

PROPOSED GORE DISTRICT PLAN SECTION 32 REPORT

COMMERCIAL CENTRE ZONES



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List of Abbreviations

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 for Urban Development	NPS-UD
National Environmental Standards	NES
Crime Prevention Through Environmental Design	CPTED
Earthquake Prone Buildings	EQPB
Heritage New Zealand Pouhere Taonga Act 2014	HNZPTA
Heritage New Zealand Pouhere Taonga	Heritage NZPT
Neighbourhood centre zone	NCZ
Local centre zone	LCZ
Town centre zone	TCZ

1. Executive Summary

Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Resource Management Act 1991 ('the Act' or 'the RMA'), and the policies and methods of those proposals to be 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 report relates to the evaluation of options for the Commercial Centre Zones under the Gore District Plan and includes the Town Centre Zone, Local Centre Zone and Neighbourhood Centre Zone. Objectives, policies, rules and standards for each Commercial Centre Zone are located within Part 3 – Area Specific Matters in the Commercial and Mixed Use Zones section as required by the National Planning Standards.

This report evaluates the resource management issues relating to the Commercial Centre 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 which provides greater clarity and direction for plan users and decision makers and will ensure high quality environmental, economic, social and cultural outcomes for people and the community.

The Commercial Zones provides for a broad range of commercial, community and hospitality activities of a scale and nature depending on the centre's location, role and function and the zone purposes are summarised as follows:

Town Centre Zone - The primary commercial and service centre for the community and used predominantly for a range of commercial, community, recreational and residential activities.

Local Centre Zone - A second-tier commercial and service centre for the local community and used predominantly for a range of commercial and community activities that service the needs of the residential catchment.

Neighbourhood Centre Zone - Areas used predominantly for small-scale commercial and community activities that service the needs of the immediate residential neighbourhood.

Two precincts are proposed as follows:

Town Centre Core Precinct - The purpose of this precinct is to manage activities and guide urban design in the commercial core of Gore.

Local Centre Core Precinct - The purpose of this precinct is to manage activities and guide urban design in the commercial core of Mataura.

The Commercial Centre Zones will assist the Council to fulfil its statutory functions and responsibilities as required by the Act through the following proposed objectives, policies and rules:

Town Centre Zone

- Objectives that seek to provide for the Town Centre Zone as the primary commercial centre for Gore District, and enable a range of commercial, community, hospitality and residential activities that service the needs of the town and the surrounding areas. The

objectives also seek to ensure that the town centre is a high quality urban area with a vibrant pedestrian orientated core where the heritage character and amenity values are maintained and enhanced.

- Policies that seek to enable manage or avoid:
 - Small scale commercial, hospitality and community activities that contribute to the fine grain retail experience at the pedestrian focused core are enabled within the precinct while activities that require larger floorplates and/or vehicle access are enabled in the outer areas.
 - Residential and accommodation activities are enabled above ground floor and with acoustic insulation.
 - Activities which are potentially compatible with the centre character and amenity are managed.
 - Industrial activities, storage, manufacturing, trade or yard based retail activities are sought to be avoided as they do not contribute positively to the character and amenity values of the zone.
- Rules that:
 - Permit the following activities, subject to standards and conditions: retailing, commercial services, cafes and restaurants, entertainment and hospitality, offices, healthcare provider, community facilities, educational facilities, residential, visitor accommodation, use of reserve land and building alterations below the veranda.
 - Manages the following activities as discretionary or restricted discretionary: car parking, hospitals, emergency services and service stations, yard based retail, trade suppliers and new buildings
 - All other activities are non-complying
- Standards relate to activities within the core precinct, building frontages, boundary controls that apply to the residential zone, public park or heritage items, height, setbacks to rivers and streams, screening, outdoor storage and outdoor living space for residential activities.

Local Centre Zone

- Objectives that seek to provide for the Local Centre Zone to support the needs of the Mātaura community, and enables range of commercial, community, hospitality and residential activities without undermining the function of the Town Centre. The objectives also seek to ensure that the local centre is a high quality urban area with a vibrant pedestrian orientated core where the heritage character and amenity values are maintained and enhanced and encourages the adaptive re-use of existing buildings.
- Policies that seek to enable manage or avoid:
 - Small scale commercial, hospitality and community activities that contribute to the fine grain retail experience at the pedestrian focused core are enabled within the precinct. Activities that require larger floorplates and/or vehicle access are enabled in the outer areas.
 - Residential and accommodation activities are enabled above ground floor and with acoustic treatment.
 - Activities which are potentially compatible with the centre character and amenity are managed.

- Industrial activities, storage, manufacturing, trade or yard based retail activities are sought to be avoided as they do not contribute positively to the character and amenity values of the zone.
- Rules that:
 - Permit the following activities, subject to standards and conditions: retailing, commercial services, cafes and restaurants, entertainment and hospitality, offices, healthcare provider, community facilities, educational facilities, residential, visitor accommodation, use of reserve land and building alterations below the veranda.
 - Manage the following activities as discretionary or restricted discretionary: car parking, hospitals, emergency services and service stations, yard based retail, trade suppliers, new buildings
 - All other activities are non-complying
- Standards relate to activities within the core precinct, building frontages, boundary controls for sites adjoining the residential zone, public park or heritage items, height, setbacks to rivers and streams, screening, outdoor storage and outdoor living space for residential activities.

Neighbourhood Centre Zone

- Objectives that seek to provide for Neighbourhood Centre Zones to support the needs of the immediately surrounding residential neighbourhood and contributes to its vibrancy and sense of community without undermining the function of the main commercial centres. The objectives also seek to ensure that the neighbourhood centres are pedestrian focused and are of a scale appropriate to the surrounding residential environment.
- Policies that seek to enable, manage or avoid:
 - Small-scale commercial and community activities that are compatible with residential amenity and provide for the day to day needs of the local residential community are enabled and residential activities are provided for above ground floor or to the rear.
 - Activities which are potentially compatible with the centre character and residential amenity are managed.
 - Activities of a nature or scale better suited to other commercial zones and Industrial activities are avoided as they do not contribute positively to the character and amenity values of the zone or residential area.
- Rules that:
 - Permit the following activities, subject to standards and conditions: retailing, commercial services, cafes and restaurants, offices, healthcare provider, community facilities, educational facilities, residential, visitor accommodation, and use of reserve land.
 - Manage the following activities as discretionary or restricted discretionary: licensed premises or a drive through facility, entertainment and hospitality, emergency services, yard based retail and trade suppliers.
 - All other activities are non-complying, including the sale of any age restricted product, substance, or service, and service stations
- Standards relate to building frontages, boundary controls for sites adjoining the residential zone, public park or heritage items, height, setbacks to rivers and streams, screening, outdoor storage and outdoor living space for residential activities.

The Operative District Plan also contains a Commercial Zone on the planning maps, 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:

- Additional commercial centres within the urban environment outside of the Gore Town Centre are identified and provided for, including for Mataura.
- Specific objectives and policies to explain the purpose, role and function of the commercial centres, and more direction through the rule framework to provide greater clarity and certainty to plan users and decision makers.
- The proposed standards are wider reaching than the ODP to ensure development maintains and where possible enhances the urban design qualities and amenity values within the zone, and in relation to neighbouring areas.
- The standards also take account of the range of activities undertaken in the zone, how the adverse effects between activities are managed and the anticipated character of the zone.
- More specific direction for new development and re-development in relation to its contribution to the heritage character of the streetscapes in the core precincts of Gore and Mataura.

The scale and significance of the change is determined as moderate. The level of detail and assessment provided within this evaluation is to that level of change which has been assessed against environmental, economic, social and cultural effects.

2. Overview and Purpose

2.1 Introduction to the resource management issue(s)

The purpose of the Commercial Centre Zones are to provide for a range of different commercial centres that service the needs of the community and complement rather than compete with each other. The provisions seek to address and manage the following issues:

Issue 1 – Providing for commercial centres and the range of activities undertaken within them.

Issue 2 – The hierarchy, role and function of commercial centres needs to be clearly articulated so that they complement each other rather than compete.

Issue 3 – Activities in commercial centres may generate adverse amenity effects and there may be compatibility issues with other activities.

Issue 4 – Urban design and built form can impact the amenity and quality of environment within the commercial centres.

Issue 5 – The heritage character of the main-street streetscape contributes to the amenity and identity of the Gore and Mataura commercial centres.

The resource management issues and the background to them are discussed in more detail in Section 4.1 of this report.

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 Proposed District Plan (PDP) includes Commercial Centre Zones which are consistent with the requirements of the National Planning Standards and which contains objectives, policies, rules and standards to enable compatible activities and manage any associated adverse effects.

This report assesses the appropriateness of the proposed objectives to achieve the purpose of the Act and the effectiveness and efficiency of the policies, rules and standards which give effect to the objectives. This report also provides information on the issues the provisions seek to address, research undertaken and an evaluation of the provisions relating to the Commercial Centre Zone within the Operative District Plan (ODP).

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.

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*
- (d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers*
- (f) the protection of historic heritage from inappropriate subdivision, use, and development*
- (h) the management of significant risks from natural hazards.*

The Commercial centre provisions are not specific to a matter of national importance, these have their own separate chapters. However, the above matters have relevance to the topic because the Mataura River runs through both the Gore and Mataura centres, and there are

a number of identified historic heritage items in both Gora and Mataura, and both towns have a historic character in particular along the Main Street, Gore and Bridge Street, Mataura. There are also several commercial buildings that are earthquake prone or potentially earthquake prone, and both the Gore and Matura centres are located on the Mataura River floodplain.

The section 7 matters that are relevant to this topic are:

- (a) the efficient use and development of natural and physical resources:*
- (ba) the efficiency of the end use of energy:*
- (c) the maintenance and enhancement of amenity values:*
- (f) maintenance and enhancement of the quality of the environment:*
- (g) any finite characteristics of natural and physical resources:*
- (i) the effects of climate change:*

The commercial centres provide services, business, and employment opportunities to the people within the district. In addition to economic value, the centres also provide amenities and a sense of place and identity for the district. Ensuring a compact urban form and that the centres encourages walking and cycling contributes to the efficient use and development of natural and physical resources, the quality of the environment and commercial development patterns and built form influence the efficiency of the end use of energy. Activities within the zone and near zone boundaries require careful management, to ensure these are compatible and amenity values are protected.

Section 8 of the RMA requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Tangata whenua, through the Hokonui Runanga, have partnered with the Council in the preparation of the proposed District Plan.

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 proposed District Plan (PDP) to achieve the purpose of the Act. The review of the Operative District Plan 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 and Urban Form and Development Report includes details and a brief assessment of all National Policy Statements (NPS). If relevant the PDP must give effect to an NPS.

The following NPS are relevant to Commercial Centre Zones:

National Policy Statement on Urban Development 2020 (NPS-UD)

The National Policy Statement on Urban Development aims to support well-functioning urban environments to provide for current and future community well-being. It requires RMA plans to provide opportunities for land development to meet housing and business needs, supported by adequate development capacity. The NPS-UD seeks to enable more living, business and community services within or near centre zones and enable an urban form with greater heights and densities near public transport hubs and areas of high demand.

Gore and Mataura are deemed to be a tier 3 urban environment. Tier 3 local authorities are required to:

- Provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.
- Monitor and report on the demand, supply, price of and rents for dwellings, housing affordability, development capacity realised through infill and greenfield areas, and data on business land.
- Ensure the objectives for every zone in an urban environment describe the development outcomes intended for the zone over the life of the plan and beyond and that the policies and rules in its district plan are consistent with the outcomes.
- Not set minimum car parking rate requirements in district plans, other than for accessible car parks, but can include parking dimensions or manoeuvring standards. This requirement has been implemented in accordance with the stipulated timeframes and the ODP has been amended to no longer have on-site car parking requirements within the urban environment.

Tier 3 local authorities are however also strongly encouraged to implement the tier 1 or 2 local authority requirements, adopting whatever modifications to the NPS-UD are necessary or helpful to enable them to do so. These requirements broadly involve development strategies and planning for growth and providing for intensification of housing.

Additional relevant policies providing direction (summarised below) include:

- Policy 1** Planning decisions contribute to well-functioning urban environments which provide for:
- housing choice,
 - enable a range of business sectors,
 - have good community accessibility between housing, jobs, community services and natural and open spaces including by way of public or active transport,
 - support competitive operation of land development markets,
 - support reductions in greenhouse gas emissions,
 - are resilient to the likely current and future effects of climate change.
- Policy 5** Enable heights and density of urban form commensurate with:
- the accessibility by existing or planned active or public transport to a range of commercial activities and community services, or
 - relative demand for housing and business use in that location.
- Policy 6** Within urban environments have regard to:
- the planned urban form anticipated by the NPS-UD may involve significant change including to amenity values, which is not in itself considered an adverse effect,
 - the benefits of urban development consistent with well-functioning urban environments,
 - the contribution to providing for development capacity requirements,
 - the likely current and future effects of climate change

Policy 9 Involve hapū and iwi in the preparation of RMA planning documents and take into account the values and aspirations of hapū and iwi for urban development.

Policy 10 Engage with providers of development infrastructure to achieve integrated land use and infrastructure planning and the development sector to identify significant opportunities for urban development.

Policy 11 Local authorities are strongly encouraged to develop parking management plans.

The PDP provision will assist in giving effect to the NPS-UD by providing additional zoned land for business and employment growth, as well as creating centres that are liveable and walkable and providing for housing choice by allowing for higher residential densities and apartment style living above ground floor.

3.3 National Environmental Standards

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

There are no NES which have particular relevance to the Commercial Centre Zones.

3.4 National Planning Standards

The National Planning Standards (PS) 2019 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 following aspects of the National Planning Standards are relevant to Commercial Centre Zones:

The National Planning Standards require that the Commercial Centre Zones be included in the Part 3 Area Specific Matters under Commercial and mixed use zones.

If used, precincts that apply to only one zone must be located within the relevant zone chapter or section.

The centre zones are a subset of the Commercial and mixed use zones, they are described as:

Neighbourhood centre zone	Areas used predominantly for small-scale commercial and community activities that service the needs of the immediate residential neighbourhood.
Local centre zone	Areas used predominantly for a range of commercial and community activities that service the needs of the residential catchment
Town centre zone	Areas used predominantly for a range of commercial, community, recreational and residential activities that service the needs of the immediate and neighbouring suburbs.

The unique identifiers for the above commercial centre zones are:

NCZ – Neighbourhood centre zone

LCZ – Local centre zone

TCZ – Town centre zone

Relevant definitions include:

commercial activity - means any activity trading in goods, equipment or services. It includes any ancillary activity to the commercial activity (for example administrative or head offices).

community corrections activity - means the use of *land* and *buildings* for non-custodial services for safety, welfare and community purposes, including probation, rehabilitation and reintegration services, assessments, reporting, workshops and programmes, administration, and a meeting point for community works groups.

community facility - means land and buildings used by members of the community for recreational, sporting, cultural, safety, health, welfare, or worship purposes. It includes provision for any ancillary activity that assists with the operation of the community facility.

educational facility means *land* or *buildings* used for teaching or training by child care services, schools, or tertiary education services, including any ancillary activities.

outdoor living space means an area of open space for the use of the occupants of the residential unit or units to which the space is allocated.

residential activity means the use of land and building(s) for people's living accommodation.

visitor accommodation means land and/or buildings used for accommodating visitors, subject to a tariff being paid, and includes any ancillary activities.

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.

Chapter 17 of the RPS addresses issues related to urban development and includes the following objectives and policies:

Objective	
URB.1 – Urban development	Urban (including industrial) development occurs in an integrated, sustainable and well-planned manner which provides for positive environmental, social, economic and cultural outcomes.
Policies	
URB.1 – Adverse environmental effects	The adverse effects of urban development on the environment should be avoided, remedied or mitigated.

URB.2 – Urban development	Manage urban growth and development in ways that: (a) support existing urban areas; (b) promote development and/or redevelopment of existing urban areas ahead of greenfield development; (c) promote urban growth and development within areas that have existing infrastructure capacity; (d) promote the progressive upgrading of infrastructure and improvement of the quality of sewage and stormwater discharges; (e) provide potable water supply; (f) plan ahead for the expansion of urban areas; (g) promote compact urban form; and (h) promote appropriate site and building orientation that supports the principles of optimum energy efficiency and solar energy gain.
URB.3 – Urban intensification	Encourage opportunities for urban intensification and redevelopment within Southland’s existing urban areas.
URB.4 – High quality urban design	Encourage high quality urban design.
URB.5 – Land use activities	Make provision for a range of land use activities within urban areas
URB.6 – Provide for housing choice	Provide for housing choice, both in terms of type and lot sizes, within urban areas

The RPS requirements the PDP must give effect to directs the provisions to:

- encourage intensification and infill development to regenerate and support the vibrancy and vitality of existing urban centres,
- ensuring urban centres are well planned and designed,
- provide for a range of activities to support residential, employment and recreational opportunities,
- provide for active and public modes of transport,
- be supportive of housing choice whilst managing the potential for reverse sensitivity effects from existing development, and
- manage urban growth in relation to significant infrastructure, historic heritage, and natural hazards.

The non-mandatory directions of the RPS encourage local authorities to use spatial management tools to identify areas for potential rezoning, to work collaboratively with Southland regional Council, tangata whenua and key stakeholders and promote CPTED principles in urban development.

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 are currently in the process of combining provisions from the Transitional Regional Plan, Regional Effluent Land Application Plan and Regional Water plan

into one document, the proposed Southland Water and Land Plan. This Plan became operative (in part) on 1 March 2021, however, there are some remaining objectives, policies, rules and appendices which are currently in being considered before the Environment Court. The proposed Southland Water and Land Plan contains objectives, policies and rules to address issues around water quality and quantity, soil resources, river and lake beds and indigenous biodiversity. The Commercial Centre Zones are urban zones which are typically fully reticulated and the above regional plans have limited relevance to the topic.

3.7 Iwi Environmental Management Plan(s)

‘Te Tangi a Tauira – 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.

3.8 Other Legislation and Policy Documents

The following national guidance documents are considered relevant to this topic:

New Zealand Urban Design Protocol 2005

The Urban Design Protocol is a voluntary commitment by central and local Government, as well as property developers, investors, design professionals, educators, institutes and other groups, to undertake specific urban design initiatives in order to make New Zealand towns and cities more successful through quality urban design. It identifies seven essential design qualities that together create quality urban design:

- Context: seeing buildings, places and spaces as part of whole towns and cities.
- Character: reflecting and enhancing the distinctive character, heritage and identity of our urban environment.
- Choice: ensuring diversity and choice for people.
- Connections: enhancing how different networks link together for people.
- Creativity: encouraging innovative and imaginative solutions.
- Custodianship: ensuring design is environmentally sustainable, safe and healthy.
- Collaboration: communicating and sharing knowledge across sectors, professions and with communities.

National Guidelines for Crime Prevention through Environmental Design in New Zealand

The Ministry of Justice has published the guidelines for Crime Prevention through Environmental Design (CPTED), which is a crime prevention philosophy based on proper design and effective use of the built environment leading to a reduction in the incidence and fear of crime, as well as an improvement in quality of life. There are four key overlapping CPTED principles:

- Surveillance: people are present and can see what is going on.
- Access management: methods are used to attract people and vehicles to some places and restrict them from others.
- Territorial reinforcement: clear boundaries encourage community 'ownership' of the space.
- Quality environments: good quality, well maintained places attract people and support surveillance.

The following Acts also have relevance to the topic:

Building Act 2004

The Building Act requires local authorities to ensure that buildings are safe, promote physical independence and wellbeing, have adequate fire escape and seismic provisions, and are designed, constructed and able to be used in ways that promote sustainable development. Local authorities are also required to take into account Section 4(2) which includes the need to facilitate the preservation of buildings of significant cultural, historical or heritage value. Changes to this Act relating to the management of earthquake prone buildings (EQPB) came into effect 2017 and directs Council to use identification and remediation methodology and processes, and specifies timeframes for strengthening to occur.

Given the historic streetscape in the Gore and Maitua commercial centres, it is likely that many of the buildings could potentially need upgrading and strengthening works to protect people and property, and the PDP provisions should allow for this.

Heritage New Zealand Pouhere Taonga Act 2014

The Heritage New Zealand Pouhere Taonga Act (HNZPTA) has the purpose of promoting the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. This Act establishes Heritage New Zealand Pouhere Taonga (Heritage NZPT) which has a range of functions in providing for the purpose of the Act.

The key difference between the RMA and the HNZPTA and the bodies operating under them, is that the RMA places a requirement on the Council to recognise and provide for the protection of historic heritage from inappropriate subdivision, use and development and that the Council's role in the management of natural and physical resources of the district achieves that protection. Heritage NZPT has primarily an advocacy role in relation to the protection of heritage items. The only potential area of overlap between the Council and Heritage NZPT is in terms of Heritage NZPT's regulatory role as a heritage protection agency and in issuing archaeological authorities for pre-1900 sites. Both Maitua and Gore are

historic settlements predating the 1900s and there are a number of identified archaeological sites and heritage buildings within them.

3.9 Other Local Policies, Strategies, Guidelines 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, possible future outcomes and opportunities and was the culmination of various Council initiatives in recent years, in particular the 2018 program Ready for Growth which 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's population by 1,500 people by 2030. Through extensive community consultation, Ready for Growth has identified a comprehensive overview of the social and economic conditions required to generate sustainable growth and opportunity across the district and provides an important strategic framework for the future.

The Spatial Plan identifies local suburban centres as a subset of commercial activities with the Gore District. The Spatial Plan identifies that there is a very small amount of vacant land zoned commercial and there is a risk of future growth having adverse effects, if not appropriately managed. These risks include:

- Impacts on amenity of commercial activity in residential areas.
- Traffic effects associated with retail and other commercial activities in inappropriate locations.
- Urban form effects with commercial development occurring in areas that are not anticipated for such activity and creating uncertainty around where commercial activity is anticipated.
- Effects on the function, vitality and viability of the town centre and commercial zone associated with development in other locations.

The Spatial Plan seeks an outcome which delivers healthy communities. A key driver of this is outcome is good urban design, where neighbourhoods and their centres have spaces that are liveable, walkable, safe and attractive for the community to enjoy, and with good connectivity and accessibility.

Gore District Streetscape Strategy

The purpose of the Gore District Streetscape Strategy is to identify, assess and provide for the needs of all users within Gore and Mataura, acknowledging the differences between residential, commercial and industrial areas and the different functions of streets in these areas. Although streets provide a route along which to travel by foot, cycle or vehicle the appearance of streets also contributes to the character of the town.

The Streetscape Strategy identifies issues and needs for the Gore and Mataura commercial areas. Policies are identified for each town in order to provide a framework for managing activities within the legal streets and on adjoining land.

Gore commercial area

The strategy highlights that as a result of tightly constrained commercial and industrial areas a mix of activities has established on the periphery of the central business areas which is an issue that the Council will need to deal with under some urgency.

Policies relating to the commercial centre require that Council will:

- retain the heavy vehicle bypass route
- provide public parking
- assess the extent of the commercial zone to provide sufficient development capacity
- within the central commercial area:
 - enable: outdoor dining areas, street entertainment, signage boards, use of mobility scooters
 - require: continuous building frontage and avoid blank walls, verandas, two storey heights, screening of outdoor storage and service areas, out of business hours goods deliveries, shared rear service lanes, undergrounding of utility services
 - prohibit: vehicle access from Main Street, skateboards and scooters
 - facilitate: a high amenity, attractive and pedestrian orientated streetscape, cycle parking, safe accessible pedestrian crossings, lighting, and public amenities
- within the secondary commercial area:
 - encourage: buildings located to the front boundary and avoid blank walls, verandas, shared service lanes, cycle parking
 - require: minimising the number and widths of vehicle accesses, landscaping for parking areas, screening of outdoor storage and service areas, on-site manoeuvring
 - prohibit skateboards, scooters and similar
 - Consider managing the timing of deliveries
 - Provide: moderate amenity for pedestrians, on-street parking, lighting, public rubbish bins

Mataura Commercial Area

The strategy notes that the commercial area of Mataura is centred on Bridge Street, running from the Mataura River bridge to the railway line. This area is characterised by a number of generally small shops serving the needs of local residents and through traffic. However, many of the shops are currently vacant and the area is in need of revitalisation.

Policies relating to the commercial centre require that Council will:

- encourage: buildings located to the front boundary and avoid blank walls, verandahs, shared service lanes, cycle parking
- require: minimising the number and widths of vehicle accesses, and screening of outdoor storage and service areas
- prohibit skateboards, scooters and similar
- Provide: moderate amenity for pedestrians, on-street parking, lighting, and public amenities
- investigate: options for improvements to the amenity of the area, additional commercial areas to be upzoned, new public amenities, heavy vehicle parking facilities

The PDP provisions seek to align with the Streetscape Strategy by zoning additional land for commercial use and including bulk and location standards to maintain and enhance streetscape amenity values.

Gore District 10 Year Plan 2018-2028

The vision statement of the 10-year plan seeks to provide an environment that allows people to enjoy the lifestyle and culture of their choice.

Key Priorities for 2018-2028 for Gore District are:

- Grow its population,
- Provide enhanced opportunities for work and lifestyle,
- Create an environment attractive to business investment, and
- Encourage community resilience and prosperity.

The PDP provisions for Commercial Centre Zones will assist with the implementation of the key priorities by maintaining and enhancing vibrant, well designed and high amenity commercial areas.

Gore Subdivision and Land Development Bylaw 2019

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 as appropriate to meet local conditions. The guide 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.

Southland Energy Strategy

The Southland Energy Strategy promotes that urban development should occur in a coordinated and efficient manner that results in more efficient use of infrastructure services. The strategy also recommends that urban infrastructure and spend is reviewed to enable and encourage transport alternatives such as walking and cycling, and ride sharing.

3.10 Climate Change

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

Both the Gore and Mataura commercial areas are potentially flood prone, subject to a stopbank breach or stopbank overtopping and flooding events are predicted to increase in severity and frequency in future, however this also applies to almost the entire extent of the urban environment and major transport routes in the district.

In accordance with 2020 RMA amendments, by 2022 District Plans will not only need to have regard to the effects of climate change (adaptation) but also climate change mitigation and national adaptation and emission reduction plans prepared under the Climate Change Response act 2002. A compact urban form with most activities located around good transport connections and that takes account of the changing nature of natural hazards will help achieve these requirements.

The National Adaption Plan released in 2022 contains strategies, policies and actions to assist with adapting to the changing climate and its effects to ensure that the potential harm from climate change is reduced. Further guidance will be provided in relation to Climate change as emission targets and RMA reform progresses.

4. Resource Management Issue Analysis

4.1 Background

Section 2.1 of this report identifies 5 resource management issues which the PDP Commercial Centre Zones Chapters provisions address:

Issue 1 – Providing for commercial centres and the range of activities undertaken within them.

Commercial activities are currently not provided for outside the Gore town centre in the operative plan which has led to ill-defined commercial centres and ad-hoc commercial development in other areas where there is an unmet need. Mataura is an established service centre for the local community, however it is not provided for under the Operative Plan. There are also a number of established small commercial clusters around Gore and Mataura in residential areas, but these are also not zoned for the use. This development pattern is contrary to the RPS that specifically directs development to occur in an integrated, sustainable and well-planned manner, and is inefficient as each activity would require an individual resource consent. A compact urban form is encouraged and consistent with regional and national direction, with intensification and infill development to regenerate and support the vibrancy and vitality of existing urban centres.

A mix of activities needs to be encouraged in the centres so that the community can experience a wide range of social, cultural and recreational experiences in addition to traditional retail experiences, and includes residential living opportunities to cater for a projected increase in population and to provide people with housing choice. Part of a well-functioning urban environment as specified by the NPS-UD is accessibility to jobs, services recreational opportunities and natural open space by active and public transport options, which is also part of necessary climate adaptation to reduce greenhouse gas emissions.

The PDP provides for commercial centres around established commercial activities to provide for integrated and well-planned urban form. The centres provide for a range of activities to support the vibrancy and vitality of the centres, including retail, hospitality, community services, and accommodation activities.

Issue 2 – The hierarchy, role and function of commercial centres needs to be clearly articulated so that they complement each other rather than compete.

Commercial activities that are located outside commercial areas, or are of a scale or type that is not suitable for the specific commercial area, have the potential to undermine the economic efficiency of the commercial network within the district and the viability and vibrancy of the Gore town centre. The PS provide the hierarchy of the commercial centre and sets out their different roles and functions, which are used in the PDP, including the Town Centre Zone, Local Centre Zone and Neighbourhood Centre Zone. The extent, scale and type of activities of the lower hierarchy centres are managed so that they service only the local community or the residential neighbourhood and do not detract from the Town Centre.

Within the Town Centre Zone and Local Centre Zone there are also distinct areas that provide for different types and scale of commercial activities and services and these are recognised and provided for in the PDP. These areas include the pedestrian orientated shopping frontages with fine grain retail in the identified within the Core Precinct, through to larger format retail outlets or community facilities with vehicle access in the outer areas. Provision of on-site car parking can no longer be required in the urban environment consistent with national direction. Car-parking areas and vehicle-oriented activities can also detract from the character and amenity of the centre where active modes of transport are encouraged and therefore require management in the PDP.

Issue 3 – Activities in commercial centres may generate adverse amenity effects and there may be compatibility issues with other activities.

Commercial activities may detract from the character and amenity anticipated within surrounding areas, in particular in relation to the Residential Zone. The operative plan does not manage these cross boundary effects, however the existing commercial area also has physical separation from most residential areas. With the formal introduction of other commercial centres closer to or within residential areas these zone boundary effects need to be managed in the PDP. Activities permitted in these areas will need to be of an appropriate scale and nature to ensure that they are compatible with the surrounding residential environment and do not inadvertently result in adverse health and wellbeing impacts.

Consistent with national and regional direction to provide for intensification and housing choice, and to support the vibrancy and viability of the centres, commercial centres also provide for living opportunities. Residential and accommodation activities within the commercial centres may not be compatible with all commercial activities, for example those that generate noise, light, or traffic. The potential for reverse sensitivity effects to arise from existing development or amenity effects from new development are also managed in the PDP.

Issue 4 – The urban design and built form can impact the amenity and quality of environment within the commercial centres.

Commercial centres are the hub of their community, and provide a place where people come together to work, live and play. How the streetscape is designed, and the built form interacts with public places within the commercial centres, can positively or negatively impact on their attractiveness, function and safety. To require design controls to ensure that the centres are well-designed is consistent with national design guidance, strategic and regional direction to encourage high quality urban design. The operative plan already has some urban design controls relating to the Gore townscape area to manage development. These design standards have been reviewed and it is proposed to retain many of them in the PDP with some improvements consistent with urban design advice. Urban design standards will also apply to the Local Centre and Neighbourhood Centres as appropriate to the role and character of the centre.

Issue 5 – The heritage character of the streetscape contributes to the amenity and identity of the commercial centres.

The character of the commercial streetscape contributes to the amenity, identity and sense of place. Within the Gore Town Centre and Mataura Local Centre there are a high number of scheduled historic heritage buildings and structures, in particular along the Main Street in Gore and Bridge Street in Mataura. To recognise the local context, heritage values and character of an area, including cultural histories, is one of the strategic objectives for the

urban environment, and recognising the heritage character of these streetscapes contributes to the protection of historic heritage values. The heritage buildings give the Gore and Maitaia streetscapes a heritage character that is desirable to retain. Some non-scheduled buildings also have features that contribute to the heritage look and feel of the streetscape, however this primarily relates to the building façade above veranda. The PDP provisions therefore manages building alterations and additions in the Core Precinct, where new buildings are constructed, their design is required to be sympathetic to the heritage character of the streetscape.

4.2 Operative Plan Approach

The Operative Plan has one Commercial Zone which applies to the central commercial area in the Gore township, and within that zone there is a Townscape Precinct consisting of a Central Area and a Secondary Area, as shown below.

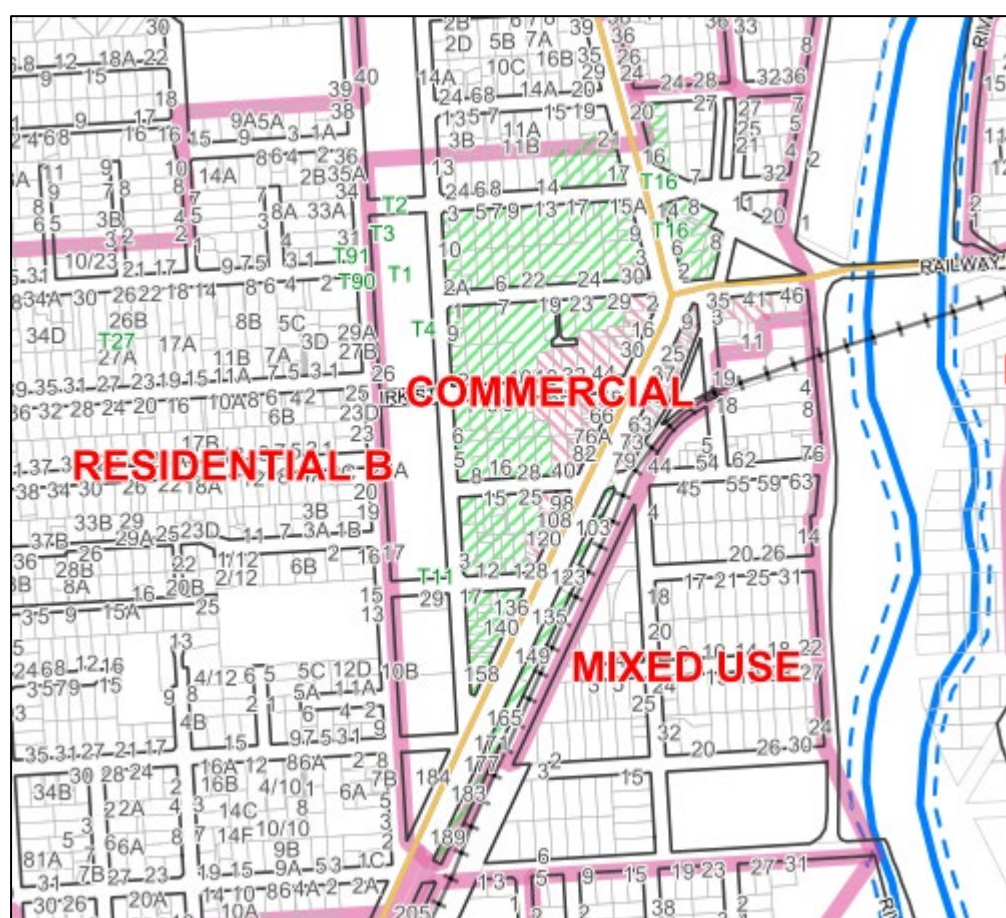


Figure 1: Operative Plan Zoning in Gore, Townscape area shown as pink hatch and outer area as green hatch.

The Operative Plan is structured so that all land use provisions are contained within the same chapter, however the relevant provisions to the topic include:

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 (9) Maintain and enhance the built character and other characteristics of the Gore commercial area.

Policies

- 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 (13) Within the Gore commercial area protect:
- (a) the character of the existing buildings in the Central Commercial Area
 - (b) the streetscape of the Central Commercial Area
 - (c) the form and function of the locality
 - (d) the safety and amenity of pedestrians.
 - (e) the character and streetscape of the Secondary Commercial Area.

Rules

The following land use activities are permitted in the Commercial Zone:

- (a) Car parking;
- (b) Commercial Activity;
- (c) Commercial Recreation Activity;
- (d) Communal Activity;
- (e) Day Care Activity;
- (f) Education Activity;
- (g) Essential Services;
- (h) Health Care Activity;
- (i) Home Occupation;
- (j) Home Stay;
- (k) Hospital Activity;
- (l) Land Development;
- (m) Marae Activity;
- (n) Residential Activity;
- (o) Residential Care Activity;
- (p) Service Station;
- (q) Visitor Accommodation.

Any land use activity not listed is a Discretionary Activity

Other land use rules applicable to the Commercial zone relate to:

- Noise
- Light spill
- Signs
- Daylight admission – on Residential and Rural Zone boundaries, recession plane angle starting at 3m
- Height – 12m max

4.15 Gore Townscape Precinct Rules

4.15.1 Within that part of the commercial zone at Gore shown on the District Plan Maps as “Central Area”:

- (a) Other than to provide recesses associated with the entrance of persons, buildings shall provide continuous frontage to the street.
- (b) Buildings shall provide a veranda to the edge of the footpath, together with under veranda lighting.
- (c) Buildings shall be constructed to the front boundary of the site.
- (d) The facade of the building shall have a minimum height of 8 metres along the street frontage.
- (e) Areas utilised for the outdoor storage or placing of goods or waste shall be screened from public view.

A development that does not comply with the above is a restricted discretionary activity. The matters over which Council shall exercise its discretion are the adverse environmental effects of the matters with which there is non-compliance.

4.15.5 Subject to Rule 2.5.9 Heritage Structures, within that part of the commercial zone at Gore shown on the District Plan Maps as “Central Area” it is a controlled activity to demolish or remove any building adjacent to the road frontage (excluding Brennan Lane and Mersey Lane).

Council shall exercise control over the following matters:

- (a) The timing of works on the site, including the construction of a replacement building.
- (b) The need for, and quantum of any bond that should apply, in the event that work is delayed at any stage and the site left in an untidy condition open to public view. In determining the value of the bond the Council shall have regard to the cost of tidying the site following demolition of the building and screening the site from public view.

In considering any application required by the above the Council, in addition to matters specified in the 4th Schedule of the RMA and any other statutory considerations, shall have particular regard to:

- (i) Any values of the building on the site which are being recognised or provided for in the design of the new building; and
- (ii) The provisions of the “Gore District Streetscape Strategy 2011”.

4.15.3 Within that part of the commercial zone at Gore shown on the District Plan Maps as “Secondary Area”:

(a) General

- (i) Any vehicle movements shall be in a forward direction onto and off the site.

(b) Drive-Through Facilities

(i) Where customers pass through the site without leaving their vehicle, dedicated provision may be made for the movement of such vehicles onto and off the site.

(ii) Drive-through facilities are limited to one entry and exit, which may be a joint entry/exit or separated.

(c) Customer Parking

(i) Except where provided for in (ii) - (iii) below, one joint entry/ exit point per street frontage may be provided for customers who seek to park their vehicle on the site.

(ii) Where customer vehicles enter and drive through a building, entry and exit points may be separated.

(iii) The entry and/or exit used by customers parking on the site may be shared with or be separate to that of drive-through facilities.

(d) Goods Vehicles

(i) Goods vehicles may utilise the entries and exits of drive-through facilities and customer parking.

(ii) Dedicated provision may also be made for the movement of goods delivery vehicles onto and off the site, in which case:

(a) Only one entry and exit may be provided. The entry and exit may be joint or separated.

(b) The entry and exit may only be utilised by customers collecting individual purchases that are of a size that they cannot be carried by hand to a vehicle parked in the customer car park.

A development that does not comply with the above is assessed as a restricted discretionary activity. The matters over which Council shall exercise its discretion are the adverse environmental effects of the matters with which there is non-compliance.

4.3 Effectiveness of Operative Plan

Issue	Comment	Response
Limited bulk and location standards, including in outer areas	High quality urban design outcomes are not encouraged, effects such as reverse sensitivity, solar alignment are not managed and can affect the quality of the environment and amenity values	Include bulk and location standards in the PDP to encourage good urban design outcomes and ensure that amenity values are appropriately maintained and enhanced and adverse effects between activities are managed.
The only commercial zone is in central Gore despite there being other	Commercial activities seeking to establish in commercial areas require	Identify commercial centres in the PDP and provide for

established commercial areas in Gore and Matura	resource contents. Inefficient planning outcomes and is not consistent with SRPS requirements	activities based on their purpose and function.
The plan does not follow the NPS standards	Inconsistent with National Planning Standard	Update PDP in accordance with NPS.
There is a lack of relevant objectives and policies to the Commercial Zone	Results in a lack of clarity and direction	Provide specific objectives and policies in the PDP to direct land use activities and development for each commercial centre zone which are integrated with the rule framework.
Any activity which is not permitted requires a discretionary resource consent.	The plan does not provide guidance on which activities may be appropriate where managed, whereas others may be incompatible	Provide better direction through utilising bespoke activity statuses in the PDP
Matters of discretion are not directive	The broadness and lack of direction within the matters makes the activity status de facto Discretionary	Include specific matters of discretion in the PDP

The Operative Plan land use provisions are not particularly directive, lack a clear hierarchy of zoning and an inadequate provision of rules and standards for appropriate activities. The current zoning and planning provisions are very high level, not up to date with current land use patterns, and do not provide sufficient direction or certainty to the plan users. There is a lack of specific objectives and policies tailored for the purpose of each zone leading to subjective decision making. In summary there is not a clear connection between desired outcomes, development and the planning provisions.

The lack of commercially zoned land has led to ad-hoc development and inefficient planning outcomes. For example, around Matura and within the Residential areas where there are established commercial centres these have not been recognised through appropriate zoning and development standards. Appropriate commercial land use and development formats in these locations have not been encouraged, and the lack of direction has also led to commercial activities that have been dispersed around these locations without a defined centre.

The current land use provisions are out of step with the changing requirements of the district's population. Sufficient zoned land for the district's growth and development needs is required to be provided to meet Council's obligations under the NPS-UD as a Tier 3 Council while giving effect to, and avoiding conflict with, any other National Policy Statements and National Environmental Standards.

4.4 Technical Reports and Research

Neighbourhood centre spatial extent and locations review

The ODP does not include a Neighbourhood Centres Zone. This means that activities that support the day-to-day needs of the immediate residential community, are not catered for in the District Plan and require resource consents (as a Discretionary Activity) to establish. These activities and development are currently not provided in specific locations and formats. The current approach does not encourage good urban design outcomes or avoid unplanned and unmanaged development and is therefore not consistent with national and regional direction.

Neighbourhood centres in the PDP are generally located around established commercial activities within residential areas. A desktop analysis highlighted five possible locations:

- Talbot/Wentworth Street, East Gore
- Broughton Street between Cubbin Street and Pomona Street, Gore West
- Anzac/Robertson Streets, Gore West
- Hokonui Drive/ Norton Street, Gore North
- Albion/Main Street, Maitāwhiri

After consideration of their suitability as a neighbourhood centre, based on their location in relation to other commercial development and the type of established commercial activities, the proposed locations were reduced to:

- Corner of Talbot Street and Wentworth Street, East Gore
- One centre in Gore West, being Broughton Street between Cubbin Street and Pomona Street
- Corner of Albion Street and Main Street in Maitāwhiri, which is located within the southern extent of the currently proposed Local Centre Zone

It is considered that the activities in other potential neighbourhood centres can be provided for via existing use rights and are not as favourably located as the proposed centres.

To ensure the neighbourhood centres do not affect the vibrancy of the larger commercial centres it is proposed that a range of commercial and community activities are enabled in the PDP but that the extent of the zoned area is limited, rather than limiting floor plates¹. However, it is noted that within the proposed centres the Ground Floor Areas of existing commercial buildings range from around 100 square metres up to 330 square metres, with an average of 200 square metres per shop.

To ensure that the amenity and residential character of the surrounding area is maintained the PDP provisions seek to avoid non-compatible activities, such as industrial activities or other emitting activities. Development standards restrict hours of operation and that the bulk and scale of buildings are limited on external boundaries to a similar built form of adjacent residential buildings. Landscaping and screening of outdoor storage and service

¹ Based on advice from Ruth Allen, Lead Advisor Urban Regeneration for The Property Group

areas and on external boundaries is also required. Amenity effects related to light, noise and signage are controlled in respective district wide chapters.

Gore District Plan Review - Planning for Growth, June 2022

The Planning for Growth report provides an analysis of specific issues with the ODP and how these issues may be resolved. Urban design analysis and market assessments were used to inform the PDP to meet industry and community needs and provide feasible outcomes.

In relation to commercial centres the report highlights (page 18) that whilst the commercial sector in Gore, including retail and commercial office space, is not a huge contributor to the district's GDP, it is an area which employs a number of residents. Local and Neighbourhood centres also play an important role in providing a central focal point for the community. Although the district's economic growth projections do not suggest there will be significant growth in Gore's retail sector, the research shows that there is a latent demand for convenience retail, large format retail and those commercial activities that have a yard or showroom requirement. However, these activities need to be provided for without detracting from the use of the Gore Town Centre as the districts service centre and core retail hub, and the report recommends a need for a Mixed Use Zone. The recommendations for the Town Centre Zone and Local Centre Zone are summarised below and have formed the basis for the development standards in the PDP and the spatial extent of the zones, the core precincts and pedestrian frontages.

Gore Town Centre Zone

The report (Section 3.2) suggests that the current provisions have supported the development of a vibrant Town Centre where the focus of retail and pedestrian activity is within the core and larger scale retail in the surrounding outer area. To maintain the vibrancy and character of the Town Centre it is recommended that the controls within the District Plan (permitted uses and design requirements) retain the focus of the retail and commercial activities in the core whilst allowing for commercial development in the surrounding area in a way that supports local, and industry needs without competing with the Town Centre core.

Recommendations include:

That the extent of the Town Centre Zone and the frontages that make up the commercial core, as shown below, are broadly consistent with the Central Area identified in the ODP.



FIGURE 14 – EXTENT OF THE PEDESTRIAN FRONTS RECOMMENDED TO FORM PART OF THE COMMERCIAL CORE

Design considerations (with allowance for heritage buildings) for the core commercial area include:

- Verandas should be provided for pedestrian amenity.
- The ground floor of all buildings should provide an open façade for at least 75% of the ground floor building frontage.
- All buildings should be built to the front boundary at ground floor level and provide at least one pedestrian entry at the street.
- Buildings should be designed so that the maximum retail area/tenancy on the ground floor is 100 sqm, and maximum permitted width of ground floor tenancies should be 10m. Larger areas and dimensions could be considered on corner sites or where building modulation or design can retain the integrity of the character of the town centre.
- Allowance for residential land uses within the central commercial area should be encouraged but not on the ground floor. Any residential development should include adequate noise insulation requirements to manage reverse sensitivity impacts. Pedestrian access to residential apartments should, where possible, be from the rear or have a minimum lobby width of 4m.
- No vehicle access provided at the street frontage with loading and service access at the rear.

Key issues to be addressed to ensure the retention of heritage values in the core commercial area include:

- Where possible, proposals within central area should include strategies to retain or enhance the heritage and character values associated within inner commercial town centre.
- Improvements are to be achieved in building quality and sympathetic design with the character of the central area-built form through renovation or new builds.
- Strengthening of earthquake prone buildings should be allowed for and enabled with retention of heritage features where possible.
- Verandas should be allowed for to retain pedestrian amenity along the main street and could be considered on heritage buildings where appropriately designed.
- Demolition of buildings should be allowed for provided that this does not include a heritage listed building and that the proposal for replacement is in keeping with or adds to the heritage and amenity values of the town centre.

To support the retention of fine grain retail in the town centre it is recommended that the outer commercial area accommodate those retail outlets, commercial operations or community uses that require larger floorplates and/or vehicle access but do not have a yard requirement or manufacturing component.

Design considerations for sites in the outer commercial area include:

- Where possible buildings should still be built to the front boundary at ground floor level and pedestrian entry provided at the street frontage.
- Where a carpark or vehicle turn in area is required this should be appropriately landscaped and screened to ensure a high degree of pedestrian amenity and the buildings frontage should still face the street.
- Maximum width or floorplate requirements should not apply in the outer commercial area.

Mataura Local Centre Zone

Mataura's commercial areas along Bridge Street and the State Highway are currently zoned industrial, surrounded by areas zoned residential. The report recommends (Section 3.4) that to support the revitalisation of a local centre at Mataura and to reflect the land use pattern that has emerged it is recommended that the commercial areas of Mataura are rezoned to include a 'small' local centre zone, as shown below (Figure 18 from the report). The local centre zoning will encourage fine grain retail to locate on Bridge Street surrounded by a mixed-use zone that provides for broader range of uses to that support the surrounding residential areas and leverage off access to the State Highway network.

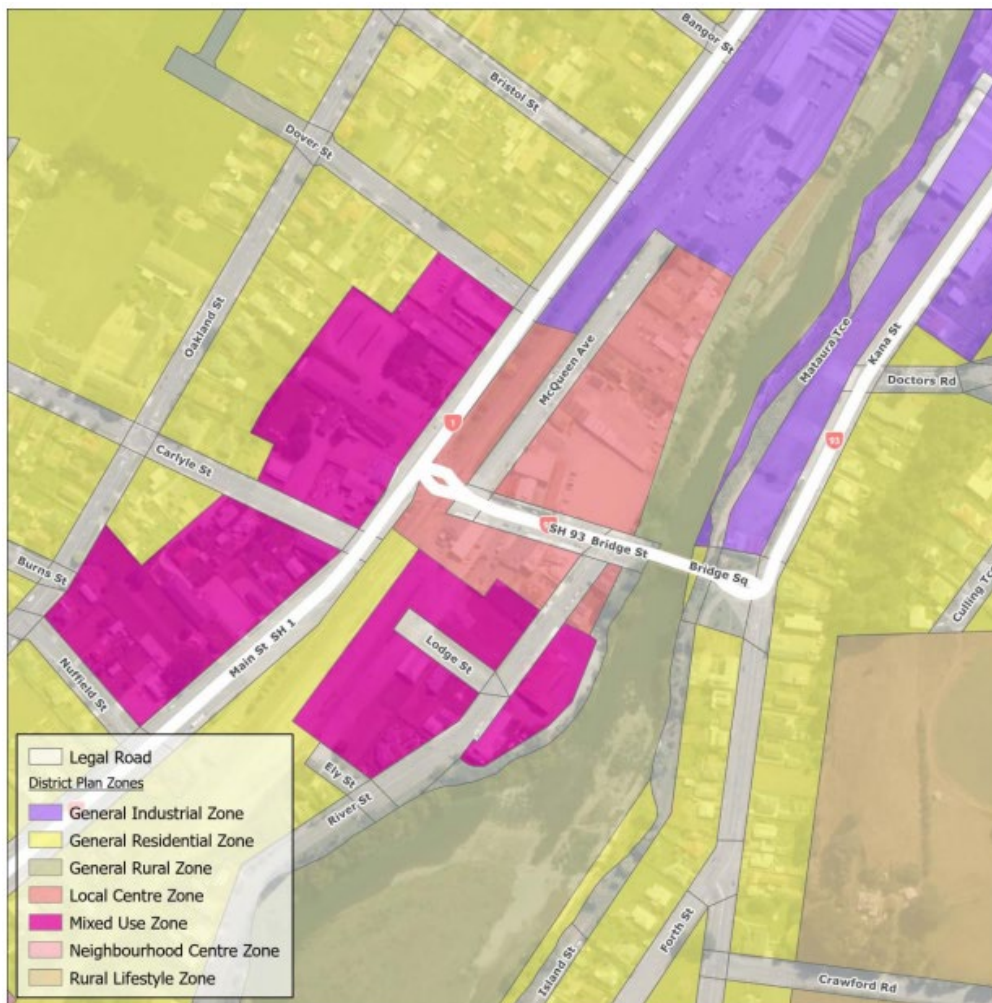


FIGURE 18 - PROPOSED MATAURA LOCAL CENTRE ZONE

Recommendations include to introduce two tiers of commercial/retail activity, similar to the provisions for the Gore Town Centre Zone, with pedestrian frontages along parts of Bridge Street and an outer commercial area for the land adjacent to River Road and McQueen Street. The same approach as developed for maintaining and enhancing heritage values in the core commercial area of the Gore Town Centre should also be applied.

Neighbourhood Centre Zones

Recommendations include allowing for medium density residential development around the Neighborhood Centre Zones which will generate an increase in patronage to the local shops and support the vitality of this centre.

Heritage Consultancy Services²

Heritage Consultancy Services has undertaken a review of the Heritage Structures Schedule in the Operative District Plan (ODP) and have provided recommendations for additions to the schedule, both individual items and areas. Dr McEwan has also provided expert technical input in the development the provision for the protection of historic heritage resources in the Proposed District Plan (PDP) and been involved with community engagement of the draft plan and schedule.

² Advice and recommendations provided by Dr Ann McEwan of Heritage Consultancy Services

There are a high number of individual historic heritage buildings and structures within the main streets of Gore and Mataura. Recommendations for the Gore and Mataura commercial centers included that the main streets have a heritage character and for this to be protected through the Town Centre Zone and Local Centre Zone provision respectively. The streetscapes with historic character are typically the same as the identified pedestrian frontages³. The PDP provisions therefore include specific controls for built development within the core precinct, not only to protect pedestrian amenity and the vibrancy of the centre, but also to protect the historic streetscape character.

Many of the buildings within the streetscape have however already been modified at street level to accommodate large shop front windows and open facades and provide modern internal fit out while verandas have been consistently installed along Main Street. It is primarily the upper façades, above the verandas, that have retained the heritage or historic character. The development controls in the PDP to maintain and enhance pedestrian amenity therefore apply at the street level along pedestrian frontages in the core precinct, and the historic character considerations for the same frontages apply to the façade above the veranda. A resource consent would be required to demolish any building, and the provisions include sympathetic character considerations for new buildings and alterations and additions to the upper façade.

Outside of the identified pedestrian frontage of the central area there are a couple of heritage buildings (on Mersey and Irk Street), and inappropriate adjoining development could detract from those heritage values. Boundary controls therefore apply in the PDP provision to sites adjoining heritage buildings to ensure the heritage items are not overshadowed or overly dominated.

4.5 Analysis of Best Practice

A review of current practice in respect of this matter has been undertaken, together with a review of the following District Plans:

- Southland District Plan - 2018
- Invercargill City Council District Plan - 2019
- Selwyn District – Proposed plan notified 2020
- New Plymouth District – Proposed plan notified 2022
- Timaru District – Proposed plan notified 2022

These plans were chosen either because they are within the Southland region, although it should be noted that these both predate the National Planning Standards, or are the most up to date examples of approaches to Commercial Centres Zones management in districts with comparable characteristics to the Gore District. Two tables are included at the end of the section that compares the type of activities facilitated and effects standards in the districts.

Southland District Plan

The Southland District Plan does not have a specific Commercial zone but has commercial precincts within the Urban Zone. The objective of the commercial precincts is to accommodate the principal retail and service function of the zone. Policies that relate to the

³ Gore District Plan Review - Planning for Growth, June 2022

commercial precincts include to create vibrant and functional and give priority to these as the principal areas for commercial activities, to encourage best practice urban design principles, and manage reverse sensitivity effects.

Invercargill City Council District Plan

The Invercargill City Council District Plan has six Business Zones, these include the Central Business District, Suburban Shopping and Business, Specialist Commercial, Neighbourhood Shops, Rural Service and Business Park. The objectives seek to maintain the hierarchy and function of business areas, to maintain critical mass and that business activity will not become dispersed. For the purpose of this report only the Central Business District, Suburban Shopping and Business, and Neighbourhood Shops provision has been considered as they are comparable to the Town, Local and Neighbourhood Centre Zones.

Selwyn District Proposed Plan

The Selwyn Proposed Plan has four Commercial and Mixed Use Zones including the Neighbourhood Centre Zone, Local Centre Zone, Large Format Retail Zone and Town Centre Zone. The Commercial and Mixed Use Zones have overarching objectives, policies and matters of control or discretion as well as individual objectives, policies and rules. The overarching objectives seek to maintain the hierarchy of the commercial zones with the Town Centre Zone as the prime commercial and community focal point and that it is not undermined by activities within the other commercial zones, and that commercial activities are not undermined by incompatible activities. The objectives also seek to manage amenity effects within the zone and at the residential zone interface.

New Plymouth District Proposed Plan

The New Plymouth District Proposed Plan has five Commercial and Mixed Use Zones including the City Centre Zone, Town Centre Zone, Mixed Use Zone, Large Format Retail Zone and Local Centre Zone. The plan identifies two Town Centres and uses the Local Centre Zone for a variety of smaller scale commercial centres ranging from neighbourhood shops, suburban shopping and village centres. The Town and Local Centre objectives seek to establish the centres as vibrant retail areas for a variety of activities which are well designed attractive and safe, and where adverse effects are managed, in particular at residential zone interfaces.

Timaru District Proposed Plan

The Timaru District Proposed Plan has six Commercial and Mixed Use Zones including the City Centre Zone, Town Centre Zone, Mixed Use Zone, Large Format Retail Zone, Local Centre Zone and Neighbourhood Centre Zone. The Town Centre Zone applies to three townships in the district, the Local Centres Zone applies to suburban shopping areas and the Neighbourhood Centre Zone to neighbourhood shops.

The Town Centre objectives seek to establish a focal point for the local community and provide for a diverse range of activities, the main streets are pedestrian focused and may have a heritage character, buildings are of a moderate scale and density, and activities are compatible with surrounding residential and open space zone amenity values.

The Local Centre Zone provides primarily for community facilities and a range of commercial activities to service the surrounding residential area, the centre accommodates large

volumes of people, buildings are of a moderate scale and density that integrate with public spaces and reflect good urban design principles, and activities are compatible with surrounding residential and open space zone amenity values.

The Neighbourhood Centre Zone provides for small-scale commercial activities that serve the day-to-day need of the residential neighbourhood, the centre comprises activities that are compatible and complimentary to the use and amenity values of the surrounding Residential Zones, are compact and prominent along the road frontage but of a scale consistent with the surrounding residential zone, and are accessible by walking or cycling.

The commercial centre provisions for the five districts are compared in the tables below.

Town Centre Zone Rules				
Southland	Invercargill	Selwyn	New Plymouth	Timaru
Urban Zone Commercial Precinct Commercial, Community, Educational, Rural Service, Entertainment Activities, Service Stations and Visitor Accommodation	Central Business District Car Parking Commercial Recreation Commercial Service Communal Community Corrections Community Service Early Childhood Education Educational Essential Services Healthcare Hospital Office Residential – not in precinct Restaurant – no drive through on pedestrian frontage Retail Service Station– not in precinct Shopping Mall Supermarket Trade retail – not in precinct Visitor accommodation	Residential Commercial Office Retail Community Education Community Corrections Public amenities Keeping of animals Building and structures – less than 450sqm Visitor accommodation – above GF in precinct Food and Beverage – not drive through in precinct Automotive – not in precinct Trade based – not in precinct	Retail Business service Sensitive activities (living, education, healthcare, community, visitor) – noise insulation Medical and health services Sport and recreation Māori purpose activities Building - demolition Any other activity	Commercial activity – not: service station, 300sqm retail, 200sqm office Community facility Visitor accommodation Public toilets Residential activity (above ground floor) Building for permitted activity Emergency Services Facilities
Residential Activities – subject to standards	Any other activity up to 5,000m2	Building – residential unit Research activities	Commercial servicing activity (yard/trade based supply, hire)	Car parking facility

			Building construction, alteration or additions	
Industrial Offensive Trades (noxious, noisy or odour)	Heavy Industry Activity above 5000sqm	Camp ground Firearms range Primary Production Airfield and Heli landing Landfill Waste facility Industrial Corrections Prison Any other activity	Industrial activities Primary production Rural industry Building relocation	Any other activity

Local Centre Zone Rules				
Southland	Invercargill	Selwyn	New Plymouth	Timaru
Urban Zone Commercial Precinct See TCZ	Suburban Shopping and Business Less than 400 sqm GFA Commercial Recreation Commercial Service Communal Activity Community Service Early Childhood Education Educational Activity Essential Services Healthcare Activity Hospital Activity Light Industry Residential Restaurants, Cafes, Bars and Taverns Retail Sales, - not shopping mall Service Stations Supermarkets Visitor Accommodation Office Activity Trade Retail	Residential Office Research Automotive Visitor accommodation Community Education Community Corrections Public amenities Keeping of animals Activities less than 450sqm: Trade based Retail Commercial Food and Beverage Building and structures	General retail Business service activities Supermarkets Entertainment and hospitality Living activities – noise insulation Community facilities Educational facilities Visitor accommodation Medical and health services Sport and recreation Māori purpose activities Building activity Any other activity	Commercial activity – not: service station, 300sqm retail, 200sqm office Community facility Building for permitted activity and less than 450sqm

	Any other activity	Building – residential unit Activities above 450sqm less than 1000sqm Camp ground Airfield and Heli	Commercial servicing activities Large format retail Integrated retail (mall) Major healthcare activities	Industrial Any other activity
	Heavy Industry	Firearms Range Composting Landfill Waste Industrial	Industrial Primary production Rural industry	

Neighbourhood Centre Zone Rules				
Southland	Invercargill	Selwyn	New Plymouth	Timaru
Urban Zone Commercial Precinct See TCZ	Neighbourhood Shops Less than 300 sqm GFA Caretaker Accommodation Commercial Service Communal Activity Community Service Essential Services Healthcare Activity Light Industry Retail Sales – not supermarket or mall	Residential Community Community Corrections Public amenities Keeping of animals Primary Production Education – less than 150sqm Food and Beverage – less than 150sqm and not drive through Activities less than 450sqm: Commercial Building and structures	No NCZ rules, see LCZ	Commercial activity – not: service station, office, licensed premises or 300sqm retail Residential – above GF Building for permitted activity
	Office Activity Residential Activity	Office Visitor accommodation Building – residential unit		Industrial Any other activity
	Any other activity	Automotive Trade based Camp ground Firearms Range		

		Composting Landfill Waste Industrial Any other activity Prison		
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Standards					
	Southland	Invercargill	Selwyn	New Plymouth	Timaru
Height	12m Urban boundary - 9m	10m	10m (PREC 12m or 15m)	12m	10m
			10m	10m	
			8m		
Daylight	Urban boundary – 2m	Res zone	Res – 2.5m, other 6m	Residential – 3m	Res, Open Space Rec – 2.5m
Setback	Urban boundary Front – 4.5m Side and rear – 3m	Res – 4m	LCZ Res – 3m	Residential – 1.5m	Res, OSRZ – 3m
					Res, OSRZ – 5m
					Res, OSRZ – 3m
Frontage	Specific frontages - verandah	CBD Pedestrian: Two storey or parapet verandas 40% glazing Within 3m of boundary and 70% of frontage Car parking and services to rear	50% glazing No car parking area in front Verandah (TCZ PREC)	Pedestrian (except heritage): Verandah Continuous façade 75% glazing Entry from road Storage not visible No vehicle access	TCZ Verandah
Fences	2m max		Road boundary – max 1m Res zone – landscape strip	Road boundary – max 1.2m and 50% permeable	
Outdoor storage	screened	screened	screened		screened
Residential activity	Outdoor living				TCZ outdoor living and bin storage NCZ outdoor living
Building		CBD CPTED for alleyway			NCZ- 30m length max

Standards					
	Southland	Invercargill	Selwyn	New Plymouth	Timaru
Hours of operation	7.00 am - 1.00 am	NCZ 6.30am to 10.00 pm			

Key findings

Most district plans reviewed provide for a hierarchy of Commercial Centres Zone or similar in some form. The exception was the Southland District Plan which has only one type of commercial precinct. The centres commonly seek to provide for a broad range of commercial, hospitality and community activities, and often allow for residential activities in some circumstances. The difference between the hierarchy of centres commonly appears to be related to the scale and type of activities, for example, entertainment based activities or licensed premises are restricted in Neighbourhood centres. Large scale retail, trade or yard based retail activities are also commonly restricted, as is car centred retailing such as service stations or drive through restaurants. The standards appear to be broadly similar across the zones, with the exception of height limitations, pedestrian frontage requirements in the larger centres, and stricter amenity controls for smaller centres, for example building length and hours of operation. The common themes for each zone are summarised below.

Town Centre Zone

Enabled activities:

- Commercial activities
 - Retail
 - Services
 - Food and Beverage
 - Offices
 - Entertainment
 - Recreation
 - Visitor accommodation
- Community facilities
- Health services
- Community corrections
- Education
- Residential

Restrictions include:

- Commercial scale – 450 sqm to 300 sqm
- Acoustic insulation for residential and accommodation activities
- Pedestrian frontage/precinct
 - Yard and trade based retail restricted
 - Vehicle based activities - service station, drive through, car parking restricted
 - Residential, offices and visitor accommodation above ground floor
 - Verandahs
 - Large shop windows

Standards:

- Height – 10-12m
- Residential Zone boundaries – Setback, daylight control, boundary treatment
- Pedestrian frontages with verandas, glazing, services and vehicle access to rear

- Outdoor storage screening and limitations on scale
- Outdoor living space for residential activities
- Fence height restrictions

Larger scale activities including hospitals, shopping malls and large format retail are commonly managed, and residential, yard and trade-based activities and vehicle-based activities are sometimes managed in the whole zone (instead of just on within the pedestrian precinct). Industrial, noxious, noisy or smelly activities are commonly discouraged.

Local Centre Zone

The Local Centre Zone provisions appear broadly similar to the Town Centre Zones, but in some cases with more restrictive floor area requirements. One inconsistency seems to be that some allow for shopping malls where others restrict these, it seems to correlate with how the zone has been applied, in some Districts it covers village centres, or smaller residential centres and in others suburban shopping malls. Consistent with the above there are not always pedestrian frontages identified, and some centres are more restrictive of car-based activities than others. The commercial scale is smaller for Local Centres than Town Centres in some Districts, but on average remain around 450 sqm to 300 sqm, and building heights are typically 10m. The standards otherwise apply the same as for Town Centre Zones.

Neighbourhood Centre Zone

Neighbourhood centres are typically more restrictive of the scale and the type of activities.

Enabled activities include:

- Commercial activity
- Residential
- Community facilities
- Education
- Food and Beverage
- Health services

Restrictions include:

- Activity scale - 150sqm up to 450sqm
- Residential above ground floor or caretakers
- Offices
- Vehicle based activities - Service station, car sales or repair
- Licensed premises
- Hours of operation
- Building height – 8-10m

Offices and residential activities are sometimes managed rather than restricted, and in some cases, there is an allowance for Light Industry. With the exception for pedestrian frontages, the standards otherwise apply the same as for Town Centre Zones.

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 operative plan has a commercial centre in Gore with Townscape provisions, which is broadly retained, however other centres such as Mataura and various neighbourhood centres are recognised consistent with existing development patterns, and their extent defined.		X	
Scale of effects – geographically (local, district wide, regional, national)	The change in zone provisions and locations will affect those who live and work in those areas, however, the intention is that the effect will be positive to provide for existing activities and amenity values are maintained or enhanced.		X	
Effects on matters of national importance (s6 RMA)	A number of section 6 matters have relevance to the Gore and Mataura centres, including heritage, natural hazards, and the character of and access to the Mataura River.		X	
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, however, as noted above the effects seek to result in a positive improvement as activities which may have established through a resource consent are now enabled and amenity values more comprehensively considered and provided for.		X	
Scale of effects on those with specific interests, e.g., Tangata Whenua	The PDP has been prepared in partnership with the Hokonui Rūnanga and public engagement has been undertaken. Feedback has been incorporated where appropriate to align with the mana whenua chapter.	X		
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?	There is a low degree of policy risk. The zone provisions seek to give effects to the NPS-UD by providing for more intensive residential development and ensuring an appropriate level of amenity which may be subject to change. The provisions do not duplicate other standards and achieves best practice principles.	X		
Likelihood of increased costs or restrictions on individuals, communities or businesses	The provisions seek to enable further compatible activities and provide for expansion and development of the majority of existing activities.	X		

5.2 Evaluation Summary

Overall, the scale of significance is considered to be moderate and therefore, the level of detail provided within this evaluation is commensurate 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

The Section 32 – Overview and Urban Form and Development Report provides an overview of the consultation undertaken to date in respect of the PDP. The PDP has been prepared in partnership with Hokonui Rūnanga. The Rūnanga have reviewed and provided feedback on the Commercial Centre Zones Chapters to ensure consistency with the Mana Whenua Chapter and that cultural values are appropriately integrated throughout the proposed provisions.

Engagement with the community on the draft District Plan was undertaken 10th August 2022 to 30th September 2022. The feedback received and the response is summarised below, and in more detail in Appendix 1.

Feedback summary

Feedback was received from government agencies and local stakeholders and was broadly supportive as the provisions enable community and educational facilities, have a pedestrian focus and provides for emergency services facilities.

Feedback for the Neighbourhood Centre Zones included:

- Reconsider the building frontages requirement for the Talbot Street centre as these front a carparking area rather than a road, and
- Provide for relocatable dwellings.

Feedback for the Local Centre Zone included:

- Provide for community corrections activity,
- Provisions for relocatable dwellings,
- Give further consideration of traffic effects and recognising the highway status of the main street(s), and
- Not making parking too limited.

Feedback for the Town Centre Zone included:

- Acknowledge and manage historic heritage values beyond character and appearance of buildings, and require new buildings to be sympathetic to heritage character
- Reconsider the restriction of offices along pedestrian frontages
- Reconsider the tenancy width restrictions for fine grain retail
- Provide for community corrections activity
- Include provisions for relocatable dwellings
- Give further consideration of traffic effects and recognising the highway status of the main streets.

Response summary

For the draft Neighbourhood Centre Zones changes were made to:

- Amend the frontage standards to make reference to road boundary or other public place to ensure they are workable for Talbot Street, and
- Not include specific provisions for relocatable dwellings as these may not be appropriate for the zones where there are restrictions on residential activities.

For the draft Local Centre Zone and Town Centre Zone changes were made to:

- Provide for community corrections activities, but restrict these to above ground floor in the core centre precincts as it is not a service provided to the general public,
- Not include specific provisions for relocatable dwellings as these may not be appropriate for the zones where there are restrictions on residential activities,
- Amend the provisions for Office Activity to allow for the personal service elements of these activities to be located on the ground floor of pedestrian frontages, and
- Amend the provisions to ensure historic heritage values of the Town and Local Centres are protected as well as historic character and amenity within the objectives and policies, and to clarify where the rule provisions intended to protect historic character do not apply to heritage buildings, and that separate provisions apply in relation to those.

In relation to feedback to give further consideration of traffic effects and recognising the highway status of the main streets no changes are proposed. Vehicle accesses are excluded from pedestrian frontages along the highways, and the high activity and pedestrian focus aligns with the Waka Kothai One Network Framework categories that focuses on place and function such as activity streets and main streets. The proposed provisions are broadly consistent with existing development within the Local and Town Centre. If a vehicle access is proposed along a pedestrian frontage a resource consent is required and matters of discretion allow for consideration of traffic effects and the character of the streetscape, and in any case a new access on to a highway would require consent under the transport rules.

In relation to feedback to not overly limit car parking it is not recommended to make further provisions in the Local and Town Centre. National direction specifies that on-site carparking cannot be required within the urban environment. Ancillary parking to an activity is therefore not required in the PDP but can be provided. Existing on-street parking will also continue to be provided. Consistent with the pedestrian focus of the centres, and the highway status of the main streets, car parking as an activity in itself is discouraged in the central core but managed in the outer areas of the centre.

7. Proposed Plan Provisions

7.1 Strategic Objectives

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'. In particular 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.

The Urban Form and Development Objectives of particular relevance include:

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:

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

UFD – O5 The hierarchy of centres in the district is maintained in accordance with the following:

- The Gore Town Centre is the principal centre that provides for a wide range of commercial, community, recreational and residential activities that serve the district and the wider Southland region;*
- The Matura Local Centre provides for a range of commercial and community activities that serve the needs of the surrounding residential catchment and the local rural and business community;*
- The Settlement Zones are made up of rural service centres that provide for a cluster of residential, commercial, light industrial and community activities that serve the needs of each settlement's community, surrounding rural area and appropriate tourism opportunities;*
- Neighbourhood Centre Zones provide for small-scale commercial and community activities that serve the needs of the immediate residential neighbourhood;*
- Māori Purpose Zones provide for the specific needs of Māori communities, including small to medium-scale residential, education, commercial, community, cultural and employment opportunities.*

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 – O7 Urban environments are liveable, connected, accessible, safe and well-designed spaces for the community to live, work and play in, which:

- incorporate natural features, water management and topography into design to minimise environmental effects;*
- recognise the local context, heritage values and character of an area including cultural histories;*
- have connected and efficient transport networks;*

- d. are adequately serviced by utilising and/or upgrading existing infrastructure or with new infrastructure or additional infrastructure*

There are no specific objectives in the Mana Whenua chapter, but the Sites and Areas of Significance to Maori chapter with its holistic approach to resource management consists of overarching objectives and policies. These direct the ways the Gore District Plan recognises and protects the historic and contemporary relationship of Māori with the natural environment, and places where cultural practices are undertaken within the Gore District. Objectives and policies with particular relevance include:

- SASM-O3 Recognise and provide for the mātauranga and kaitiakitanga of mana whenua in decision-making relating impacts on the underlying relationship Ngāi Tahu hold with the natural environment.*
- SASM-P2 The impact of proposed activities on Ngāi Tahu cultural values, and their underlying relationship with the natural environment is determined in partnership with Hokonui Rūnanga.*
- SASM-P5 Where appropriate, Ngāi Tahu cultural values and histories are incorporated into urban design of publicly accessible spaces.*

7.2 Zone Structure

The Commercial Centre Zones are part of the Commercial and Mixed Use Zone hierarchy under the National Planning Standards. The three commercial centre zones hierarchy within the PDP are:

Town Centre Zone - Areas used predominantly for a range of commercial, community, recreational and residential activities.

Local Centre Zone - Areas used predominantly for a range of commercial and community activities that service the needs of the residential catchment.

Neighbourhood Centre Zone - Areas used predominantly for small-scale commercial and community activities that service the needs of the immediate residential neighbourhood.

Two precincts are proposed as follows:

Town Centre Core Precinct - The purpose of this precinct is to manage activities and guide urban design in the Commercial Core of Gore.

Local Centre Core Precinct - The purpose of this precinct is to manage activities and guide urban design in the Commercial Core of Mātaura.

The locations and extent of zones are shown below:

Gore Town Centre Zone and Core Precinct

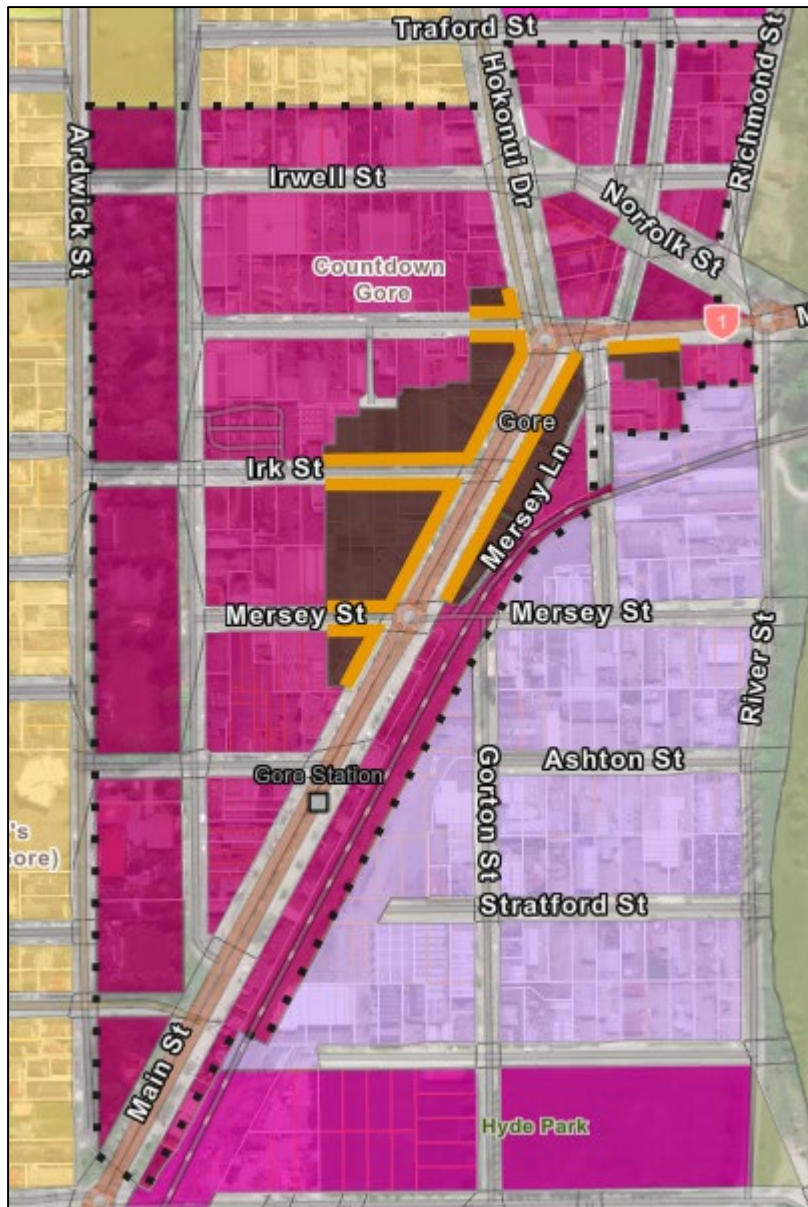


Figure 2: Gore Town Centre Zone (dotted outline) Core Precinct (shaded), Pedestrian Frontages highlighted orange.

Mataura Local Centre Zone and Core Precinct

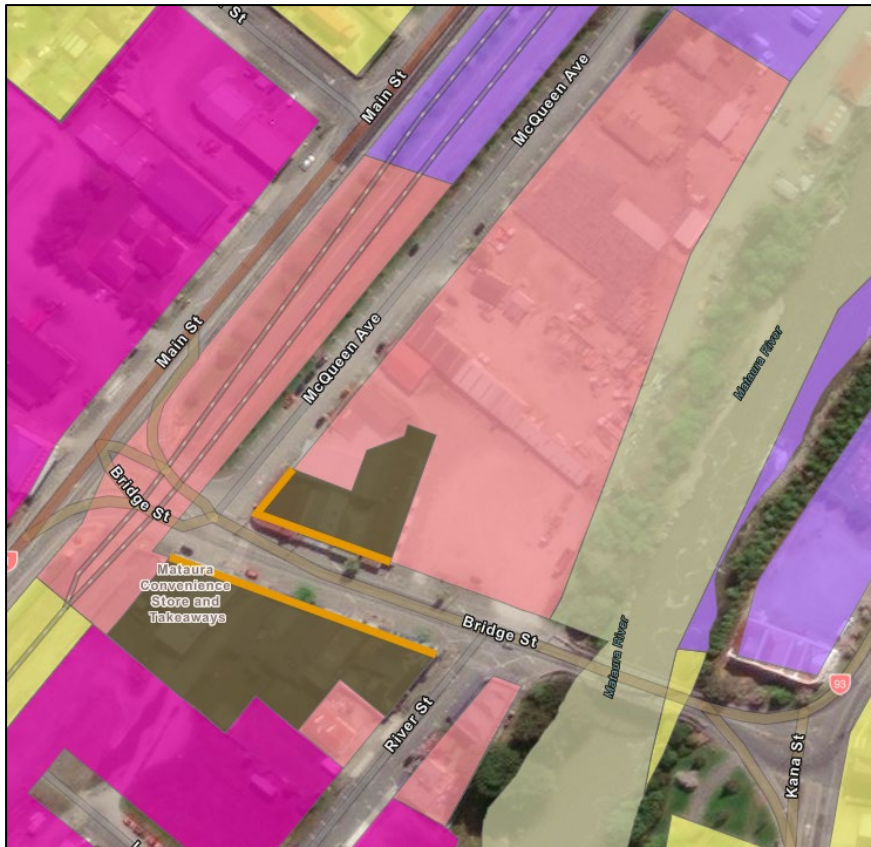


Figure 3: Matura Local Centre Zone (pink) and Core Precinct (shaded), Pedestrian Frontages highlighted orange.

Neighbourhood Centre Zones

Gore East



Figure 4: Gore East Neighbourhood Centre Zone (pink)

Gore West



Figure 5: Gore West Neighbourhood Centre Zone (pink)

Mataura South



Figure 6: Mataura South Neighbourhood Centre Zone (pink)

7.3 Objectives, Policies, Rules and Standards

The PDP Commercial Centre Zones provisions are summarised below:

Town Centre Zone
Objectives
The objectives seek to provide for the Town Centre Zone as the primary commercial centre for Gore District, and enable a range of commercial, community, hospitality and residential activities that service the needs of the town and the surrounding areas. The objectives also seek to ensure that the town centre is a high-quality urban area with a vibrant pedestrian orientated core where the heritage character and amenity values are maintained and enhanced.
Policies
Policies provide direction for the activities that are provided for and enabled, managed or avoided within the zone and core precinct. Small scale commercial, hospitality and community activities that contribute to the fine grain retail experience at the pedestrian focused core are enabled within the precinct while activities that require larger floorplates and/or vehicle access are enabled in the outer areas. Residential and accommodation activities are enabled above ground floor and with acoustic treatment. Activities which are potentially compatible with the centre character and amenity are managed. Industrial activities, storage, manufacturing, trade or yard-based retail activities are sought to be avoided as they do not contribute positively to the character and amenity values of the zone.
Rules
The following activities are permitted: • Retail Activity – not yard based or trade suppliers • Commercial Service Activity – not yard based or trade suppliers • Food and Beverage Activity • Healthcare Activity • Educational Facility • Community Facility • Office activity – above ground floor in the precinct • Visitor Accommodation Activity – above ground floor in the precinct • Community Corrections Activity – above ground floor in the precinct • Residential Activity – above ground floor • Entertainment and Hospitality Activity – within a building • Use of Reserve Land • Building activity The following activities require a Restricted Discretionary consent: • Car parking activity – not in the precinct The following activities require a Discretionary consent: • Hospital Activities • Emergency Services Facility • Service Station Activity All other activities are Non-Complying

Standards

Standards relate to:

Activities within the Core Precinct – maximum areas accessible to the public

Frontages – building orientation, design and boundary treatments within the core precinct and outside

Height to boundary – recession plane from 3m, applies to boundaries with the residential zone, public park or heritage item

Height – maximum 12m

Setbacks – 2m to boundaries with the residential zone, public park or heritage item

Setbacks to rivers and streams – based on the stream order

Screening – on-site service areas and residential zone boundaries

Outdoor storage – height and area

Outdoor living space – for residential activities

Local Centre Zone

Objectives

The objectives seek to provide for the Local Centre Zone to support the needs of the Mataura community, and enable a range of commercial, community, hospitality and residential activities without undermining the function of the Town Centre. The objectives also seek to ensure that the local centre is a high-quality urban area with a vibrant pedestrian orientated core where the heritage character and amenity values are maintained and enhanced and encourages the adaptive re-use of existing buildings.

Policies

Policies provide direction for the activities that are provided for and enabled, managed or avoided within the zone and core precinct. Small scale commercial, hospitality and community activities that contribute to the fine grain retail experience at the pedestrian focused core are enabled within the precinct while activities that require larger floorplates and/or vehicle access are enabled in the outer areas. Residential and accommodation activities are enabled above ground floor and with acoustic insulation. Activities which are potentially compatible with the centre character and amenity are managed. Industrial activities, storage, manufacturing, trade or yard-based retail activities are sought to be avoided as they do not contribute positively to the character and amenity values of the zone.

Rules

The following activities are permitted:

- Retail Activity – not yard based or trade suppliers
- Commercial Service Activity – not yard based or trade suppliers
- Food and Beverage Activity
- Healthcare Activity
- Educational Facility

• Community Facility • Office activity – above ground floor in the precinct • Visitor Accommodation Activity – above ground floor in the precinct • Community Corrections Activity – above ground floor in the precinct • Residential Activity – above ground floor or to the rear, min density 150sqm • Entertainment and Hospitality Activity – within a building • Use of Reserve Land • Building activity The following activities require a Restricted Discretionary consent: • Car parking activity – not in the precinct The following activities require a Discretionary consent: • Hospital Activities • Emergency Services Facility • Service Station Activity All other activities are Non-Complying.
Standards
Standards relate to: Activities within the Core Precinct – maximum areas accessible to the public Frontages – building orientation, design and boundary treatments within the core precinct and outside Height to boundary – recession plane from 3m, applies to boundaries with the residential zone, public park or heritage item Height – maximum 9m Setbacks – 2m to boundaries with the residential zone, public park or heritage item Setbacks to rivers and streams – based on the stream order Screening – on-site service areas and residential zone boundaries Outdoor storage – height and area Outdoor living space – for residential activities

Neighbourhood Centre Zone
Objectives
The objectives seek to provide for Neighbourhood Centre Zones to support the needs of the immediately surrounding residential neighbourhood and contribute to its vibrancy and sense of community without undermining the function of the main commercial centres. The objectives also seek to ensure that the neighbourhood centres are pedestrian focused and are of a scale appropriate to the surrounding residential environment.
Policies
Policies provide direction for the activities that are provided for and enabled, managed or avoided within the zone. Small-scale commercial and community activities that are compatible with residential amenity and provide for the day to day needs of the local residential community are enabled, and residential activities are provided for above

ground floor or to the rear. Activities which are potentially compatible with the centre character and residential amenity are managed. Activities of a nature or scale better suited to other commercial zones and industrial activities are sought to be avoided as they do not contribute positively to the character and amenity values of the zone or residential area.

Rules

The following activities are permitted:

- Retail Activity – not age restricted, service station, yard based or trade suppliers
- Commercial Service Activity – not age restricted, service station, yard based or trade suppliers
- Food and Beverage Activity – not licensed premises or drive through
- Healthcare Activity
- Educational Facility
- Community Facility
- Office activity – above ground floor or to the rear
- Visitor Accommodation Activity – above ground or to the rear
- Residential Activity – above ground floor or to the rear, min density 150sqm
- Entertainment and Hospitality Activity – within a building
- Use of Reserve Land
- Building activity

The following activities require a Restricted Discretionary consent:

- Entertainment and Hospitality Activities
- Emergency Services Facility
- Light Industrial Activities – repair and servicing household or garden items

All other activities are Non-Complying

Standards

Standards relate to:

Frontages – building orientation, design and boundary treatments

Height to boundary – recession plane from 2.6m, applies to boundaries with the residential zone, public park or heritage item

Height – maximum 8m

Setbacks – 1m if a residential unit or 3m to boundaries with the residential zone, public park or heritage item

Setbacks to rivers and streams – based on the stream order

Screening – on-site service areas and residential zone boundaries

Outdoor storage – height and area

Outdoor living space – for residential activities

Hours of operation - 7am to 9pm

7.4 Definitions

Key definitions which are particularly relevant to the Commercial Centres Zones include:

Car parking activity means a site where the parking of vehicles, either in the open or a building, is the dominant activity on that site. Car parking associated with any use of a site, such as staff or customer parking is deemed to be an ancillary part of that use. Car parking activity does not include on-street parking.

Commercial activity (PS) means any activity trading in goods, equipment or services. It includes any ancillary activity to the commercial activity (for example administrative or head offices).

Commercial Service Activity means commercial activities where the primary business is providing and/or offering services to the general public rather than goods. It includes but is not limited to : dry cleaners; funeral director premises; hair dresser; real estate agent; travel agent; veterinary clinic.

Community corrections activity (PS) means the use of land and buildings for non-custodial services for safety, welfare and community purposes, including probation, rehabilitation and reintegration services, assessments, reporting, workshops and programmes, administration, and a meeting point for community works groups.

Community facility (PS) means land and buildings used by members of the community for recreational, sporting, cultural, safety, health, welfare, or worship purposes. It includes provision for any ancillary activity that assists with the operation of the community facility.

Emergency services facility means land and buildings used by organisations that respond to and deal with accidents, emergencies, or urgent problems such as fire, illness, or crime. It includes but is not limited to:

- a. police, fire and ambulance stations;
- b. surf lifesaving activities;
- c. administration related to emergency services;
- d. vehicle and equipment storage and maintenance;
- e. personnel training; and
- f. any ancillary activities.
- g. defence facilities

It excludes:

- a. healthcare activities;
- b. hospitals; and
- c. private security companies.

Entertainment and hospitality activities means the use of land and/or buildings for commercial activities where the primary business is providing entertainment, hospitality and/or leisure services and experiences and includes, but is not limited to:

- cinemas; or
- bars and nightclubs; or
- taverns; or
- theatres; or
- concert venues; or

- conference and private function facilities.

It excludes cafes and restaurants.

Food and beverage activity means a commercial retail activity involving the sale of food and, or beverages prepared for immediate consumption on or off the premises including restaurants, cafes and takeaway bars, but does not include taverns, night clubs, supermarkets, dairies or bottle stores.

Office activity means an activity conducted within a building and focusing on business, government, professional or financial services and includes the personal service elements of these activities.

Pedestrian frontage means street frontages in the commercial core precincts identified on the planning maps with significant pedestrian activity.

Service station means an activity where the dominant activity is the retail sales and storage of motor vehicle fuels (including petrol, LPG, CNG and diesel) and also includes:

- Retail sales of kerosene, alcohol based fuels, lubricating oils, tyres and batteries, vehicle spare parts and other accessories normally associated with motor vehicles (including motorcycles, caravans, boats and trailers) and domestic equipment;
- Warrant of fitness testing;
- Car wash facilities;
- Other retail sales subsidiary to the main use of the site.

Trade suppliers means a retail activity that involves the sale of wholesale goods to businesses, as well as limited retail sales to the general public, which fall into the following categories:

- automotive and marine suppliers;
- building suppliers;
- catering equipment suppliers;
- farming and agricultural suppliers;
- garden and patio suppliers;
- hire premises (except hire or loan of books, video, DVD and other home entertainment items);
- industrial clothing and safety equipment suppliers;
- landscape suppliers; and
- office furniture, equipment and systems suppliers.

Visitor accommodation (PS) means land and/or buildings used for accommodating visitors, subject to a tariff being paid, and includes any ancillary activities.

Yard based retail activity means activities where the primary business is displaying and/or offering goods for sale or hire to the general public that require outdoor storage and/or display areas. It includes but is not limited to garden centres, hardware stores, building supplies, landscaping supplies, furniture, sale or hire of vehicles and machinery.

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.

Existing Objectives	Appropriateness to achieve the purpose of the Act
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 (9) Maintain and enhance the built character and other characteristics of the Gore commercial area.	The existing objectives provide some high level guidance around the expectations for maintaining, enhancing and managing adverse effects on the quality of the environment and amenity values within the district and in this respect they are broadly consistent with RMA Section 5(2)(c) and Section 7(c) and (f) but are not considered to fully achieve the purpose of the Act due to the lack of specific clarity and direction about what those qualities, characteristics and amenity values are. Relevance and usefulness: The objectives relate to a relevant resource management issue in that they reflect the language used around the matters in the Act, however they do not provide direction or guidance on the outcomes sought to achieve those provisions, and therefore making their usefulness limited. Moreover, market research and development patterns have shown that there is an unmet need for business land outside of the Gore commercial area, and the resultant ad-hoc commercial development and ill-defined centres is contrary to regional and national direction for urban development. The status quo has therefore not assisted the Council to undertake its functions under s31(aa) in relation to ensuring there is sufficient development capacity to meet demand. Reasonableness: The objectives are reasonable in that they achieve the purpose of the Act, however since they are non-directive about the specific outcomes sought, such as what the characteristics and amenity values are within the specific locality or area that are sought to be maintained and enhanced, they may result in uncertainty. 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 do not provide sufficient guidance or direction to assist with achieving the outcomes sought by them. The objectives are also not consistent with the identified community outcomes which seek a more directive approach to provide for economic growth and development and manage the actual and potential adverse effects arising from development.

Town Centre Zone - Proposed Objectives	Appropriateness to achieve the purpose of the Act
TCZ-O1 The Town Centre Zone is the primary commercial centre for Gore District and contributes positively to the cultural identity, vibrancy, sense of community, sustainability and resilience of the district. TCZ-O2 A compatible range of commercial, community, hospitality and residential activities that service the needs of the town and the surrounding areas are encouraged in the Town Centre Zone. TCZ-O3 The Town Centre is a high quality urban area that is liveable, walkable, safe and attractive for the community to enjoy. TCZ-PREC3-O1 The central commercial area is a vibrant pedestrian orientated attractive streetscape that provides a fine grain retail experience, where the amenity, heritage values, historic character and appearance of the Town Centre are maintained or enhanced.	The objectives are considered the most appropriate way to achieve the purpose of the Act because they: • Manage the use and development of commercial centres in a way that enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety and to meet the needs of future generations in accordance with Section 5(2). • Provide for the protection of heritage values from inappropriate development in accordance with Section 6(f) • Have regard to section 7 matters including (b) the efficient use and development of natural and physical resources, (ba) the efficiency of the end use of energy (c) and (f) the maintenance and enhancement of the quality of the environment and amenity values, and (i) the effects of climate change, by providing for a broad range of activities, an attractive and high quality urban environment and a compact urban form which is supportive of active modes of transport. Relevance The proposed objectives are relevant because they: • address the identified resource management issue by providing for a range of activities to reflect existing patterns of land use in the zone locations and providing for the needs of the community, including residential and business growth. • provide clearer direction as to the purpose and function of the commercial centres consistent with the National Planning Standards. • give effect to the NPS-UD by providing for a well-functioning urban environment which meets the needs of people and the community now and in the future. The zone provisions provide for a range of residential and business needs to provide for housing, jobs and community services.

	- assist with achieving the Strategic Direction Objectives by providing for well-designed urban environments for the community to live work and play, contribute to the provision of housing choice for the community and ensuring the role and function of the hierarchy of commercial centres are not undermined. - assist Council to undertake its functions under section 31 by providing clear direction and an appropriate framework for managing development and land uses within the district, and to provide for sufficient development capacity in respect of housing and business land. - reflect the technical assessments and urban design recommendations by identifying and providing for a different form and function of the pedestrian fine grain retail experience in the core and larger scale activities and facilities in the outer areas. Usefulness: The objectives are useful because they clearly articulate the role, function and outcomes sought for the Town Centre Zone and Core Precinct area and will guide decision making. Reasonableness: The objectives are reasonable and will avoid unjustifiably high costs on the community as they will enable existing land use activities and patterns of development to remain, and as they are clear and directive, they minimise uncertainty and risk for those looking to develop within the Town Centre Zone. Achievability: The outcomes sought by the objectives are achievable within the scope of Council's responsibilities. 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.
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Local Centre Zones - Proposed Objectives		Appropriateness to achieve the purpose of the Act
LCZ-O1	Activities within the Local Centre Zone provide for and encourage a range of commercial and community activities to support the needs of the Maitara community.	The objectives are considered the most appropriate way to achieve the purpose of the Act because they: - Manage the use and development of commercial centres in a way that enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety and to meet the needs of future generations in accordance with Section 5(2). - Provide for the protection of heritage values from inappropriate development in accordance with Section 6(f) - Have regard to section 7 matters including (b) the efficient use and development of natural and physical resources, (ba) the efficiency of the end use of energy (c) and (f) the maintenance and enhancement of the quality of the environment and amenity values, and (i) the effects of climate change, by providing for a broad range of activities, an attractive and high quality urban environment and a compact urban form which is supportive of active modes of transport. Relevance The proposed objectives are relevant because they: - Address the identified resource management issue by providing for a range of activities to reflect existing patterns of land use in the zone location and providing for the needs of the community, including residential and business growth. - Provide clearer direction as to the purpose and function of the commercial centres consistent with the National Planning Standards. - Give effect to the NPS-UD by providing for a well-functioning urban environment which meets the needs of people and the community now and in the future. The zone provisions provide for a range of residential and business needs to provide for housing, jobs and community services. - Assist with achieving the Strategic Direction Objectives by providing for well-designed urban environments for the community to live work and play, contribute to the provision of housing choice for the community and ensuring the role and function of the hierarchy of commercial centres are not undermined. - Assist Council to undertake its functions under section 31 by providing clear direction and an appropriate framework for managing development and land uses within the district, and to provide for sufficient development capacity in respect of housing and business land. - Reflect the technical assessments and urban design recommendations by identifying the appropriate zone extent of the commercial area, and providing for a different form and function for the pedestrian fine grain retail experience in the core and larger scale activities and facilities in the outer areas. Usefulness: The objectives are useful because they clearly articulate the role, function and outcomes sought for the Local Centre Zone and core precinct area and will guide decision making. Reasonableness:
LCZ-O2	The activities within the Local Centre Zone contribute positively to the heritage, cultural identity, vibrancy, sense of community, sustainability and resilience of Maitara, and the adaptive re-use of existing buildings is encouraged.	
LCZ-O3	The Local Centres Zone does not detract from, or undermine, the vibrancy and functionality of the Town Centre Zone.	
LCZ-PREC4-O1	The central commercial area is a vibrant pedestrian orientated attractive streetscape that provides a fine grain retail experience, where the amenity, heritage values, historic character and appearance of the Local Centre is maintained or enhanced.	

	The objectives are reasonable and will avoid unjustifiably high costs on the community as they will enable existing land use activities and patterns of development to remain or new activities to establish, and as they are clear and directive, they minimise uncertainty and risk for those looking to develop within the Local Centre Zone. Moreover, the objectives will direct commercial development in Matura to be appropriately located and more centralised which will contribute to the revitalisation of the centre. Achievability: The outcomes sought by the objectives are achievable within the scope of Council’s responsibilities. 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.
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Neighbourhood Centre Zone - Proposed Objectives		Appropriateness to achieve the purpose of the Act
NCZ-O1	Activities within Neighbourhood Centres Zones support the immediately surrounding residential neighbourhood and contribute positively to the vibrancy, sense of community and sustainability of residential neighbourhoods.	The objectives are considered the most appropriate way to achieve the purpose of the Act because they: • Manage the use and development of commercial centres in a way that enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety, and to meet the needs of future generations in accordance with Section 5(2). • Have regard to section 7 matters including (b) the efficient use and development of natural and physical resources, (ba) the efficiency of the end use of energy (c) and (f) the maintenance and enhancement of the quality of the environment and amenity values, and (i) the effects of climate change, by providing for activities that are of an appropriate scale and nature to be compatible with and support the quality and amenity of the residential neighbourhood, and encourage active modes of transport. Relevance The proposed objectives are relevant because they: • Address the identified resource management issue by providing for a range of activities to reflect existing patterns of land use in the zone location and providing for the needs of the community, including residential and business growth. • Provide clearer direction as to the purpose and function of the commercial centres consistent with the National Planning Standards. • Give effect to the NPS-UD by providing for a well-functioning urban environment which meets the needs of people and the community now and in the future. The zone provisions provide for a range of residential and business needs to provide for housing, jobs and community services. • Assist with achieving the Strategic Direction Objectives by providing for well-designed urban environments for the community to live work and play, contribute to the provision of housing choice for the community and ensuring the role and function of the district’s centres are not undermined. • Assist Council to undertake its functions under section 31 by provide clear direction and an appropriate framework for managing development and land uses within the district, and to provide for sufficient development capacity in respect of housing and business land. • Reflect the technical assessments and urban design recommendations by identifying the appropriate extent of the commercial area. Usefulness: The objectives are useful because they clearly articulate the role, function and outcomes sought for the Neighbourhood Centre Zone and will guide decision making. Reasonableness: The objectives are reasonable and will avoid unjustifiably high costs on the community as they will enable existing land use activities and patterns of development to remain or new activities to establish in those locations without the need for resource consent. As the objectives are clear and directive they minimise uncertainty and risk for those looking to develop within the Neighbourhood Centre Zone. Moreover, the provision of the centres will direct commercial development to those specific locations. Achievability: The outcomes sought by the objectives are achievable within the scope of Council’s responsibilities. 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.
NCZ-O2	Neighbourhood Centres Zones do not detract from, or undermine, the vibrancy and functionality of main commercial centres.	
NCZ-O3	Development in the Neighbourhood Centres Zones is pedestrian focused and is of an appropriate scale and proportion to the surrounding residential environment.	

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 section 31 of the Act, are consistent with identified mana whenua values and 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.
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9. Evaluation of Options to Achieve the Objectives

9.1 Evaluation

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.

Based on the scale and significance of the proposed changes for the Commercial Centre Zones, 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 and is not beneficial or practicable. Rather, the tables below generally identifies where there may be additional cost(s) and benefit(s).

Option A – Proposed Provisions		
Policies, rules and standards which give effect to the Town Centre Zone, Local Centre Zone and Neighbourhood Centre Zone objectives are summarised in Section 7 and include the following features: • Three commercial centre zones which accommodate a range of activities and commercial environments. • Precincts in the Town and Local Centre Zones centred around the central pedestrian orientated retail area and where the streetscape has a heritage character, to guide the type and scale of activities, urban design and built form. • Policies that set out direction for what, how and where land use activities and development is sought to be provided for, managed or avoided. • Rules that: ○ permit a broad range commercial, hospitality and community activities and residential activities consistent with the role and function of the centre. ○ requires consents for potentially compatible activities to manage their effects. ○ discourages activities that are likely to detract from the vibrancy of the centre or may be incompatible with the character and amenity values anticipated with the centre. • Standards setting out design and activity requirements for built form and development depending on the type of activity, location, and role and function of the centre.		
Town Centre Zone - Proposed Provisions		
	Benefits	Costs
Environmental	• Enables a broad range of commercial, hospitality and community activities, as well as residential and accommodation activities. • Provides for development in a way that contribute positively to the vibrancy, amenity and character of the Town Centre, with fine grain retail in the pedestrian focused core and larger scale activities in the outer area. • Identifies and directs development by specifying the type of activities that are enabled, managed or avoided. • Encourages walking and reduces reliance on motor vehicles by its pedestrian focused core and management of car parking activities and service stations. • Manages development to protect amenity values of surrounding zones with controls for residential zone boundaries.	• No environmental costs are identified.
Economic	• The provisions support the Gore town centre as a vibrant commercial area which provides for economic and employment opportunities, and are consistent with the recommendations <i>Gore</i>	• There is a cost to individuals associated with compliance for new development, such as acoustic insulation, boundary controls such as landscaping and screening, and directing the location of

	<i>District Plan Review Planning for Growth June 2022</i> and market assessments undertaken to meet industry and community development needs. Supporting activities that contribute to the vibrancy of the centre are provided for above ground floor in the Core Precinct, such as accommodation, residential and office activities.	particular activities. However, the benefits of the restrictions reduce the potential for conflict, and a vibrant centre has economic benefits to individuals which are considered to outweigh the cost.
Social	- The provisions contribute to a positive pedestrian experience, which encourages walking and provides opportunities for informal social interactions. - The structure and content of the Town Centre provisions are not entirely dissimilar from the operative plan, plan users are already familiar with this approach. - Facilities and activities that provide a social benefit to the community are provided for, and the town centre is the main civic hub for the community.	There is a potential for conflict between providing for accommodation and residential activities and entertainment and hospitality activities in close proximity to each other, however this is managed through the requirement for acoustic treatment for sensitive activities and the requirement for entertainment and hospitality activities to take place indoors.
Cultural	- The provisions manage development to maintain and enhance the heritage values of the centre and historic character of the streetscape. - The provisions provide for consideration of Ngāi Tahu cultural identity and values.	No cultural costs are identified.
Efficiency		
The proposed provisions are considered to be the most efficient means of achieving the objective(s) as the environmental, economic, social and cultural benefits associated with the provisions outweigh the economic costs associated with the proposed restrictions, which are not significantly increased from those associated with the status quo. This approach will continue to provide for the broad range of commercial, community, hospitality and accommodation activities within the zone, but providing more direction and guidance for decision making and strengthening the provisions around urban design outcomes and the heritage character of the streetscape, to provide for a well-functioning vibrant civic hub with high amenity values for the community. The benefits from the provisions are largely economic ones with flow-on environmental and social benefits resulting from commercial areas performing successfully. These benefits will outweigh any more localised economic costs resulting from greater restrictions on specific activities and directing particular types of commercial activities to specific locations.		
Effectiveness		
The proposed provisions are considered to be the most effective means of achieving the objective(s) as together they will: - give effect to the RPS by ensuring urban development occurs in an integrated, sustainable and well-planned manner, which provides for positive environmental, social, economic and cultural outcomes - enable the Council to fulfil its statutory obligations under the Act, including ensuring the efficient use and development of the existing physical resources within the district's commercial areas and the maintenance and enhancement of both amenity values and the quality of the environment. - enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner. - Assist in achieving the strategic direction set out in the Urban Form and Development chapter, including maintaining a hierarchy of centres in the district, allowing for higher densities of housing, and recognising the local context, heritage values and character of the area, including cultural histories. - Assist in implementing <i>Gore District Plan Review Planning for Growth June 2022</i> urban design recommendations and market assessments to meet industry and community development needs.		
Local Centre Zone - Proposed Provisions		
	Benefits	Costs
Environmental	- The provisions recognise the Mātaura centre as a hub for the local community and contribute to the town's identity, sustainability and resilience. - Enables a broad range of commercial, hospitality and community activities, as well as residential and accommodation activities. - Provides for development in a way that contribute positively to the vibrancy, amenity and character of the Local Centre, with fine grain retail in the pedestrian focused core and larger scale activities in the outer area, and where adaptive re-use of existing buildings is encouraged. - Identifies and directs development by specifying the type of activities that are enabled, managed or avoided. - Encourages walking and reduces reliance on motor vehicles by its pedestrian focused core and management of car parking activities and service stations. - Manages development to protect amenity values of surrounding zones with controls for residential zone boundaries.	No environmental costs are identified

	Supporting activities that contribute to the vibrancy of the centre are provided for above ground floor in the Core Precinct, such as accommodation, residential and office activities.	
Economic	- Enables activities to establish near the communities they support without needing to go through the resource consent process. - The provisions support the Mataura Local centre which provides for economic development and employment opportunities for the local community. - The provisions are consistent with the recommendations <i>Gore District Plan Review Planning for Growth June 2022</i> and market assessments undertaken to meet industry and community development needs. - The introduction of a commercial centres hierarchy is expected to ensure that centres are economically efficient and can successfully perform their role and function in the market.	- There is a potential risk that allowing for a commercial centre in Mataura could detract from the vibrancy and viability of the Gore town centre, however, to alleviate this concern the scale of the zone extent is managed so that it is appropriate for the needs of the local community and will complement rather than compete with the town centre. - There is a cost to individuals associated with compliance for new development, such as acoustic insulation, boundary controls such as landscaping and screening, and directing the location of particular activities. However, this is balanced with that the provisions allow for a range of commercial, community and residential activities that would previously have required resource consent to establish, and the benefits of the restrictions with the regeneration of a vibrant local centre has economic benefits to individuals which are considered to outweigh the cost.
Social	- The structure and content of the provisions are very similar to the Town Centre Zone, but on a scale appropriate for the local community, and the approach will therefore have a degree of familiarity for plan users. - The provisions contribute to a positive pedestrian experience, which encourages walking and provides opportunities for informal social interactions. - Facilities and activities that provide a social benefit to the community are provided for, and the local centre is recognised as a hub for the local community.	There is a potential for conflict between providing for accommodation and residential activities and entertainment and hospitality activities in close proximity to each other, however this is managed through the requirement of acoustic treatment for sensitive activities and the requirement for entertainment and hospitality activities to take place indoors.
Cultural	- The provisions manage development to maintain and enhance the heritage values of the centre and historic character of the streetscape. - The provisions provide for consideration of Ngāi Tahu cultural identity and values	No cultural costs are identified
Efficiency		
The proposed provisions are considered to be the most efficient means of achieving the objective(s) as the environmental, economic, social and cultural benefits associated with the provisions outweigh the economic costs associated with the proposed restrictions. The provisions recognise the character and nature of the long established commercial centre of Mataura, and are a significant improvement over the current inappropriate Industrial Zoning. This approach will provide for a broad range of commercial, community, hospitality and accommodation activities within the zone, with provisions around urban design outcomes and the heritage character of the streetscape to provide for a well-functioning vibrant civic hub with high amenity values to benefit the community.		
Effectiveness		
The proposed provisions are considered to be the most effective means of achieving the objective(s) as together they will: - give effect to the SRPS by ensuring urban development occurs in an integrated, sustainable and well-planned manner, which provides for positive environmental, social, economic and cultural outcomes - enable the Council to fulfil its statutory obligations under the Act, including ensuring the efficient use and development of the existing physical resources within the district's commercial areas and the maintenance and enhancement of both amenity values and the quality of the environment. - enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner. - Assist in achieving the strategic direction set out in the Urban Form and Development chapter, including maintaining a hierarchy of centres in the district, allowing for higher densities of housing, and recognising the local context, heritage values and character of the area, including cultural histories. - Assist in implementing <i>Gore District Plan Review Planning for Growth June 2022</i> urban design recommendations and market assessments to meet industry and community development needs. - Ensure that potential adverse effects on the function, viability and vitality of the town centre is managed appropriately by restricting the spatial extent of the zone to the immediate area around Bridge Street.		
Neighbourhood Centre Zone - Proposed Provisions		
	Benefits	Costs
Environmental	- Support neighbourhoods to develop in a sustainable way which are cohesive, walkable, and reduce reliance on motor vehicles. - The provisions will ensure activities which establish in Neighbourhood Centre Zones directly support the local residential community and are of a scale and nature which are compatible with adjacent residential zoning.	No environmental costs are identified.

	- Enables a broad range of commercial, hospitality and community activities, as well as residential and accommodation activities. - Identifies and directs development by specifying the type of activities that are enabled, managed or avoided. - Supporting activities that contribute to the vibrancy of the centre are provided for above ground floor or to the rear, such as accommodation, residential and office activities.	
Economic	- Enables activities to establish near the communities they support without needing to go through the resource consent process. - The provision for, and encouragement of, activities which support the immediate local community in a sustainable and cohesive manner can provide opportunities for economic growth and employment. - The introduction of a commercial centres hierarchy is expected to ensure that centres are economically efficient and can successfully perform their role and function in the market.	- There is a potential risk that allowing for dispersed commercial centres in Mātaura and Gore could detract from the vibrancy and viability of the larger centres, however, to alleviate this concern the scale of the zone extent is managed so that it is appropriate for the needs of the surrounding residential neighbourhood and will complement rather than compete with the other commercial centres. - There is a cost to individuals associated with compliance for new development, such as frontage and boundary controls such as landscaping and screening, and locating supporting activities above ground floor. However, this is balanced with that the provisions allow for a range of commercial and community activities that would previously have required resource consent to establish, and the benefits of the restrictions establishing a neighbourhood centre has economic benefits to individuals which are considered to outweigh the cost.
Social	- Provides for neighbourhoods to become cohesive by providing for opportunities for informal social interaction and encouraging walking. - The structure and content of the provisions are similar to the other commercial centres, and the approach will therefore have a degree of familiarity for plan users.	There are potential incompatibilities and amenity effects resulting from commercial activities within a residential area, however to manage these effects the type of commercial activities, bulk and scale and hours of operation are restricted.
Cultural	The provisions provide for consideration of Ngāi Tahu cultural values in relation to built form and development	No cultural costs are identified.
Efficiency		
The environmental, economic, social and cultural benefits associated with the provisions outweigh the economic costs associated with the proposed restrictions. This approach recognises that there are already neighbourhood centres or fledgling neighbourhood centres around the Gore and Mātaura townships and provides for these while managing potential adverse effects on residential amenity, character, and the vibrancy of the other commercial centres. These provisions will provide for a range of commercial, community, hospitality and accommodation activities within the zone, with controls around urban design outcomes to provide for an integrated well-functioning small centre to benefit the day to day needs of the residential neighbourhood.		
Effectiveness		
The proposed provisions are considered to be the most effective means of achieving the objective(s) as together they will: - Give effect to the RPS by ensuring urban development occurs in an integrated, sustainable and well-planned manner, which provides for positive environmental, social, economic and cultural outcomes. - Enable the Council to fulfil its statutory obligations under the Act, including ensuring the efficient use and development of the existing physical resources within the district's commercial areas and the maintenance and enhancement of both amenity values and the quality of the environment. - Enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner. - Assist in achieving the strategic direction set out in the Urban Form and Development chapter, including maintaining a hierarchy of centres in the district, allowing for higher densities of housing, and recognising the local context, heritage values and character of the area, including cultural histories. - Assist in meeting commercial and community development needs. - Ensure that potential adverse effects on the function, viability and vitality of the other commercial centres are managed appropriately by restricting the spatial extent of the zone and the nature and type of activities.		
Overall risk of acting or not acting		
The Council has sufficient information to determine the provisions and a good understanding of the role and function of each commercial centre, and the proposed provisions are generally consistent with existing development patterns. The proposed provisions align with technical advice, current best practice and have been demonstrated to give effect to higher order documents such as the RPS. The implementation of a hierarchy of centres was generally well received by the community through feedback on the draft plan. It is therefore considered to be a low risk of acting in the manner proposed. The risk of not acting is that commercial activities outside of Gore will establish in an ad-hoc pattern and not be encouraged to appropriate locations and built form, to the detriment to the function, vibrancy and vitality of the centres outside of Gore, and the reliance on obtaining resource consent for individual developments is not considered efficient or effective.		

Overall Evaluation
Overall, it is considered that the environmental, economic, social and cultural benefits associated with the proposed provisions to give effect to the objectives outweigh the costs associated with the implementation of these. The provisions are considered an efficient and effective approach to achieving the objectives and work together to achieve the purpose of the Act, give effect to higher order documents and strategic direction, and their implementation is consistent with technical advice. The proposed provisions are the preferred option to achieve the objectives and address the key resource management issues identified in sections 2 and 4 of this report.

Option B – Status Quo	
Objectives The Operative Plan approach is described in Section 4.2 of the report, and includes the following: - Only one Commercial Zone, in the Gore centre. - A Townscape Precinct with a Central Area and a Secondary Area. - General policies that require the control of adverse environmental effects and the establishment of zones reflecting character and amenity values of the area. - A specific policy seeking to protect the character and streetscape of the commercial area. - Rules that permit a broad range of residential, commercial, hospitality and community activities - Precinct rules that set out the requirements for the built form and controls demolition of buildings in the Central Area, and sets out transport requirements for the Secondary Area	
Benefits	Costs
Environmental - In the Gore centre: - Provides some direction for the design of built development - Enables a broad range of commercial, hospitality and community activities, as well as residential activities	Environmental - Offers limited direction for built development in the Secondary Area and does not provide direction for the appropriateness of the different type of activities within the Central and Secondary Areas - Outside of Gore town centre there is no direction which could potentially lead to suboptimal design outcomes and ad hoc development patterns. - Provides no direction or guidance on the type of activities that are considered inappropriate
Economic The provision provides for economic and employment opportunities in the Gore town centre commercial area.	Economic - Limited new commercial development opportunities for economic and employment growth - The current provisions do not allow for other commercial centres outside of the Gore centre, they do not adequately encourage the establishment of new businesses in appropriate locations and built form. - Cost to applicants in applying for resource consent.
Social - The provisions encourage a broad range of commercial, community and recreational activities to establish in the Gore town centre. - The community are familiar with the provisions.	Social - The provisions do not recognise Mataura centre as a hub for the local community and does not enable community facilities to establish. - The provisions do not direct the built form and location of commercial development servicing residential neighbourhoods
Cultural The provisions offer some consideration of heritage or townscape values for new development in the Gore town centre.	Cultural - Does not recognise the local context and historic character of the main street streetscape in Mataura, and is not sufficiently directive in relation to the values sought to be recognised and provided for in new building design within the Gore Townscape - Does not provide consideration of Ngāi Tahu cultural identity and values
Efficiency	

Overall, the costs associated with the status quo are considered to outweigh the benefits. Although there are some aspects of the current approach that are considered efficient, such as the type of activities enabled, built form requirements and recognition of main street streetscape character these only applies to the Gore town centre.

This approach is not considered efficient as:

- All activities outside the Gore town centre will be subject to the underlying zoning and resource consent will be required.
- Desirable activities will not be encouraged into established commercial areas outside of the Gore town centre.
- May lead to ad hoc development patterns and does not ensure good urban design outcomes.

Effectiveness

This approach is not considered effective as it:

- places barriers to appropriate activities from establishing near the communities these activities seek to support.
- does not encourage good urban design or provide for sustainable, walkable and cohesive neighbourhoods and local communities.
- does not fully achieve the purpose of the RMA and RPS.

Risk of acting or not acting

The Council has sufficient information to determine the provisions and a good understanding of the role and function of each commercial centre, and the proposed provisions are generally consistent with exiting development patterns. It has been demonstrated that the current provisions are not entirely effective or efficient in providing for commercial development, they have not given effect to higher order documents and are not consistent with current best practice or technical advice, and there is therefore a risk with maintaining the status quo.

Overall Evaluation

The provisions offer direction and guidance for activities and development within the Gore town centre, however they do not recognise any of the other smaller commercial centres and established character of those centres. The approach does not recognise the hierarchy of commercial centres, or the different roles and functions they fill for the community. This development pattern is contrary to the RPS that specifically directs development to occur in an integrated, sustainable and well-planned manner, and is inefficient as each activity would require an individual resource consent. The operative plan approach does not address the resource management issues identified or sufficiently encourage desirable activities or development outside of the Gore town centre. The approach can lead to ambiguity and uncertainty and unfavourable urban design outcomes, and does not maintain or enhance the quality and character of the commercial areas and the amenity values the other centres provide. Overall, it is considered that the costs associated with the proposed objectives, policies and rules outweigh the benefit associated of retaining these.

9.2 Summary of Preferred Options

Summary

This evaluation has been undertaken in accordance with Section 32 of the Act in order to identify the need, benefits and costs arising from the District Plan Review. The evaluation relates to the Commercial Centres provisions and the appropriateness of the current and proposed methods and rules having regard to their effectiveness and efficiency relative to other means in achieving the purpose of the Act. The approach proposed is essentially an update and broadening of the current district plan provisions to provide for and recognise the role and function of established commercial centres and activities outside of the Gore town centre to service the local community. This is supported by a clear centres hierarchy to ensure that the centres complement each other rather than compete, urban design requirements for built development and recognition of the historic character of the streetscape in Gore and Mataura which adds to the identity and amenity of the centres.

Appendix 1. Feedback Summary

Neighbourhood Centre Zone		
Person / Organisation	Feedback summary	Response
Ministry of Education	Supports provisions that enable community and or educational facilities	Retain provisions
Waka Kothai	Supports the pedestrian focus of the zone	Retain provisions
Fire and Emergency NZ	Supports providing for emergency services facilities as a restricted discretionary activity and the matters of discretion	Retain provisions
Clark Fortune McDonald & Associates	Broadly supports the provisions but considers that the frontage standard may be impractical for the Talbot Street centre	Amended PDP provision NCZ-S1 Frontages to refer to building orientation to a road or other public place to ensure they are workable for the Talbot Street centre.
House Movers Section of the New Zealand Heavy Haulage Association Inc	Recommends including provision for relocatable dwellings	Relocatable buildings are not restricted in the zone, and may be permitted if consistent with rules and standards. Relocatable dwellings in the neighbourhood centre may however not always be appropriate due to the commercial character of the zone. No change to the provisions in response to the feedback is proposed.
Feedback Summary		
Feedback was received from government agencies and local stakeholders and was broadly supportive as the provisions enable community and educational facilities, have a pedestrian focus and provides for emergency services facilities and included to reconsider the building frontages requirement for the Talbot Street centre as these front a carparking area rather than a road and to provide for relocatable dwellings.		
Response summary		
In response to feedback the PDP provisions were amended so that the frontage standards to make reference to road boundary or other public place but no change to the provisions were made in relation to allowing for relocatable dwellings as these may not be appropriate for the zones where there are restrictions on residential activities.		

Local Centre Zone		
Person / Organisation	Feedback summary	Response
Ministry of Education	Supports provisions that enable community and or educational facilities	Retain provisions
Waka Kothai	- supports avoiding vehicle orientated activities in the core precinct - recommends recognising the highway status of the main street(s) within the provisions and including consideration of the effects of new activities in relation to them	The highway status of the main streets have been considered within the Local Centre provisions - which are broadly consistent with existing development. Vehicle accesses are excluded from pedestrian frontages along the highways, and the high activity and pedestrian focus aligns with the Waka Kothai One Network Framework categories that focuses on place and function such as activity streets and main streets. Further consideration of traffic effects can be included as an additional matter of discretion in relation to pedestrian frontages, and in any case a new access on to these roads would require consent under the transport rules.
Fire and Emergency NZ	supports the provision of emergency service facilities in the Local Centres Zone and Town Centre Zone with the discretionary activity given the purpose of the zone.	Retain provisions
Clark Fortune McDonald & Associates	- Understands the desire for pedestrian orientated centres, but it needs more practical consideration - suggest to not make parking too limited within the centre as it make discourage people using it - recommends giving further consideration to traffic effects as SH93 is a heavy freight route	Car parking has been considered and provided for in the Local Centre and it is not recommended to make further provisions. Consistent with the pedestrian focus of the centres, and the highway status of the main streets, car parking as an activity in itself is discouraged in the central core but managed in the outer areas of the centre which do not have highway frontage. Ancillary parking to an activity is not required but can be provided. Existing on-street parking will also continue to be provided.

		Further consideration of traffic effects can be included as an additional matter of discretion in relation to pedestrian frontages, and in any case a new access on to these roads would require consent under the transport rules.
House Movers Section of the New Zealand Heavy Haulage Association Inc	• Recommends including provision for relocatable dwellings	Relocatable buildings are not restricted in the zone, and may be permitted if consistent with rules and standards. Relocatable dwellings in the local centre may however not always be appropriate due to the commercial character of the zone. No change to the provisions in response to the feedback is proposed.
Department of Corrections	• Provide for “community corrections activity”	community corrections activities have a specific PS definition, which means they would default to a Non-Complying Activity status, which may not be appropriate in the Local Centre Zone. Provisions for community corrections activities is considered appropriate in the zone, but to restrict these to above ground floor in the core centre precincts, similar to offices, as it is not a service provided to the general public.
Feedback Summary		
Feedback was received from government agencies and local stakeholders and was broadly supportive as the provisions enable community and educational facilities, have a pedestrian focus and provides for emergency services facilities. Recommendations included to provide for community corrections activity, including provisions for relocatable dwellings, further consideration of traffic effects and recognising the highway status of the main street(s), and not making parking too limited.		
Response summary		
For the Local Centre Zone and Town Centre Zone is recommended to amend the amend the Proposed Plan provisions to: • provide for community corrections activities, but restrict these to above ground floor in the core centre precincts as it is not a service provided to the general public • amend the provisions for Office Activity to allow for the personal service elements of these activities to be located on the ground floor of pedestrian frontages • amend the provisions to ensure historic heritage values of the Town and Local Centres are protected as well as historic character and amenity within the objectives and policies, and to clarify where the rule provisions intended to protect historic character do not apply to heritage buildings, and that separate provisions apply in relation to those • include traffic effects as a matter of discretion for frontages in the Core Precincts		

Town Centre Zone		
Person / Organisation	Feedback summary	Response
Ministry of Education	• Supports provisions that enable community and or educational facilities	Retain provisions
Heritage New Zealand Pouhere Taonga	• recommends to acknowledge and manage historic heritage values beyond character and appearance in the objectives. • Recommends policies to include that new building design is managed to be sympathetic to heritage character	The provisions should be amended to ensure historic heritage values of the Local Centres are protected as well as historic character and amenity within the objectives and policies, and to clarify where the rule provisions intended to protect historic character do not apply to heritage buildings, and that separate provisions apply in relation to those
Waka Kothai	• Recommends including considerations of the effects of new activities accessing the main street of the town centre which is a major highway.	The highway status of the main streets have been considered within the Town Centre provisions - which are broadly consistent with existing development. Vehicle accesses are excluded from pedestrian frontages along the highways, and the high activity and pedestrian focus aligns with the Waka Kothai One Network Framework categories that focuses on place and function such as activity streets and main streets. Further consideration of traffic effects can be included as an additional matter of discretion in relation to pedestrian frontages, and in any case a new access on to these roads would require consent under the transport rules.
Fire and Emergency NZ	• supports the provision of emergency service facilities in the Local Centres Zone and Town Centre Zone with the discretionary activity given the purpose of the zone.	Retain provisions

Clark Fortune McDonald & Associates	broadly supportive but recommends reconsidering the 10m width per tenancy as many existing buildings exceed this width	Add note to highlight that the standard applies to the activity not the building footprint
House Movers Section of the New Zealand Heavy Haulage Association Inc	Recommends including provision for relocatable dwellings	Relocatable buildings are not restricted in the zone, and may be permitted if consistent with rules and standards. Relocatable dwellings in the town centre may however not always be appropriate due to the commercial character of the zone. No change to the provisions in response to the feedback is proposed.
Department of Corrections	Provide for “community corrections activity”	community corrections activities have a specific PS definition, which means they would default to a Non-Complying Activity status, which may not be appropriate in the Local Centre Zone. Provisions for community corrections activities is considered appropriate in the zone, but to restrict these to above ground floor in the core centre precincts, similar to offices, as it is not a service provided to the general public.
Pat Hammond	Concerns about provisions restricting offices to above ground floor level along pedestrian frontages considering the ageing demographic	Commercial services are already permitted on ground floor, however there may be some office activities where there is public service element. Amend the provisions for Office Activity to allow for the personal service elements of these activities to be located on the ground floor of pedestrian frontages
Feedback Summary		
Feedback was received from government agencies and local stakeholders and was broadly supportive as the provisions enable community and educational facilities, have a pedestrian focus and provides for emergency services facilities. Recommendations included to acknowledge and manage historic heritage values beyond character and appearance and require new buildings to be sympathetic to heritage character, reconsider the restriction of offices along pedestrian frontages and the tenancy width restrictions for fine grain retail, provide for community corrections activity, including provisions for relocatable dwellings, further consideration of traffic effects and recognising the highway status of the main street.		
Response summary		
For the Local Centre Zone and Town Centre Zone is recommended to amend the amend the Proposed Plan provisions to: - provide for community corrections activities, but restrict these to above ground floor in the core centre precincts as it is not a service provided to the general public - amend the provisions for Office Activity to allow for the personal service elements of these activities to be located on the ground floor of pedestrian frontages - amend the provisions to ensure historic heritage values of the Town and Local Centres are protected as well as historic character and amenity within the objectives and policies, and to clarify where the rule provisions intended to protect historic character do not apply to heritage buildings, and that separate provisions apply in relation to those - include traffic effects as a matter of discretion for frontages in the Core Precincts		