in national parks and remote areas. - There are three ways helicopter activities would be permitted in the Plan: - As temporary activity - A PA rule to provide for intermittent helicopter activities using helicopter landing areas for: frost control, heli-logging, pest control, rural farm support, heavy lift, transmission line installation and inspection, energy and communication infrastructure security, DOC support, special operations only possible by helicopter, and ad hoc aerial transport. - Recognition in the noise provisions that intermittent helicopter activities are of a temporary nature, limited duration and exempt from noise restrictions. Noting that helicopter activities generally involve temporary periods of intensive use. - Helicopters are regulated by other legislation. - NZS6807:1994 should not apply to non-fixed based helicopter activities as the standard is not intended to apply to infrequently used helicopter landing areas (NZS 6807:1994 1.1 and C1.1, notwithstanding 1.1.2 and C1.1.2).	Acoustic input was commissioned in response to this submission with the view to see if/how we can amend the provisions to create better flexibility, whilst managing noise effects. Advice has been received and provisions amended.
Southland Helicopters Ltd	Supportive of the NZAAA feedback.	Acoustic input was commissioned in response to this submission with the view to see if/how we can amend the provisions to create better flexibility, whilst managing noise effects. Advice has been received and provisions amended.
Graeme Gardyne	The provisions for Rural Industrial should be amended to allow up to 20 customers per day and the setback to the road should be reduced to 10m (for example).	Support provision for some customers to site per day, noting rural industry is not retail, it is expected that numbers of customers visiting site directly each day would be somewhat limited anyway, and the activity needs to be setback for neighbours. Setback of activity reduced, noting that setbacks of buildings still need to comply with rural zone standards for buildings.

Sharon Paterson	A limit of up to 30 square metres could be added to GRUZ-R8 Commercial Activities (now GRUZ-R10). Sale of onsite produce could increase other local produce and locally made goods (eg. Crafts). Appropriate commercial business should be permitted.	Essentially requested permitted framework for small scale retail in addition to on-site produce. In most instances this would already be provided for by Rule GRUZ-R13 Home Business. While there might be instances where other small-scale retail in the General Rural zone is acceptable, it is considered appropriate to continue to require resource consent for such activity.
HeliFarm Limited	- Supportive of the Objectives and Policies which recognise the importance of primary production, rural industry and the character and qualities within the General Rural Zone but considers that ‘<i>a variety of primary production activities</i>’ must include agricultural aviation. - Suggests an amendment to GRUZ-P6 to remove reference to managing noise effects through managing the location of airstrips and the scale of their use in respect of rural airstrips to support primary production activities. - Suggests amendments to GRUZ-R15 to remove restrictions relation to the location (setbacks) of airstrips and helicopter landing areas, remove limits on the number of movements and hours of operation and replace with ‘morning civil twilight and evening civil twilight’ as defined by CAA rules.	Acoustic input was commissioned in response to this submission with the view to see if/how we can amend the provisions to create better flexibility, whilst managing noise effects. Advice has been received and provisions amended.
Alliance Group Limited	- Recognition should be given to the character of the GRUZ where it adjoins an Industrial Zone, GRUZ-O1 should therefore be amended to include “<i>except at the boundary of different zones where potential effects from activities in those zones are managed by zone rules.</i>” - Supports the provision of residential activities in the GRUZ as long as they are situated where potential reverse sensitivity effects are avoided. GRUZ-P7 should be amended to add a further subclause “<i>and reverse sensitivity effects on adjacent land uses is appropriately avoided or mitigated.</i>”	Change not supported. Change does not fit with GRUZ-O1. There are provisions throughout the plan which manage the interface of zones. Supported that it is relevant to include reverse sensitivity in policy. Resultingly reviewed provisions and also added reverse sensitivity to matters of discretion for GRUZ-S3. Reverse sensitivity is a matter of discretion in residential density rule GRUZ-R7 already.
Balance Agri-Nutrients Limited	- Supportive of the Objectives and Policies which recognise the importance of primary production, rural industry and the character and qualities within the General Rural Zone but considers that ‘<i>a variety of primary production activities</i>’ must include agricultural aviation. - Suggests an amendment to GRUZ-P6 to remove reference to managing noise effects through managing the location of airstrips and the scale of their use in respect of rural airstrips to support primary production activities. - Suggests amendments to GRUZ-R15 to remove restrictions relation to the location (setbacks) of airstrips and helicopter landing areas, remove limits on the number of movements and hours of operation and replace with ‘morning civil twilight and evening civil twilight’ as defined by CAA rules.	Acoustic input was commissioned in response to this submission with the view to see if/how we can amend the provisions to create better flexibility, whilst managing noise effects. Advice has been received and provisions amended.
Bernadette Hunt, Southland Federated Farmers	Concerned that the rules around agricultural aviation, in particular the restrictions on the location of landing sites, the number of aircraft movements and the time of day restrictions. As there is no mention of proximity to residential dwellings in the rules it is assumed that disturbance to places of residence was not the issue.	Agriculture aviation discussed above. Distance to neighbours is managed, but not distance to residence on the site of the landing, and the landing would likely be commissioned by those on site. Health and safety of landings managed under different legislation.
House Movers Section of the New Zealand Heavy Haulage Association Inc.	Recommends a new rule to provide for relocated dwellings as a permitted activity with a RDA pathway if consent is required.	Relocated buildings are permitted (subject to standards) as outlined in the temporary activities chapter. Is restricted discretionary where permitted standards are breached.
New Zealand Agricultural Association	- Supportive of objectives and policies which recognise the importance of primary production and maintaining the character and qualities of the GRUZ, however, agricultural aviation should be recognised as part of the rural character. - Suggests an amendment to GRUZ-P6 to remove reference to managing noise effects through managing the location of airstrips and the scale of their use in respect of rural airstrips to support primary production activities. - Suggests amendments to GRUZ-R15 to remove restrictions relation to the location (setbacks) of airstrips and helicopter landing areas; remove limits on the number of movements and replace with a limit of up to 30 days in any 12 month period or 315 aircraft hours (whichever is greater); remove limits on hours of operation and replace with ‘morning civil twilight and evening civil twilight’ as defined by CAA rules; and require the log to be maintained by the land occupier.	Acoustic input was commissioned in response to this submission with the view to see if/how we can amend the provisions to create better flexibility, whilst managing noise effects. Advice has been received and provisions amended.
Hamish Weir	Recommends making allowances within the provisions for existing commercial activities on specific sites	Existing use rights remain so no further change is required
Straterra	Supports the recognition in the provisions of extractive industries and the benefits of mining.	No change needed

	Highlights that mining is included within the definition of primary production and that mineral rich soils are highly productive and a valuable resource.	
Rural Contractors NZ	- Supports the recognition of rural industry as an integral part of primary production and recognises the importance of both activities to the District. - Supports that rural contractor depots are recognised a ‘rural industry’ - Recommends clarifying whether the area restriction for rural industry applies to the activity or buildings, and to increase the building size limit to 3000 square metres. - Considers that the Industrial Activity rule should not refer to a contractor yard to avoid confusion as rural contractors are not an Industrial activity, and that 500 square metres is unnecessarily restrictive.	Some contractors yards will be rural industry and some will be industrial dependant on the use of the yard (see national planning standard definitions). Agree it could be helpful to have some clarification and this is considered best placed in GRUZ-R9 Industrial Activities Do not support 3000m² as a permitted building size, noting it is only permitted to have 1000m² of land for rural industry as a permitted activity. Do not support increasing the 500m² standard for industrial activity either. Consider most industrial activity should occur in industrial zones and the rural zone be protected for primary production. The rule is to provide for some small scale industrial as a permitted activity only as that is what is considered suitable.
Ministry of Education	- Supports providing for educational facilities in the zone where there is a population to support them as these are essential social infrastructure. - Recommends greater flexibility for educational facilities, including the types of education, number of people and hours of operation	Change not adopted. It is considered appropriate for schools to attain a resource consent or notice of requirement, to ensure the effects (e.g. traffic and services) can be managed
Robina Johnston	- Suggests adding a fourth zone - Rural Recreational Lifestyle Zone with a 3 hectare density. - Considers greater environmental protections need to be provided from mining and fossil fuels industries as there is a projected increase in these activities. - Recommends greater rural lifestyle and recreational amenity protections in the Rural Zone, including canopy coverage, screening and biosecurity fencing. - New development areas need to consider flood risk	Rural Recreation Lifestyle Zone is not a zone in the National Planning Standards and there is no equivalent zone. The change is not supported. A new policy is included to avoid mining where the adverse environmental effects cannot be avoided, mitigated or offset New development areas have considered flood risk. Further work has been undertaken since this feedback, working alongside Environment Southland, to ensure flood risk is suitably managed through the District Plan.
Waka Kotahi	- Supports provisions that seek to manage the effects of rural industry on the transport network. - Highlights that the residential building setback from highways may not be sufficient to address noise effects and recommends amending the standard to clarify this.	Essentially want noise rule for acoustic insulation to be cross referenced.
Aggregate and Quarry Association	- Supports the recognition in the provisions of extractive industries and the benefits of mining. - Highlights that quarrying is included within the definition of primary production and quarries are highly productive activities.	No changes required
Fire and Emergency NZ	Recommends providing for emergency services facility in the zone, opposes the default non-complying status applicable to them.	Change to create a discretionary rule. Agree non-complying is too restrictive, but want to accommodate emergency services in settlements and urban areas, and have rules in place in other zones. There could be noise or roading effects for example to manage.
Clark McDonald & Associates	- Would like to see greater acknowledgement of people living in the rural zone as a valid land use activity rather than an undesirable activity to be mitigated. - Recommends including restrictions on the establishment of new exotic forestry to retain high value soils for food production. - Recommends clarifying whether buildings and development relating to conservation activity is subject to standards - Recommends clarifying that a residential unit can be connected to a wireless telecommunications services - Suggest allowing for a minor residential unit per primary unit rather than site - Supports providing for contractor’s yards as a permitted activity - Suggests further consultation with agricultural aviation industry relating to rural airstrips, 4 movements may be too restrictive and an limiting the number of days may be more appropriate, and an exception for emergency use. - Considers the building coverage standards too simplistic, not practical for smaller sites and excessive for large farms, recommends differentiating thresholds based on site area.	There is an enabling rule for residential activity in the rural zone and a permitted activity rule for residential activity (subject to density provisions). I do not consider greater acknowledgement is needed or suitable Forestry is managed by the NPS-PF The definition of conservation activity does not include buildings, and just relates to land. No standards are required. I don’t consider we need to specify wireless telecommunication is allowed. It’s inherent noting the standard does not refer to “hard wired telecommunication” but “telecommunication”. Do not want to provide for extra domestication, so do not support one unit per dwelling. The proposed density per site is higher than what is currently provided for in the ODP to make allowance for one res flat (granny flat) and other units for if there needs to be workers accommodation. Providing for additional units instead of less units, but with allowance for flats, gives greater flexibility of the building size. Consulting with agriculture aviation

		I don't see any evidence to support why the 1.5% building coverage is not practical. For the smallest permitted site size (8ha) this will allow 1,200m ² of building coverage. It also means larger farms can have a higher number of buildings to meet their needs.
Department of Conservation	- Supports the setback requirement from streams, recommends that this also applies to wetlands. - Suggests to include a diagram to show where the stream setback is measured from. - Supports the provisions for conservation activities as these should be encouraged - Recommends introducing an activity setback or buffer to protect the ecosystems, wildlife habitats and indigenous biodiversity of Croydon Bush and Pukerau Red Tussock Reserve	Have not referenced wetlands as the NES-FM has rules regarding setbacks from wetlands. Not addressed in rural zones further, put protections given in Indigenous Biodiversity chapter.
Transpower	- Policies need to recognise that the zone accommodates the National Grid, recommends setting apart regionally significant infrastructure by including a cross-reference to the Infrastructure Chapter - Considers the policy relating to avoiding incompatible activities in the zone to be overly restrictive	The rules in the infrastructure chapter prevail over the zone chapters. But there is merit in a policy in the General Rural chapter acknowledging that the rural zone is best placed to accommodate regionally significant infrastructure.

Feedback Summary

Feedback on the provisions was received from key stakeholders including government agencies such as the Department of Conservation, Waka Kotahi and the Ministry of Education, industry interest groups such as Southland Federated Farmers, the New Zealand Agricultural Association, New Zealand Helicopter Association and the Aggregate and Quarry Association, local industries such as Alliance Group Limited, Balance Agri-Nutrients, and Mercury and landowners.

The intent of the provisions and recognition of the importance and benefits of the primary productions sector was broadly supported, however it was highlighted that agricultural aviation in particular and other rural activities generating dust, noise and smells should be recognised and accepted as part of the rural character. It was also highlighted that the extractive industries are included within primary production. Recommendations to make greater allowances included for agricultural aviation, large scale farm buildings, small ancillary structures and those that have a functional need closer to boundaries, renewable electricity generation activities and essential infrastructure such as the National Grid, rural industry, educational facilities, emergency services facilities, commercial activities, cross zone boundary effects, residential activities and relocated dwellings. Recommendations to increase restrictions included to manage reverse sensitivity matters through the location and acoustic insulation of dwellings, creating a buffer around Croydon Bush and Pukerau Red Tussock Reserve to protect ecological or biodiversity values, apply stream setbacks to wetlands, environmental protections from mining and fossil fuels industries, greater consideration of the amenity effects on rural living and recreation activities, development in areas subject to flood hazards, exotic forestry on productive land.

Rural Lifestyle Zone Chapter

Person / Organisation	Feedback summary	Response
Southland Helicopters Limited	Supportive of the submission from NZAAA on the General Rural Section of the Plan. The NZAAA submission relates to the restrictions on agricultural aviation.	Noted
James Heslip	Opposes the increase of Rural Lifestyle in Pukerau on highly productive land and the effects on farming activities	Removed
Fraser Falconer	- Concerns about the effects on farming and rural activities and change in character and reverse sensitivity matters to arise from new residential activities. - Concerned about financial implication of rezoning and servicing requirements.	These areas are areas adjacent to existing development or where rural lifestyle is already clustered. The status quo allows for 2ha sites, and this allows for 1ha. Sites are large enough to be self serviced. The lots are expected to be self-serviced and not be on public three water services.
Silver Fern Farms Ltd	- Suggests the objective RLZ-O3 is important to alert the community to the potential nuisance effects which can arise in the rural zones and which people should be aware of when choosing to live in a rural area as such the objective (and any associated policy) should be strengthened to make it clear that sensitive activities located near industrial or rural activities should anticipate a different level of amenity to those living in urban settings. - Considers that additional management is required at the interface between the Rural Lifestyle Zone and the General Industrial Zone to manage the potential for reverse sensitivity effects. An amendment to RLZ-S4 is suggested to increase the setback to 30m for sensitive activities where sites border the General Industrial Zone.	Wording kept as it Managed within the industrial development area Outline Development Plan
Ministry of Education	- Requests enabling provisions for educational facilities where there is potential for a population to support them, concerned about non-complying status. - Recommends including a new permitted activity rule for Educational Facilities	Not supported – not the zone for cart blanch education. Notice of Requirement process is fine. Have made discretionary so can be assessed on case by case
Waka Kothai	Supports consideration of traffic safety effects for Rural Produce Retail Activities	No change required
Fire and Emergency NZ	- Requests enabling provisions for emergency services facilities, concerned about non-complying status. - Recommends including a new permitted activity rule for Emergency Services Facilities	Emergency services are best placed in other zones, including settlement zone, but changed to Discretionary activity to provide potentially simpler consenting pathway.
House Movers Section of the	Requests a new rule to be included in all chapters to provide for relocated buildings to be a permitted activity with a restricted discretionary pathway for non-compliances.	Not required – relocated houses allowed

New Zealand Heavy Haulage Association Inc		
John Sheddan	Considers the land along Racecourse Road which is predominantly 1ha or less sections would be better described as a settlement zone with residential activity and some small scale business uses. With the proposed GIZ zoning the properties immediately alongside that zone will become a sacrificial buffer.	Zoning retained as not a Settlement by nature due to its proximity to Gores urban area.
Clark Fortune McDonald & Associates	- Broadly supportive of the provisions - Suggest to use roads as physical zone boundaries, and for the rural lifestyle zone in Gore to extend from Reaby Road, north to SH94, and west to Kingdom Rd to reflect the existing use and development. - Recommends excluding flood prone land from the zone in the Whiterigg area and that flood hazard may be a potential issue in Mandeville as well.	Rural Lifestyle not extended due to highly productive land LUC2 soils. Whiterig and Mandeville Rural Lifestyle zonings amended (reduced) addressing flood risk
Environment Southland	- Concerned about intensification in flood prone areas - Recommends amending the Rural Lifestyle Zone around the floodplain in: - The Whiterigg area - South-west of Gore around the Charlton Stream - Pukerau around the Pukerau Stream - Recommends deferring zone changes in Mandeville until flood modelling is available to inform decision-making.	Zonings amended
Gary Heslip	- Concerned about rezoning highly productive land in Pukerau to Rural Lifestyle on and the effects on farming activities. - Significant roading upgrades would be required - Rezoning is unnecessary as existing residential land in Pukerau is underutilised.	Rural Lifestyle zoning removed. Settlement zoning retained to address nature of what is on the ground. Provisions included in plan to address services and flood risk
Stephen Allen	Suggests to extend the rural lifestyle zone in Gore along Reaby Rd, and include no. 584 Reaby Road, to reflect current rural lifestyle sized development	Extended with precinct overlay
Lynda Gardyne	Recommends Waikaka land to remain Rural and suggest alternative location for the Rural Lifestyle Zone east of Dungannon Street and large block West of Ulster Street.	Included in addition to the western block
Transpower	- Suggests an amendment to RLZ-O3 to more clearly express the intent of the objective outcomes. Furthermore, the objective should be amended to ensure consistency with the provisions which protect the national grid and therefore give effect to the NPSET. - Suggests and amendment to RLZ-P6 to make it clear that activities which have an operational need (such as the national grid) do not need to be 'avoided' as the policy directs.	O3 not changed as intent is to be broader than Transpower's wording. P6 changed.
Michele and Blair	- Would like their property to be included within the Rural Lifestyle Zone as their site (in Matuara) is 2ha in area and too small for farming. - Requests that the GIS mapping of the stream on their property is amended as there is only now a dry bed stream which is no longer there, the site adjoins the road and has never flooded.	Not supported due to high class soils and flood risk.
Feedback Summary		
Feedback on the provisions was received from key stakeholders including government agencies such as Environment Southland, Waka Kothai and the Ministry of Education, local industries and landowners. The provisions were broadly supported, however concerns were raised about the effect on productive land and activities, and a number of suggestions to alter the spatial extent of the zones were suggested. The suggested changes included to extend the zone west and north-west of Gore, allow for large lot residential between the rural lifestyle and residential zones west of Gore, an alternative more central location in Waikaka, remove the zoning from productive land in Pukerau, and to amend the location around floodplains in Gore and Pukerau and defer zoning changes in Mandeville until flood modelling is available. Recommendations to make greater allowances included for educational facilities and emergency services facilities. Transpower sought amendments to provide for activities which have an operational need to be in the zone, such as the national grid. Recommendations were also made to increase the setback for sensitive activities which adjoin the industrial zone, to make the rural lifestyle zone around Racecourse Road a settlement zone and provision for agricultural aviation.		

Settlement Zone

Person / Organisation	Feedback summary	Response
Alan Smith	Concerned about intensification in Pukerau due to the natural hazard risk and water quality issues.	Removed Rural Lifestyle zoning. Settlement zoning remained as that reflects the pattern of development and support the viability of the town. Natural Hazard risk is managed through provisions in NH chapter

Ministry of Education	- Supports objective of providing for community activities, such as educational facilities. - Recommends amending policies to provide for the social needs of the people within the Settlement Zone. This would enable educational facilities within the settlement zone where they serve the needs of the immediate and local community. - Supports to manage the operation of educational facilities within the Settlement Zone, but request that a new provision is included specifically for educational facilities (which includes early childhood centres) as the current rule is too restrictive.	Agree to amendment of policy, but not amendment of rule as would make rule too lenient such that possible effects could not be managed.
Waka Kothai	Recommends adding additional provisions relating to the effects on state highways where they are the main street for townships.	Not included, but amended policy SETZ-P7 to specifically reference roading
Fire and Emergency NZ	Supports the provision of 'Emergency Services Facility' as a permitted activity, subject to standards. The Restricted Discretionary activity status where compliance is not achieved is also supported.	Retained
Toula Finlayson	- Broadly supports the growth plans for Pukerau - Requests to retain the Industrial Zoning for the historic Brick Works Factory north of the highway in Pukerau, and for the provisions to allow for glasshouses and ancillary agricultural activities - Settlement Zone provisions need to allow for primary production activities (clay pit and farming) in the short term	Change to zoning agreed. Exiting use right remain to that primary production can continue. The majority of Settlement area is currently smaller sites and not used for primary production, so only seen as suitable to continue where there is already primary production occurring.
Clark Fortune McDonald & Associates	- Considers that the provisions do not sufficiently acknowledge or reflect the existing character and land use of the settlements. - Considers the 2000 sqm density requirement and non-complying activity status too restrictive, recommends to make allowance for pre-existing smaller sites and a Discretionary activity status. - Recommends to make allowance for minor residential units in the Mandeville precinct subject to servicing. - Considers the landscaping requirement unnecessary, but supports the requirement in relation to permeable surfaces. - Recommends to make allowance for a reduced setback for the existing smaller sites.	Provisions are considered fit for purpose to manage adverse effects and reflects the purpose and character of the Settlements. Sites under 2000m ² may not be able to accommodate a dwelling, so need consent for this activity.
Jack Meehan	Supports the rezoning of the reserve to residential	Retained
Michael Crymble	- Supportive of the precinct provisions to provide for the historic aviation and general aviation activities but opposes the use of the word 'heritage' in respect of the precinct. - Considers that the residential sections along the state highway may not benefit from inclusion in the precinct as the dwelling which has already been constructed on one of the sections is not in keeping with the overall envisaged concept for the subdivision. However, if the residential sections are retained within the precinct then 1552 Waimea Highway should be included in the precinct also as this site is often used on conjunction with activities at the precinct. - If the residential sections are not included in the precinct then it is requested that Council control the development on these sites which were intended to provide buildings to store aircrafts. - Supported the revised provisions which were circulated following a specific engagement meeting with the Croydon Aviation Heritage Trustees and which included allowances for temporary activities and a wider range of activities than were previously proposed. However, considers that the number of events which could be held should be increased and any visitor accommodation should be entirely at the discretion of the airfield owner.	Precinct name and some provisions amended.
Ian Davidson-Watts	- Generally supportive of the revised provisions which were circulated following a specific engagement meeting with the Croydon Aviation Heritage Trustees. - Suggests an allowance of 12 temporary events per year with a limit of 3 per month and restricting events to 1,000 people per day rather than per event would be more appropriate. - Would like recognition that some rural activities, such as animal grazing, grass cutting for silage etc may be undertaken within the precinct.	Amendments made to provide for temporary events with limits as per feedback. Agricultural, pastoral and horticultural activity added as a permitted activity to allow for limited rural activities.
House Movers Section of the New Zealand Heavy Haulage Association Inc	Requests a new rule to be included in all chapters to provide for relocated buildings to be a permitted activity with a restricted discretionary pathway for non-compliances.	Addressed in temporary activities district wide chapter.

Feedback Summary

Feedback on the provisions was received from key stakeholders such as government agencies, local industries and landowners. The intent of the provisions and spatial extent was broadly supported, however one submitter expressed concern about intensification in relation to natural hazards and water quality, one requested to retain the Industrial zoning north of the highway in Pukerau, and another submitter considered that the provisions do not sufficiently acknowledge or reflect the existing character and land use of the settlements. Recommendations included to make the provisions more enabling for educational facilities, to manage the effects on state highways where they are the main street for townships, to make allowances for development and densities on pre-existing smaller sites subject to servicing.

Feedback on the Mandeville Heritage Precinct provisions was received which considered amendments proposed to the draft Plan following a meeting with the Croydon Aviation heritage Trustees. The feedback was generally supportive of providing for activities through a precinct and suggested some amendments to ensure the provisions were appropriate to manage events and activities within the precinct.