

PROPOSED GORE DISTRICT PLAN SECTION 32 REPORT

OVERVIEW AND URBAN FORM AND DEVELOPMENT



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Abbreviated Terms

Efficiency and Effectiveness Review of the ODP	EER
Resource Management Act 1991	RMA
Gore District Council	GDC or 'the Council'
Operative District Plan	ODP
Proposed District Plan	PDP
Urban Form and Development Chapter	UF&D
National Planning Standards 2019	PS
Southland Regional Policy Statement 2017	RPS
National Policy Statements	NPS
National Policy Statement for Indigenous Biodiversity 2023	NPS-IB
National Policy Statement on Renewable Energy Generation 2011	NPSREG
National Policy Statement for Urban Development	NPSUD
National Policy Statement for Highly Productive Land	NPSHPL
New Zealand Coastal Policy Statement 2010	NZCPS
National Environmental Standards	NES
National Environmental Standard for Electricity Transmission Activities 2009	NES-ETA
National Environmental Standard for Freshwater 2020	NES-F
National Environmental Standards for Plantation Forestry 2017	NES-PF
National Environmental Standards for Telecommunications Facilities 2016	NES-TF

1. Introduction and purpose

This Overview and Urban Form and Development Evaluation Report helps set the strategic direction for all other topic based Section 32 reports undertaken as part of the Gore District Plan Review. Consequently, other s32 reports may rely on this report, particularly with regards to national and regional direction, in order to avoid duplication. Given the emphasis on strategic direction, this report is focused on the Land Use chapter of the Operative District Plan 2006 (ODP) and how this relates to the Urban Form and Development Chapter of the Proposed District Plan (PDP).

The ODP indicates that the significant resource management issues that arise in relation to land use are:

- 1) Areas possess different amenity values, and the ability of areas to absorb uses and development is dependent upon its amenity values and anticipated land uses.
- 2) Land use activities can adversely affect the quality of the environment, the landscape, infrastructure and other utilities and amenity values, directly and indirectly, individually and cumulatively.
- 3) Heritage and amenity values can be adversely affected by inappropriate and unnecessary works on significant trees.
- 4) Signs can give rise to adverse effects on traffic and pedestrian safety, and on amenity values.
- 5) Large scale earthworks and ground disturbance undertaken or left in an incomplete state for an extended period of time, can give rise to adverse visual effects, generate dust and adversely affect archaeological sites.
- 6) The Gore commercial area (as shown on the district plan maps) has a special character that may be at risk if buildings are removed wholly or in part.

These issues and others have been comprehensively reviewed as part of Councils Efficiency and Effectiveness Review (EER) of the ODP pursuant to section 35 of the Resource Management Act (RMA).

In relation to land use, the EER indicates that the ODP is out of date particularly given that:

- The ODP has not given effect to the Southland Regional Policy Statement (RPS) and other national direction as the ODP predates these documents;
- The ODP zoning framework is out of date with current best practice and the National Planning Standards (PS);
- There is a lack of strategic direction about where, when, and how much business and housing supply is needed to accommodate Gore's growth in accordance with the National Policy Statement for Urban Development (NPS-UD) which has resulted in a potential undersupply of land;
- An analysis of resource consent, building consent and rates data indicates that amenity values may be impacted as zoning controls do not match what has actually happened on the ground with a number of commercial activities occurring in residential and rural zones;
- There is an under representation of heritage buildings/sites and biodiversity areas protected in the ODP; and

- Water quality appears to be degrading in Gore's major rivers and groundwater particularly in relation to nitrogen and ammonia levels, while suspended fine sediment levels are likely improving.

The findings of the EER report have been used to develop the Urban Form and Development Chapter of the PDP. The Urban Form and Development (UF&D) Chapter contains objectives which guide the other chapters in the PDP. As well as providing an overview for topic based s32 reports, this report assesses whether the objectives of the UF&D Chapter are the most appropriate way to achieve the purpose of the RMA in accordance with s32(1)(a).

The topic based s32 reports then assess whether their provisions are aligned with the UF&D objectives and their own objectives in accordance with s32 (1)(b) and (c).

This report also assesses whether the PDP zoning structure is the most appropriate means of achieving the Urban Form and Development Objectives. This assessment is undertaken at a high level with a more detailed assessment on the locations for zoning and zone provisions undertaken in the specific section 32 reports for each zone (or group of zones):

- Commercial Zones (Town Centre, Local Centre and Neighbourhood Centre)
- Mixed Use Zone
- Industrial Zones (Light Industrial and General Industrial)
- Rural Zones (General Rural, Rural Lifestyle and Settlement)
- Residential Zones (Large Lot, General and Medium Density)
- Camp Columba and Field Days Zones
- Airport Zone
- Mana Whenua (Māori Purpose Zone)

2. Statutory and Policy Context

2.1 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 –*

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

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

Section 6

The s6 matters relevant to this topic are:

- a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:*
- e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:*
- f) the protection of historic heritage from inappropriate subdivision, use, and development:*
- g) the protection of protected customary rights:*
- h) the management of significant risks from natural hazards.*

The PDP provisions generally manage the use, development and protection of natural and physical resources in a manner which recognises and provides for all matters of national importance (RMA section 6). Each Section 32 report for specific topics within the PDP will assess their provisions against the relevant RMA section 6 matters.

The Urban Form and Development Objectives recognise and give effect to all RMA section 6 matters by providing overarching direction on how natural and physical resources within the Gore district should be managed.

Section 7

The s7 matters that are relevant to this topic are:

- (a) kaitiakitanga:*
- (aa) the ethic of stewardship:*
- (b) 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:*
- (d) intrinsic values of ecosystems:*
- (e) [Repealed]*
- (f) maintenance and enhancement of the quality of the environment:*
- (g) any finite characteristics of natural and physical resources:*
- (h) the protection of the habitat of trout and salmon:*
- (i) the effects of climate change:*
- (j) the benefits to be derived from the use and development of renewable energy.*

The PDP provisions generally manage the use, development and protection of natural and physical resources in a manner which have regard to all RMA section 7 within the scope of district plan functions. Each Section 32 report for specific topics within the PDP will assess their provisions against the relevant RMA section 7 matters.

The Urban Form and Development Objectives have regard to RMA section 7 matters by providing overarching direction on how natural and physical resources within the Gore district should be managed.

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

RMA Section 31 is also relevant insofar as it requires the Council to establish, implement and review a District Plan which contains objectives, policies and methods to achieve the integrated management of a range of matters as listed above. Of particular note, sufficient development capacity for housing and business land to meet the expected demands of the district is required while balancing this with a range of matters including natural hazards, contaminated land and the maintenance of indigenous biological diversity. This report considers the appropriateness of the new objectives within the PDP to achieve the purpose of the RMA and Council functions. The review of the ODP and the establishment of a new District Plan allows Council to give effect to RMA Section 31.

2.2 National Policy Statements

There are seven National Policy Statements (NPSs) currently in force:

- NPS for Electricity Transmission 2008
- New Zealand Coastal Policy Statement 2010
- NPS for Renewable Electricity Generation 2011
- NPS for Freshwater Management 2020
- NPS on Urban Development 2020
- NPS for Highly Productive Land 2022
- NPS for Indigenous Biodiversity 2023

An overview of the NPS and an assessment of how they relate to the Urban Form and Development objectives is provided within this report, however, a more in-depth assessment of specific NPS is provided within topic Section 32 reports as relevant.

2.2.1 National Policy Statement for Electricity Transmission 2008 (NPS-ET)

The National Policy Statement on Electricity Transmission 2008 prioritises the importance of the national grid which plays an essential role in the wellbeing of communities and people whilst managing the potential adverse effects associated with this large-scale infrastructure. The NPS-ET objectives set direction to facilitate the operation, maintenance, and upgrade of the existing transmission network and the establishment of new transmission resources to meet the needs of present and future generations, while managing adverse effects on, and of, the network.

The NPS-ET includes policies that seek recognition of the national benefits of transmission, management of environmental effects of transmission and the adverse effects on third parties, identification of the network on planning maps, and the facilitation of long-term planning for the network.

The NPS-ET is recognised in:

- Objective UFD-O1 which seeks to ensure that the district develops in a cohesive, compact and structure way, that (amongst other things) utilises existing infrastructure or can be served by new infrastructure.
- Objective UFD-O7 which seeks to ensure urban environments are liveable, connected, accessible, safe and well designed spaces which are adequately serviced by existing or upgraded infrastructure.
- Objective UFD-O8 which seeks to ensure major facilities (which would include the national grid) are able to operated efficiently and effectively to recognise the contribution they make to the economic wellbeing and prosperity of the district.

The NPS-ET is considered in more detail in the Energy and Infrastructure Section 32 report.

2.2.2 New Zealand Coastal Policy Statement 2010 (NZCPS)

The New Zealand Coastal Policy Statement 2010 governs matters within the Coastal Marine Area and the Coastal Environment. As Gore is landlocked and distant from the coast, the NZCPS is not relevant.

2.2.3 National Policy Statement for Renewable Electricity Generation 2011

The NPS for Renewable Electricity Generation 2011 recognises:

- the benefits of renewable electricity generation activities,
- the practical implications of achieving targets such as the need to protect assets, capacity and resource limitations,
- the practical constraints associated with new and existing generation activities such as logistical and location matters and provision of offset or environmental compensation measures,
- the need to manage reverse sensitivity effects,
- the need to incorporate provisions for renewable electricity generation activities into resource management plans including solar, biomass, tidal, wave, ocean current, hydroelectrical, wind, and geothermal resources and provision for small and community scale generation, and
- the need to enable future generation opportunities.

While the NPS-ET is considered in more detail in the Energy and Infrastructure Section 32 report objectives UFD-O1 and UFD-O7 seek provision of adequate infrastructure to support urban development.

2.2.4 National Policy Statement for Freshwater Management 2020

The National Policy Statement Freshwater Management and Stock exclusion regulations seek to:

- improve degraded water bodies, and maintain or improve all others using defined bottom lines,
- avoid any further loss or degradation of wetlands and streams, map existing wetlands and encourage their restoration, and
- restrict stock access and other activities locating proximate to streams.

UFD objectives support this approach by ensuring water management and natural features are incorporated into urban environments (UFD-O7), natural features within rural areas are protected and maintained (UFD-O11), rural lifestyle areas are appropriately located (UFD-O12) and new growth areas are adequately serviced (UFD-O1).

2.2.5 National Policy Statement on Urban Development 2020

The National Policy Statement Urban Development 2020 (NPSUD) requires adequate provision for residential and business growth over the short, medium and long term that is plan enabled, infrastructure-ready and suitable to meet a range of housing and business needs. It is also acknowledged that urban environments and amenity values will change over time and while the planned urban built form may involve significant change that detracts from amenity values this is not considered an adverse effect.

Gore and Mataura collectively qualify as an “Urban Environment” under the NPSUD as they are urban in nature and have a combined population and workforce of greater than 10,000 people. This classification has implications for minimum carparking standards and requires regular monitoring of housing and business land supply and will see Gore’s importance elevated at a regional level.

While the NPSUD requires adequate provision for growth there is an expectation that growth will not be located where “qualifying matters” apply. Qualifying matters include matters of national importance, such as biodiversity, heritage, and hazard risk areas, and other matters covered by National Policy Statements such as Highly Productive Land and Freshwater. UFD objectives seek to minimise adverse effects on a range of these matters (UFD-O1 and UFD-O11) and further detailed analysis of these constraints is outlined in the relevant s32 assessments such as Residential, Industrial, and Rural.

2.2.6 National Policy Statement on Indigenous Biodiversity

The National Policy Statement Indigenous Biodiversity identifies a national methodology for identifying Significant Natural Areas (SNA’s) and requires their protection and the management of subdivision, use and development within SNA’s. Provision is made for nationally significant infrastructure, mineral and aggregate extraction, new dwellings on existing lots, and Māori customary activities in medium value SNA areas. Plantation forestry activities are also required to be managed and existing activities such as pastoral farming are provided for. UFD objectives seek to minimise adverse effects on natural values (UFD-O1).

2.2.7 National Policy Statement for Highly Productive Land

The National Policy Statement for Highly Productive Land (NPSHPL) requires Councils to recognise and provide for the value and long-term benefits of using highly productive land for primary production by avoiding uncoordinated urban expansion and Rural Lifestyle areas on highly productive land that has not been subject to a strategic planning or cost benefit process. Highly productive land includes a land parcel with at least 50% of Land Use Capability 1,2, and 3 soils. The regional council has to map Highly Productive Land (HPL) by 2025, and then the District Plan needs to incorporate these maps without going through the first schedule process within six months. Changes to district plan provisions are then required within two years and will have to go through the first schedule process. New provisions will cover the following matters:

- Avoiding subdivision on HPL (3.8)
- Protecting HPL from inappropriate use and development (3.9)

- Continuation of existing activities (3.11)
- Supporting appropriate productive use of HPL (3.12)
- Managing reverse sensitivity and cumulative effects (3.13)

In the meantime, HPL is land that is general rural and LUC, 1, 2 and 3 but not land identified for urban development in a council adopted growth plan or strategy (3.5(7)). Councils can allow urban rezoning of HPL only if it is necessary to provide development capacity to meet expected demand, where it is the only reasonably practicable option, and where the benefits outweigh the costs (3.6(4)). Rezoning of HPL for Rural Lifestyle is to be avoided except where analysis is undertaken considering matters such as permanent or long-term constraints of the land, productive capacity loss, land fragmentation, reverse sensitivity effects, benefits of development vs costs of loss of HPL.

UFD-O11 seeks the protection of productive and versatile land. This has been considered in deciding where areas of rural lifestyle and urban growth have been proposed to meet the districts capacity requirements.

2.3 National Environmental Standards

There are seven National Environmental Standards (NESs) currently in force:

- NES for Air Quality 2004
- NES for Sources of Human Drinking Water 2007
- NES for Electricity Transmission Activities 2009
- NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2011
- NES for Telecommunication Facilities 2016
- NES for Plantation Forestry 2017
- NES for Freshwater 2020

The following standards and associated provisions relevant to this topic are:

2.3.1 NES for Sources of Human Drinking Water 2007

The National Environmental Standards for Sources of Human Drinking Water 2007 complements Ministry of Health legislation for improving drinking water supply and delivery to ensure a comprehensive approach to managing drinking water from source to tap. The NES requires regional councils to ensure that effects of activities on drinking water sources are considered in decisions on resource consents and regional plans. UFD objectives seeks to minimise impacts on natural values, ensure adequate infrastructure (UFD-O1) and incorporate water management in urban environments (UFD-O7).

2.3.2 NES for Assessing and Managing Contaminants in Soil to protect Human Health.

This NES establishes national guidelines for managing soil contamination that commenced on 1 January 2011. Ostensibly the NES controls the removal of fuel storage systems, sets guidelines and limits for sampling of soil, disturbing the soil, and subdividing and changing use on land subject to potential contaminants on the HAIL (Hazardous Activities and Industries List). The HAIL includes matters such as storage, servicing, disposal and production associated

with the following activities: Chemicals, electrical and electronic works, power, explosives, metals, minerals, vehicles, cemeteries and waste. UFD objectives seek to manage adverse effects between incompatible activities (UFD-O1 and UFD-O9).

2.3.3 The National Environmental Standards for Electricity Transmission Activities

The NES applies to activities concerning existing electricity transmission lines. It sets out a framework of permitted activities and resource consent requirements for the operation, maintenance and upgrading of such lines including the trimming of trees and earthworks. Vegetation clearance associated with transmission lines in a “natural area” is a restricted discretionary activity whilst earthworks are permitted where certain area, location, and construction standards are met.

Adequate provision of infrastructure to service growth in a manner that manages impacts on the natural and physical environment and provides for renewable electricity generation and electricity transmission is therefore required through national direction. The NES is given effect to at a strategic level via UFD-O1 and UFD-O7.

2.3.4 National Environmental Standards for Plantation Forestry 2017

The NES for Plantation Forestry applies to a range of forestry and ancillary activities, including earthworks, river crossings, quarrying, vegetation clearance and discharges and disturbances, including in relation indigenous species.

The objectives of the NES are to maintain or improve the environmental outcomes associated with plantation forestry activities nationally and increase certainty and efficiency in the management of plantation forestry activities.

The NES sets out that rules in district plans can be more stringent than the regulations if they:

- give effect to the National Policy Statement for Freshwater Management
- provide for protection of Outstanding Natural Features and Landscapes, or Significant Natural Areas (section 6 (b) and (c) of the RMA)
- manage unique and sensitive environments such as:
 - separation point granite soils
 - geothermal area or any karst geology
 - drinking water supplies

UFD objectives seek to minimise adverse effects on natural, historic heritage, and cultural values (UFD-O1) while also recognising the contribution the primary production makes to the economic and social wellbeing and prosperity of the district (UFD-O10).

2.3.5 National Environmental Standard for Freshwater 2020

The Freshwater NES sets requirements for carrying out certain activities that pose risks to freshwater and freshwater ecosystems. Anyone carrying out these activities will need to comply with the standards.

UFD objectives support this approach by ensuring water management and natural features are incorporated into urban environments (UFD-O7), natural features within rural areas are protected and maintained (UFD-O11), rural lifestyle areas are appropriately located (UFD-O12) and new growth areas are adequately serviced (UFD-O1).

2.3.6 National Environmental Standard for Telecommunication Facilities 2016

The NESTF 2016 provides national consistency in the rules surrounding the deployment of telecommunications infrastructure across New Zealand while ensuring the effects on the environment are minimised and managed appropriately.

The NESTF 2016 provides rules for the following activities:

- cabinets in the road reserve, outside the road reserve and on buildings
- antennas on existing poles in the road reserve
- antennas on new poles in the road reserve
- replacement, upgrading and co-location of existing poles and antennas outside road reserve (with different conditions in residential and non-residential areas)
- new poles and antennas in rural areas
- antennas on buildings (above a permitted height in residential areas)
- small-cell units on existing structures
- telecommunications lines (underground, on the ground and overhead)

The NES sets out that district plan rules may be more stringent than the regulations in relation to:

- Significant Trees;
- Historic Heritage values, which includes sites of significance to Māori;
- Visual amenity landscapes; and
- Significant habitats for indigenous vegetation or fauna

UFD objectives seek to minimise adverse effects on natural, historic heritage, and cultural values while ensuring that adequate infrastructure is provided as the district develops (UFD-O1).

2.3.7 National Environmental Standard for Air Quality 2004

The National Environmental Standard for Air Quality (NES-AQ) sets ambient air quality standards that shall not be exceeded. Domestic heating is the principal source of air quality contaminants in Gore (92%) with motor vehicles, industry and outdoor burning forming other sources (8% collectively).¹ While the regional council manages air discharges including management of domestic heating, local councils manage land use planning which influences travel patterns and associated vehicle emissions. Given the small scale of emissions associated with motor vehicles, the NES-AQ is not relevant to the PDP and is better managed via the regional council.

2.4 National Planning Standards

The National Planning Standards 2019 (PS) requires a more bespoke approach to planning zones than the current GDP such as a centre classification, rural settlement zones, and a wider range of residential, industrial and rural zones.

The PS require that the Urban form and Development chapter sits within “Part 2 - District Wide Matters” section under the “Strategic Direction” heading.

¹ Southland’s Air – State of the Environment Report 2014 - Page 33

2.5 One Network Framework

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

2.6 Regional Policy Statement

The Southland Regional Policy Statement (RPS) 2017

The 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 75(3) of the RMA.

The relevant provisions of the Southland RPS are summarised as follows:

- Mauri and wairua are sustained or improved where degraded, and mahinga kai and customary resources are healthy, abundant and accessible to tangata whenua;
- Wahi tapu, wahi taonga and sites of significance are appropriately managed and protected;
- Maori are able to develop and use their land and resources and provide for their social, economic and cultural wellbeing, in a manner that is sustainable;
- Maintain or improve water quality and ensure flows, levels and allocation regimes safeguard the life supporting capacity of water while meeting user needs;
- All significant values of rivers and lakes are maintained and enhanced;
- Achieve sustainable use of Southland's rural land resource in respect of agriculture and primary sector activities, subdivision use and development, use of soil resources, and on-site wastewater systems;
- Maintain and protect indigenous biodiversity;
- Natural hazard risks are understood and avoided, remedied or mitigated, resulting in communities becoming more resilient;
- Southlands outstanding natural features and landscapes, and locally distinctive values natural features and landscapes, are identified and protected from inappropriate subdivision, use and development;
- Historic heritage resources are identified and protected from inappropriate subdivision, use and development and historic heritage values are managed to address natural processes and climate change effects;
- Southland's regionally and nationally significant infrastructure and critical infrastructure is secure, operates efficiently, and is appropriately integrated with land use activities and the environment;
- Development of transport infrastructure and land use take place in an integrated and planned manner;
- Urban (including industrial) development occurs in an integrated, sustainable and well planned manner which provides for positive environmental, social, economic and cultural outcomes; and
- Sustainable, integrated and well-planned urban development:

- maintains and enhances indigenous biodiversity, character, amenity and cultural values of Southland's urban areas;
- provides potable water supply;
- integrates with existing transport infrastructure;
- provides for alternative modes of transport;
- provides sufficient land based treatment of sewage and stormwater prior to any discharges to water;
- promotes live-work-play opportunities;
- retains high value soils for productive land uses;
- avoids, remedies or mitigates adverse effects on soil and water quality;
- avoids, remedies or mitigates significant adverse effects from natural hazard events; and
- avoids, remedies or mitigates reverse sensitivity effects.

The RPS also indicates that District plans will:

- Manage the effects of subdivision, use and development on water quality by encouraging urban growth within areas that have existing infrastructure capacity (refer method WQUAL.13);
- Control urban expansion on rural land (refer method RURAL.6);
- Manage urban growth while protecting a range of natural features, significant infrastructure as well as the character, amenity and safe and efficient functioning of rural areas and settlements (refer URB.2(a)); and
- Identify and map urban growth and development, encourage development and redevelopment of existing urban areas ahead of greenfield development, and encourage urban densities that encourage land use, infrastructure and transport integration as well as high quality urban design (refer URB.2(b)).

2.7 Regional Plans

Environment Southland has prepared a number of regional plans, these include:

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

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

The Southland Water and Land Plan (partially operative)

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

Regional Air Plan 2016

Discharges of contaminants into the air can affect the health of people and communities and the environment. The plan sets out the way in which Environment Southland will control and

manage discharges, such as those from domestic sources, industrial and trade premises, other premises throughout Southland, odour, and motor vehicle emissions.

Regional Effluent Land Application Plan 1998

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

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

Regional Water Plan 2010

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

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

2.8 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.

2.9 Other Local Policies, Strategies and Plans

Spatial plan, Ready for Tomorrow

In January 2020, the Council released a strategic planning document *Ready for Tomorrow – A Spatial Plan for the Gore District* seeking public feedback on potential growth options for the main urban areas in the district. The document outlines the issues the Council considers

important, possible future outcomes and opportunities. The Spatial Plan incorporates a cumulation of various Council initiatives in recent years, in particular the 2018 program Ready for Growth. The Ready for Growth strategy provided impetus locally as a community lead development strategy applying the direction given by the Southland Regional Development Strategy at a District level. Its overall objective is to grow the district population by 1,500 people by 2030. Through extensive community consultation, Ready for Growth has identified a comprehensive overview of the socio-economic conditions required to generate sustainable growth and opportunity across the district and provides an important strategic framework for the future.

Development Contributions Policy

As part of the development of the PDP the Council had to consider how it would fund infrastructure. A paper went to the Assets and Infrastructure Committee on 6 June 2023 to consider whether infrastructure should be funded via financial contributions in the PDP or development contributions.

The paper provided a comprehensive analysis of the funding options and concluded that:

“Given the current situation in Gore, the Council is effectively starting from scratch in terms of developing a policy for funding infrastructure to service growth. Both financial contributors and development contributors are a suitable option and would require the same financial modelling to justify the amount to be collected. Development contributions are however recommended as preferable. They offer greater security to Council as a funding stream given the impending reforms and are a flexible tool, able to be to respond to the district. It is recommended that a development contributions policy is developed for the Gore District, noting developer agreements are also available under sections 207A - F LGA. This approach is considered to be the most equitable given the current financial situation and the uncertainty associated with RMA and 3 waters reform.”

The Committee resolved to commence the development of a Development Contribution Policy in conjunction with the 2024-2034 Long Term Plan. As a consequence, financial contributions are not included in the PDP. Infrastructure will be funded as outlined in the current Long Term Plan by ratepayers or via conditions of resource consent directly, as required. Infrastructure required for growth will be funded through Development Contributions taken at the time of development following the completion of the Development Contribution Policy.

2.10 Climate Change

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

In accordance with 2020 RMA amendments, by 2022 District Plans 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.

3. Context, Background and Research

3.1 Background and Research

The Council has reviewed the ODP. It has commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback, to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. A wide range of PDP technical reports can be found on Councils website and within relevant section 32 assessments. Below is a summary of the most relevant information for Urban Form and Development. That advice includes the following:

- Gore District Plan Review Efficiency and Effectiveness Report 2022
- Activity and Standards Analysis of the Proposed District Plan 2021 -2023
- The Gore District Plan Review Economic Population Growth Analysis Report 2021
- Gore District Plan Review Planning for Growth 2022
- Residential, Industrial, and Rural Zoning Analysis 2023.

Gore District Plan Review Efficiency and Effectiveness Report 2022

Overall, the key findings from the EER are that the national and regional direction has moved on since the ODP was developed. As a result, the current plan is out of step with national and regional policy direction and best practice and no longer reflects the needs and future direction of the Gore District. In addition to the summary provided in the introduction of this s32 report:

- **Outstanding Natural Features and Landscapes** – there is a gap in landscape protection for the Mataura River and stream margins;
- **Significant Indigenous vegetation and significant habitats of indigenous fauna** – A district wide reduction in indigenous vegetation cover suggests improvements need to be made to indigenous biodiversity provisions including defining a broader range of Significant natural areas;
- **Margins of Rivers and Streams** – there is a gap in the management of rivers and their margins and provision of esplanade reserves and strips;
- **Heritage** – there is a need to increase the scope of heritage protection while providing for a wider range of uses and activities;
- **Mana Whenua** – there is a need to better protect cultural values and provide for Māori rights and interests;
- **Land Use Activities** – provisions need to be more directive and focused and better recognise current land use patterns while providing sufficient capacity for future growth;
- **Natural Hazards** – there is a requirement to manage significant risks from natural hazards in the district plan utilising the latest hazard information;
- **Transportation** – There is a gap in the current transport management approach including the need to remove parking requirements, focus on road type rather than volume, and bring relevant roading and transport standards into the plan;

- **Hazardous Substances** – the ODP needs to be updated to manage reverse sensitivity effects;
- **Utilities** – Better provision for Renewable Electricity generation is required;
- **Subdivision of Land** – the ODP needs to be clearer about what outcomes are sought in each zone, provide for a wider range of densities in the rural zones while protecting the productive land resource, and improve esplanade reserve provision;
- **Financial Contributions** – Need to be more targeted to focus on a user pays system like development contributions; and
- **Plan Efficiency** – the ODP is comparatively efficient however this may relate to the permissive ODP framework and potentially unconsented and unmonitored activity.

Activity and Standards Analysis of the Proposed District Plan

Analysis was undertaken as part of the development of the PDP to test the vertical and horizontal integration across the plan and to consider whether the right types of activities and built form was provided across the zones. The Tables below were part of that analysis.

	Residential Zones (GRZ, MDRZ, LLRZ)	Commercial Zones (TCZ, LCZ, NCZ, MUZ)	Māori Purpose Zone	Rural Zones (inc. Settlement) (GRZ, RLZ, SETZ)	Industrial Zones (LIZ, GIZ)	Special Purpose Zones - Camp Columba & Field Days	Sport / Active Recreation & Natural Open Space Zones
Residential Activities	Enabled	Enabled Above ground in TCZ, LCZ & NCZ	Enabled	Enabled	Discouraged	Generally discouraged other than caretaker / manager	Generally discouraged
Community Activities	Managed	Enabled With limits	Generally enabled (some activities managed)	GRZ & RLZ - Discouraged or managed SETZ - managed	LIZ - Managed GIZ - Discouraged	Camp Columba – Generally enabled Field Days - Discouraged	Generally enabled with limits
Commercial Activities	Discouraged except: Visitor accommodation home businesses	Enabled	Enabled	Generally Discouraged limited activities enabled	Enabled where ancillary	Camp Columba - discouraged Field Days – enabled with limits	Generally discouraged other than where ancillary
Rural Activities	Discouraged	Discouraged	Enabled	Generally enabled	Discouraged	Generally Discouraged – limited primary production in Field Days enabled	Discouraged
Industrial Activities	Discouraged	LIZ – Managed (enabled in MUZ) General Industrial - Discouraged	Managed	Enabled with limits in GRZ General Industrial - Discouraged in RLZ & SETZ Light Industrial – Managed in RLZ & SETZ	Enabled	Discouraged	Discouraged

	Residential Zones (GRZ, MDRZ, LLRZ)	Commercial Zones (TCZ, LCZ, NCZ, MUZ)	Māori Purpose Zone	Rural Zones (inc. Settlement) (GRUZ, RLZ, SETZ)	Industrial Zones (LIZ, GIZ)	Special Purpose Zones - Camp Columba & Field Days	Sport / Active Recreation & Natural Open Space Zones
Density	150m ² - 2000m ² GRZ-LLRZ	TCZ, LCZ, NCZ - No requirements MUZ – 200m ²		GRUZ - 1 dwelling per 40ha RLZ - 1 dwelling per 1 ha SETZ – 2000m ²			
Side & Rear Setbacks	1m – 4m MDRZ - LLRZ	TCZ & LCZ – 2m NCZ – 3m MUZ – 1.5m	10m	10m – 50m Depending on building use	LIZ – 2m to sites not zoned LIZ, GIZ, or RLZ (10m from RRLZ) GIZ – 5m to sites not zoned GIZ, LIZ, RLZ (10m from RRLZ)	Field days – 15-200m Camp Columba - no requirements	SARZ - 5 - 10m NOSZ – 25m
Road setback	2.5m-6m MDRZ - LLRZ	TCZ, LCZ, NCZ - No requirements MUZ – 2m	Mataura – 3m Otherwise 10m	RLZ - 10m – 40m (residential) GRUZ – 10-100m (residential) SETZ – 6m Depending on building use	2m	Field days – 40m Camp Columba - no requirements	SARZ - 4.5m NOSZ – 10m
Stream setback	20m – High order streams (order 5 and above), 10m – Middle order streams (order 3 and 4), 5m – Low order streams (order 1 and 2)						
Heights	8m	TCZ– 12m, LCZ – 9m NCZ – 8m, MUZ – 10m	8m	GRUZ – 12m RLZ & SETZ - 8m	LIZ – 12m GIZ -15m	Field days – 12m Camp Columba – 10m	SARZ – 8m NOSZ – 6m
Daylight	GRZ, LLRZ- 2.6m at site boundary MRZ – 3m at site boundary	TCZ, LCZ, NCZ - No requirements MUZ 3m at boundary			2.6m at site boundary adjoining residential zones		
Coverage	35% - 50% LLRZ - MDRZ		Te Ika Rama – 1000m ² Otherwise 50%	GRUZ – 1.5% RLZ- 1000m ² SETZ – 35%		Field days – 5% Camp Columba - no requirements	SAR – 2% -10% NOSZ – 2.5%

These tables show that the right types of activities are enabled, managed, and avoided in the right locations and that the scale of the built form is appropriate to the Zone. For example:

- Residential activities are enabled in residential, settlement and rural lifestyle areas. They are enabled above ground floor in the commercial centres, and only in Industrial areas where they are ancillary to industrial uses and of a limited scale;
- Retail activities are enabled in the Gore and Mataura commercial centres, neighbourhood centres and Mixed-Use Zones, and only provided for in Industrial areas in a limited capacity;
- Industrial activities are enabled in Industrial zones, limited in the General Rural Zone, and generally discouraged in other zones; and
- Bulk, location and density standards are proportionate to the different zone outcomes and anticipated amenity levels such as having higher heights in the Industrial zone and larger road setbacks in the rural zone.

Gore District Plan Review Economic Population Growth Analysis Report 2021

This report reviews the 2018 Gore District Spatial Plan. It provides an up to date assessment of the future demand for new residential, industrial and employment zoned land, utilising the latest census data, available industry information and NZ Statistics growth projections.

Key recommendations of this report include:

- Gore and Mataura are identified as an “Urban Environment” under the NPSUD, which will see their importance elevated at a regional level and has implications for minimum carparking standards and monitoring requirements ;

- Population growth is estimated to be approximately 1800 additional residents by 2048 which equates to approximately 715-860 additional dwellings;
- There needs to be a focus on affordable and smaller housing typologies as well as worker accommodation;
- Industry growth is likely to remain focused on the agricultural and primary production sector;
- The following land is necessary to support industry growth:
 - Up to 60 ha of land that supports the large to medium scale manufacturing sector (based on an assumption of there being an equal share in heavy and light manufacturing land uses);
 - 18 ha of land that supports heavy/wet industry;
 - 30 ha of land that supports the dairy and meat processing industry;
- Subject to additional feasibility work, rezoning of the following greenfield areas should be considered as part of the District Plan review in order to accommodate projected residential and employment growth:
 - Land surrounding Mataura Valley Milk and an additional 21ha located at the corner of SH1 and SH90 to accommodate anticipated growth in food manufacturing and processing industry;
 - Land located in the Stage 2 South Gore Area to accommodate growth in the local manufacturing sector and heavy/wet industry;
 - Land Located south of Mataura identified as Industrial Stage 1 to accommodate growth in the local manufacturing sector; and
 - Residential Stage 1 land in West Gore with additional areas identified as Future Urban in West Gore and East Mataura in the event that population growth exceeds high estimates.

Gore District Plan Review Planning for Growth (June 2022)

This report undertook the feasibility work recommended in the 2021 report. The Key findings of that report are shown graphically in figures 1 and 2 below and include:

- 172ha of additional land is investigated for potential industrial growth in Gore and Mataura South;
- A Medium Density Residential Zone in Gore around the Neighbourhood Centre Zone at Talbot Street and Broughton Street;
- Large Lot Residential Zones are provided in Gore West and Mataura East;
- A Residential Development Area in West Gore between the existing urban area and the Golf Course on Reaby Road;
- Rural Lifestyle Zones are included in Mataura, on the outskirts of Gore and around the Settlements in Mandeville, Waikaka, and Pukerau; and
- Mixed Use Zones on the periphery of Gore Town Centre and adjacent to the Mataura Local Centre

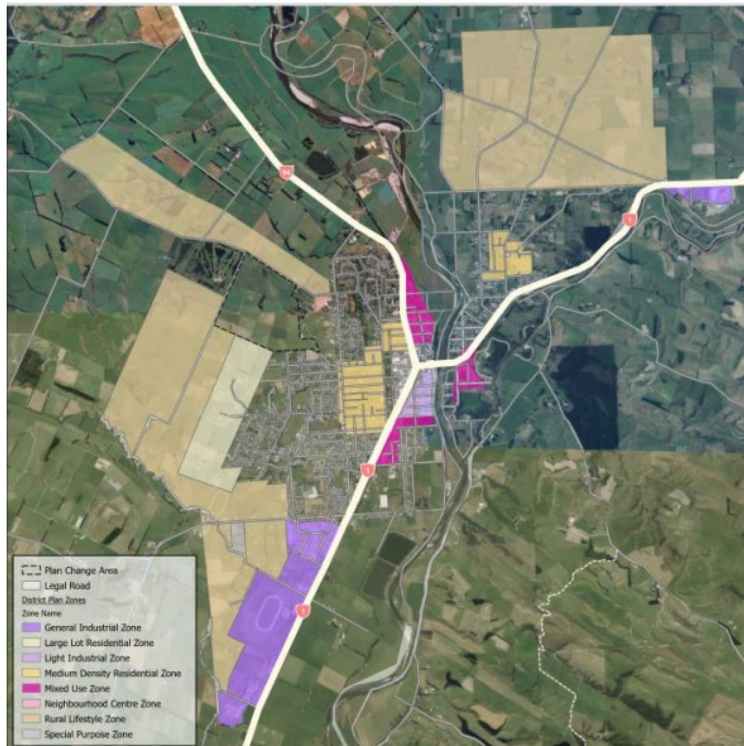


FIGURE 1 – SPATIAL EXTENT OF AREAS IDENTIFIED FOR GROWTH AND REZONING IN GORE



FIGURE 2 - SPATIAL EXTENT OF AREAS IDENTIFIED FOR GROWTH AND REZONING IN MATAURA

These zoning recommendations were then incorporated into the Draft District Plan which was considered by the community and key stakeholders from 10 August to 21 September 2022.

Residential, Industrial, and Rural Zoning Analysis 2023.

A number of changes were made as a result of feedback and further technical analysis. Further detailed technical analysis is provided in the relevant s32 reports (see Residential, Industrial and Rural Zones). Below is a summary of the key constraints considered in those assessments.

	Constraint					
Growth Area	Flooding	NPS-HPL	Infra	Geotech	Mana whenua	Feedback
Residential						
Gore West – Development Area (80ha)		Class 3	Minor upgrades required	½ site effected by historic mining	Apiti Hono, supportive subject to suggestions	
Gore West – Large Lot Residential (80ha)		Class 3	Needs upgrades but can contain onsite services	No known hazards and existing development	Apiti Hono, supportive subject to suggestions	Objection received from landowner within area, wishing to retain larger sites
Mataura East – Large Lot Residential (22ha)		Class 3	Needs upgrades but close to water treatment facility	No known hazards, areas of site sloping	Apiti Hono, supportive subject to suggestions	Advised additional area
Gore North – General Residential (7 ha)		Class 2 but small area surrounded by residential development	Needs upgrades	No known hazards but sloping site	Concerns raised over adverse effects on Māori Purpose Zone	Feedback received requesting upzoning
Industrial						
Gore North (66ha)	Limited Flooding	Class 3	No Water and Wastewater		Āpiti Hono	
Gore South – East (86ha)			No servicing but close to wastewater ponds		Not assessed	None obtained
Gore South – West (92ha)	Limited flooding	Class 3	No water & wastewater			Mixed
Mataura North (104ha)		Class 2 but already partially developed	Not assessed		Āpiti Hono	
Mataura South – North		Class 2 but identified in spatial plan	Lack of capacity – upgrades required	Portion of site affected	Āpiti Hono	
Mataura South – South		Class 2 but identified in spatial plan	Lack of capacity – upgrades required	Portion of site affected	Āpiti Hono	None obtained

A number of Rural Lifestyle areas were assessed adjacent to Settlement Zones in Mandeville, Pukerau, and Waikaka and adjacent to Gore and Mataura where higher density rural development was already occurring. Rural Lifestyle was ruled out of some areas such as Pukerau due to potential flood hazard and a lack of demand.

This further analysis of key constraints outlined above resulted in the following zoning changes being incorporated in the PDP:

- Identification of Development Areas – Residential in Gore West and Industrial in Gore South,
- Large Lot Residential Zones (minimum 2000m² density) in West Gore and East Mataura,
- Settlement Zones (minimum 2000m² density) in Mandeville, Waikaka, and Pukerau,
- Rural Lifestyle Zones (minimum 1.0ha density) that reflect existing intensive development patterns adjacent to Waikaka and Mandeville Settlement Zones and Gore and Mataura.
- Identification of a Rural Industry Precinct in Mataura South to provide for larger scale rural industry activities to support business growth.

4. Consultation

The District Plan review commenced in June 2020. Council officers and consultants workshopped the Draft District Plan content with the District Plan Review Sub-committee (Sub-committee) and Hokonui Rūnanga representatives. The release of the Draft Plan for stakeholder and community feedback over August/September 2022 was a key milestone for the review process.

Feedback on the Draft Plan was received from over 100 people and organisations during the engagement period. A full copy of all the feedback received is available from the following link on the Let's Talk Gore District website [Draft Plan Feedback](#). Nearly 40 zoning changes were requested across the district, as well as a number of text changes to almost all Draft District Plan Chapters. Additional technical work was commissioned and undertaken to respond to a number of matters raised in feedback. The feedback and recommended changes to the Draft Plan were workshopped with the Sub-committee from March to July 2023.

Some chapters were not incorporated into the Draft District Plan released for feedback in 2022 as national direction and further technical information was not available at that stage. These chapters were:

- Ecosystems and Indigenous Biodiversity
- Natural Features and Landscapes
- Development Areas

These chapters were prepared separately, discussed with some key stakeholders, and workshopped with the Sub-committee throughout March to July 2023. The Designations chapter was also prepared following advice from Requiring Authorities in 2022.

Changes to the Draft Plan were made to reflect the feedback above, where appropriate, and adopted at the 25 July 2023 Council meeting.

5. Operative Plan Approach

The ODP does not have a strategic direction section although the Land Use Activities Framework chapter does provide an overview of how land use is to be managed across the district. The District Plan objectives relating to land use are to:

(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;

- (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) Ensure that signs do not give rise to adverse effects on traffic safety, cause a danger to pedestrians, or impact adversely on amenity values;
- (4) Ensure the public is aware of the likelihood and consequences of natural and man-made hazards within the district;
- (5) Minimise the risk to people and property from inundation;
- (6) Retain heritage and amenity values associated with significant trees;
- (7) Ensure that the effects of earthworks and other land disturbance are avoided, remedied or mitigated;
- (8) Avoid where practical the adverse effects of land use activities upon infrastructure; and
- (9) Maintain and enhance the built character and other characteristics of the Gore commercial area.

These objectives are implemented across the plan including controlling the types and scale of activities that can occur in different zones as follows:

- The broadest range of activities are provided for in urban zones, particularly the Commercial Zone;
- More noxious activities are provided for in the Industrial Zone;
- Rural type activities are provided for in the Rural Zone while activities on reserve land are restricted to those provided for in Reserve Management Plans;
- Residential Zones provided a focus for activities associated with residential living;
- A limited range of temporary activities are provided for across the district with specific provision on the Field Day and A&P showgrounds;
- Buffer areas are provided for wastewater treatment area;.
- Noise and light spill controls allow for more liberal controls in zones where higher levels are considered appropriate such as Commercial, Industrial and Mixed Use zones;
- Bulk and location standards control matters such as daylight, yards, height, and site coverage with more liberal controls in Rural areas where impacts on neighbours are managed by larger sites;
- Over 100 individual and areas of trees have been identified as significant for protection and rules restrict their removal;
- Ground disturbance and earthworks are generally provided for where this does not exceed a period of 12 months;
- Controls require buildings to be built to the frontage, with a veranda and with a minimum façade height of 8m in the Gore Townscape Precinct Central Area, while vehicle movement and parking are controlled in the Secondary Area; and
- The density of Residential Units is 400m² in the Residential A Zone and 300m² in the Residential B Zone and 2.0ha in the Rural Zone.

6 Proposed District Plan Framework

6.1 Overview

The PDP takes a different approach to the ODP in accordance with the PS. The UF&D chapter only contains objectives and sits in the Strategic Direction section of the Plan. Zone and District Wide chapters contain their own objectives, policies, and rules that implement the UF&D chapter.

There are a number of overlays that sit over the zones that control district wide issues such as heritage, natural hazards, and notable trees which need to be read in conjunction with zone controls. There are also a number of Special Purpose Zones that cater for specific activities that general zones do not cover such as the Airport, Māori Purpose Zones, Camp Columba, and the Field Days site. Collectively these chapters of the plan implement the strategic direction outlined in the UF&D chapter.

6.2 Strategic Direction - Urban Form & Development

As noted, the UF&D chapter sets the strategic direction for the District Plan. The UF&D chapter contains 12 objectives that guide how, where and when growth and development will be provided across the district (see evaluation of objectives table below for a copy of all the objectives). These strategic objectives provide a framework, and direction, to guide the rest of the district plan.

In essence, a compact urban form is sought that minimises impacts on natural and cultural values and takes account of the impacts of climate change and natural hazards, while providing sufficient capacity for long term housing and business needs. A variety of housing types are enabled across Residential Zones, Māori Purpose Zones, and in Settlement and Rural Lifestyle Zones. Urban expansion is anticipated in West-Gore and Mataura to cater for residential demand while additional areas have been identified in South Gore and Mataura to meet future business demand. Rural lifestyle areas are provided adjacent to Gore, Mataura and the Waikaka and Mandeville Settlement zones to provide a wider range of housing choice.

A hierarchy of centres is established in the following order:

1. Town Centre
2. Local Centre
3. Settlement Zones
4. Neighbourhood centres
5. Māori Purpose Zone

Urban environments are to be liveable, connected, safe and well designed spaces while rural areas will largely be focussed on providing for primary production and rural industry.

7. Scale of Significance

7.1 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 UF&D objectives and zoning approach is more targeted and quite different from the ODP in order to align with national policy direction and best practice. Five zones will be replaced by more than 20 Zones and Overlays.			
Scale of effects – geographically (local, district wide, regional, national)	The UF&D objectives and proposed zoning approach effects the entire district.			
Effects on matters of national importance (s6 RMA)	The UF&D objectives identify where zones will apply and where growth will be located. This type and location of zoning has been chosen to maintain and enhance some s6 matters such as Māori cultural values, natural hazards, outstanding landscapes and biodiversity.			
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	All landowners will be affected by UF&D objectives and zoning as this applies to the whole district.			
Scale of effects on those with specific interests, e.g., Tangata Whenua	UF&D objectives and zoning will affect a range of interest groups ranging from mana whenua via the MPZ and the impacts of zoning decisions on cultural values, government agencies such as the Department of Conservation with landholdings in Gore, adjoining Councils, and farming and environmental interest groups.			
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	The Introduction of UF&D objectives and new zoning types are needed to align with national policy direction such as the National Planning Standards, NPSUD, and NPSHPL and to achieve national and regional best practice and consistency.			
Likelihood of increased costs or restrictions on individuals, communities or businesses	The cost or restrictions on individuals are negligible given zoning will align with current development patterns and provide for necessary growth.			

7.2 Evaluation Summary

Based on the above assessment it is clear that the UF&D chapter and the type and location of zoning will have an impact on the entire Gore district and is required in order to give effect to national direction and best practice. There will however be a negligible impact in terms of costs and restrictions given the zoning pattern will largely reflect current development patterns. Consequently, the level of analysis required for the s32 should largely be focused on alignment with national direction and less focussed on economic impacts.

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 RMA.

Operative Objectives	Appropriateness to achieve the purpose of the RMA
Land Use Activities Framework Objectives – 3.3: (1) Maintain and enhance the amenity values of the various localities within the district whilst respecting the different values and characteristics that exist within each area. (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) Ensure that signs do not give rise to adverse effects on traffic safety, cause a danger to pedestrians, or impact adversely on amenity values. (4) Ensure the public is aware of the likelihood and consequences of natural and man-made hazards within the district. (5) Minimise the risk to people and property from inundation. (6) Retain heritage and amenity values associated with significant trees. (7) Ensure that the effects of earthworks and other land disturbance are avoided, remedied or mitigated. (8) Avoid where practical the adverse effects of land use activities upon infrastructure. (9) Maintain and enhance the built character and other characteristics of the Gore commercial area.	Purpose The objectives seek to maintain the character and amenity values and the quality of the environment as well as retaining heritage values associated with trees. Objectives also seek to raise awareness relating to hazards, minimise the risks of inundation, and avoid adverse effects on infrastructure. There are a number of gaps in these objectives in terms of achieving the purpose of the RMA. In particular, the need to provide for biodiversity, landscape, Māori values and public access as well as wider heritage values and manage the risks, rather than improve public awareness, of natural hazards. Furthermore, there is no reference to the effects of climate change or the benefits of renewable energy. Relevance As noted above, there are a number of gaps in terms of addressing relevant resource management issues for the Gore district as the values identified above are all applicable to Gore. Particularly given the hazard risks associated with flooding that may be amplified by climate change and the natural, cultural and heritage values present across the district. A number of resource management functions (RMA s31) are also not addressed including integrated management, development capacity, and natural hazards. Usefulness The objectives are not particularly useful in that they are not specific enough to guide decision making particularly. Particularly, the where and when growth and development should be provided and how effects are to be managed with a number of riders such as “where practicable” or “avoid, remedy, or mitigate”. Reasonableness Objectives are not likely to impose significant costs on the community as they are not particularly directive, although, a lack of clarity may mean limited certainty which may increase consenting costs due to a deeper need for analysis to determine what outcomes are sought. Achievability While the objectives are generally within Councils powers to implement, they are not easily measurable which makes it difficult to determine their achievability. Conclusion Overall, the objectives do not achieve the purpose of the RMA, comprehensively cover Councils functions, are not directive or certain enough to be useful or easily measurable/achievable. They are not in line with current national direction around housing and business capacity and natural hazards/climate change.

Proposed Objectives	Appropriateness to achieve the purpose of the RMA
UFD - 01 - The district develops in a cohesive, compact and structured way that: a. maintains a compact urban form; b. minimises adverse impacts on natural, historic heritage and cultural values; c. recognises the relationship of Māori with their culture, traditions, lands, waterbodies, sites, areas and landscapes and other taonga of significance; d. provides for social and cultural vitality, productivity and economic growth; e. takes into account the short, medium, and long term impacts of climate change and natural hazards, and the associated uncertainty and risk; f. Utilises existing infrastructure and/or can be efficiently serviced with new infrastructure; g. Meets the community's short, medium and long-term housing, business and social infrastructure needs; h. Responds to the underlying relationships Ngāi Tahu hold with the natural environment; and i. Manages adverse effects between incompatible activities and zones. UFD-02 - There is sufficient land to meet the short, medium and long-term housing demand for the district, that provides development capacity for up to 860 new dwellings as follows: a. in the short to medium term in: a. The existing residential area; b. new residential areas, particularly in North, West and East Gore and Mātaura East; c. and around the centres and in Settlement Zones; d. Māori Purpose Zones as deemed necessary by Māori communities; and e. Rural lifestyle zones. b. in the long-term in: a. new residential areas in West-Gore and Mātaura; and b. Extensions to, or new Māori Purpose Zones as deemed necessary by Māori communities. UFD-03 - 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: a. Suburban housing forms in the Residential zone;	Purpose Proposed objectives achieve the purpose of the RMA as they seek a compact urban form that minimises impacts on a range of s6 matters including natural and cultural values while taking into account the impacts of climate change and natural hazards. Provision of sufficient capacity for long term housing and business needs is made while protecting and managing RMA s6 values. Urban Environments are to be liveable, connected, safe and well-designed spaces while rural areas will largely be focussed on providing for primary production and rural industry to address amenity issues. A hierarchy of centres is also proposed to address amenity issues and protect the viability of commercial business in Gore and Mātaura. Relevance Objectives are designed to address relevant resource management issues for Gore particularly given that Gore and Mātaura qualify as an urban environment under the NPSUD. This requires sufficient capacity to meet anticipated residential and business demand. Similarly, natural (including HPL), cultural and heritage values are sought to be maintained and the effects of climate change and natural hazards are to be taken into account. General design outcomes are identified, and the hierarchy of centres is provided to address amenity values. Regionally significant infrastructure and the rural economy are also provided for. The Gore Spatial Plan and its reviews in 2021 and 2022 have considered a range of natural, heritage, and cultural values and natural hazards risk to determine that the objectives associated with zoning patterns are the most appropriate from a cost benefit aspect. These matters are consistent with current regional and national direction (including the NPSUD, NPSHPL, and National Planning Standards) and RMA s31 district council functions. Usefulness The objectives are useful in that they clearly guide decision making and seek clear outcomes. For example, Objective 1 outlines what values need to be protected and what needs are to be met. Objectives 2 and 9 outline how much urban growth is required and where and when this should be provided. Objectives 3 to 7 outline the form and location of residential and business activities anticipated. Objective 8 makes provision for regionally significant infrastructure and objectives 10-12 guide rural growth. Reasonableness The objectives are considered reasonable as they enable sufficient growth in appropriate locations to cater for the districts long term needs. Within the existing urban area, the objectives largely enable activities where they are currently occurring. Similarly, rural activities are enabled across the rural area and within rural settlements. The proposed objectives are more certain than the operative objectives as they are outcome based. Achievability The objectives can be achieved within council's functions under the RMA as they are aligned with s31 RMA functions. Council can also control the roll out of urban growth areas through its infrastructure functions under the RMA and LGA. Conclusion Overall, the objectives achieve the purpose of the RMA, they comprehensively cover Councils functions, are directive and certain enough to be useful and easily measurable/achievable particularly given they are in line with current national direction around housing and business capacity and natural hazards/climate change.

Proposed Objectives	Appropriateness to achieve the purpose of the RMA
b. Medium to high density housing within the Town centre, Local Centre, Neighbourhood centres and surrounds along with the Mixed Use Zones; c. Housing within the Māori Purpose Zone where culturally and environmentally appropriate; and d. Low density housing in the Rural Lifestyle Zone and Large Lot Residential Zones. UFD-O4 - The district has a hierarchy of vibrant and viable centres that are locations for shopping, leisure, cultural, entertainment and social interaction experiences and provide for the community's employment and economic needs. UFD-O5 -The hierarchy of centres in the district is maintained in accordance with the following: a. 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; b. 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; c. 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; d. Neighbourhood Centre Zones provide for small-scale commercial and community activities that serve the needs of the immediate residential neighbourhood; and e. 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: a. incorporate natural features, water management and topography into design to minimise environmental effects; b. recognise the local context , heritage values and character of an area including cultural histories; c. have connected and efficient transport networks; and	

Proposed Objectives	Appropriateness to achieve the purpose of the RMA
d. are adequately serviced by utilising and/or upgrading existing infrastructure or with new infrastructure or additional infrastructure. UFD-08 - The Airport, major facilities and large-scale industrial activities are able to operate efficiently and effectively and the contribution they make to the economic wellbeing and prosperity of the district is recognised. UFD-09 - There is sufficient land for industrial activities in the short, medium, and long term in appropriate locations, including: a. along key transport routes to ensure efficient transportation of products and minimisation of heavy vehicles and high traffic volumes on local roads; and/or b. areas that are separated from sensitive activities through distance, and/or conflict between incompatible activities is minimised. UFD-10 - Primary production and rural industry activities are able to operate efficiently and effectively and the contribution they make to economic and social wellbeing and the prosperity of the district is recognised. UFD-11 - Productive, versatile land and natural, physical and cultural resources located within rural areas that are of significance to the district are protected and maintained. UFD-12 - Rural lifestyle areas are provided for adjacent to Gore, Mataura and Settlement Zones.	

Summary Overall, the PDP objectives are the most appropriate as they achieve the purpose of the RMA, comprehensively cover Councils functions, are directive and certain enough to be useful and easily measurable/achievable particularly given they are in line with current national direction around housing and business capacity and natural hazards/climate change.

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 the EER summarised in section 3.1 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 zoning provisions
- Option B - The ‘status quo’ zoning provisions.

As noted, the UF&D chapter is implemented by the other chapters of the plan which will have their own S32 assessments. The focus of the following analysis is therefore on the type and extent of zoning rather than the provisions within the zones.

9.2 Quantification of benefits and costs

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

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

- There will be demand for approximately 860 additional residential dwellings in the next 30 years.
- Growth is projected to occur within meat, dairy and other food processing industries, manufacturing, wholesale trade and chemical processing within the Gore district.
- The additional growth will provide additional employment opportunities for each sector.
- There is insufficient land zoned Industrial to provide for these growth industries and there is limited capacity for expansion of existing industries.
- A recommended 172 ha (gross) additional land zoned for industrial purposes is required to support growth.

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

Option A – Proposed Zoning
Option Overview The proposed zoning adopts the National Planning Standards approach and seeks to deliver on the requirements of the NPSUD in terms of providing sufficient residential and business zoning capacity to meet anticipated demand. Consequently, there are a range of zones as follows: • Three Residential Zones – Large Lot Residential, General Residential, and Medium Density Residential • Three Rural Zones – General Rural, Rural Lifestyle, and Settlement

- Four Commercial Zones – Town Centre, Local Centre, Neighbourhood Centre and Mixed Use
- Two Industrial Zones – Light Industrial and General Industrial
- Two Open Space Zones – Natural Open Space and Sport and Active Recreation
- Four Special Purpose Zones – Airport Zone, Māori Purpose Zone, Field days Zone, Camp Columba Zone
- Two Development Areas in West (residential) and South (Industrial) Gore and a Rural Industry Precinct in South Maitara.

Development Areas have been identified to provide for residential and business growth while other zones seek to align with current levels and types of development. The zoning patterns have been considered in detail in the reports that have reviewed the 2018 Spatial Plan:

- The Gore District Plan Review Economic Population Growth Analysis Report (2021)
- Gore District Plan Review Planning for Growth (June 2022)

These reports have considered a range of constraints such as Infrastructure, natural hazards, heritage, natural and cultural values, that are included in the district plan as District Wide chapters, and associated technical work. This work has also informed the UF&D objectives so that the extent and type of zoning is aligned with the objectives.

Benefits	Costs
Environmental • Maintaining a compact urban form, having targeted zoning and locating higher density zones close to services and transport networks will reduce transport emissions. • Providing substantial rural zones in areas with highly productive land and natural and cultural values will help maintain these values. • Providing a Natural Open Space Zone in an area with outstanding landscape and significant biodiversity values will help protect and maintain these values. • Providing sizeable Development Areas close to the existing urban area and away from rivers will reduce transport emissions and provide opportunities to mitigate potential water quality issues. • Providing Rural Lifestyle Zones in areas of rural land that have already been fragmented by higher density subdivision will limit impacts on highly productive land.	Environmental • Providing urban expansion areas in locations of highly productive land may impact these values despite being necessary to provide for future business and residential capacity. • Intensification may lead to a loss of amenity for some residents. • Increased discharges may occur as areas urbanise especially where on-site services cannot be provided
Economic • An additional 115ha of Industrial zoned land will be added with approximately 260ha of land enabled for rural industry activities. This will provide for sufficient capacity to meet future employment demand. • Targeted business zones reflecting what is happening on the ground, such as the Mixed-Use Zone in Gore and Maitara, should reduce compliance costs. • Additional housing opportunities will be provided via the Gore West Development Area, Large lot Residential Zones in Maitara and Gore, Medium Density Residential Zone in Gore, and the Rural Lifestyle Zones on the outskirts of Gore and Maitara and rural settlement areas. This will cater for the 860 households anticipated in the next 30 years. This will help provide necessary housing to support growing industries, new customers for local businesses and increase the local rating base. • A compact urban form providing good access to services should result in shorter trips and reduce transport costs.	Economic • Targeted zones and limiting growth areas may inadvertently preclude some activities from locating where they would like to and potentially increase compliance costs. • Servicing new growth areas with physical and social infrastructure may incur greater costs for ratepayers and/or future landowners.
Social • A compact urban form focused around centres and settlements with sufficient urban expansion to cater for anticipated growth will increase opportunities for social interaction and may result in an increased demand for social infrastructure such as schools and community facilities. • The Field Days Zone, the Camp Columba Zone, Sport and Active Recreation Zones and the Natural Open Space Zone will provide for recreational opportunities and opportunities for social interaction	Social • Negligible
Cultural	Cultural

- Provision for Māori Purpose Zones will enable opportunities for mana whenua to meet their cultural needs. - Intensification and population growth may increase demand for cultural services and heritage resources	New growth areas and intensification may impact Sites and Areas of Significance to Māori and historic heritage sites.
Efficiency	
Providing for a broader range of targeted zones in accessible and serviced locations is an efficient way of achieving the UF&D objectives particularly where those zones are located in accordance with the direction in the objectives. Providing a compact urban form with high density zones, activities, and urban growth located around centres and settlements creates a number of environmental, economic, and social efficiencies as outlined above.	
Effectiveness	
The proposed zoning approach is highly effective at achieving the UF&D objectives. Objectives 1, 2 and 9 are achieved by providing Residential, Commercial, Industrial and Settlement Zones in accessible and serviced areas and by providing residential and industrial growth areas that are big enough to provide 30 years capacity and are located close to existing urban areas to maintain a compact urban form. Objective 3 is achieved by providing a range of residential and rural zones within and close to the urban area and settlements. Objectives 4, 5 and 6 are met by providing a hierarchy of centres and limits on the scale of retail in other zones. Objective 7 is met by ensuring urban zones are located close to transport networks and in areas that can be serviced. Objective 8 is met by providing for regionally significant facilities in a Special Purpose Zone. Objectives 10 and 11 are met by providing for adequate rural zoned land on productive soils. Objective 12 is met by providing rural lifestyle development proximate to Gore, Mataura and Settlement zones that service the rural community.	
Risk of acting or not acting	
Not adopting the proposed zoning approach will mean the plan is inconsistent with the direction in the National Planning Standards and will not achieve the objectives of the NPSUD in terms of creating urban environments with sufficient capacity to cater for business and housing growth. This may mean that the local economy suffers as there is insufficient housing and employment which will force people to locate outside the district. Not adopting the National Planning Standards zoning framework may mean that developers from outside the district will struggle to interpret the plan and may choose to develop in other areas or push up compliance costs. Not acting will mean that the Gore District Plan is not meeting current national best practice. There are limited risks of acting such as local developers and professionals having to adapt to a new zoning framework. There is sufficient information available through the background research and technical reports completed to understand the risk of acting or not acting.	
Overall Evaluation	
The environmental, economic, social, and cultural benefits associated with the proposed approach significantly outweigh the costs. A zoning pattern that supports a compact urban form and provides for sufficient capacity to meet anticipated business and household growth is not only an efficient and effective method of aligning with UF&D objectives but also national and regional policy direction. Provision of a broader range of targeted zones is also efficient and effective. PDP changes are required to meet national directives and achieve the benefits outlined above.	

Option B – Status Quo/Operative Zoning	
The Operative Plan zones are generally as follows: - Two Residential Zones – Residential A (Gore and Mataura) and Residential B (Central Gore) - Commercial – Central Gore - Mixed Use – Southeast Gore, and - Industrial - Mataura, Airport, Gore outskirts, east Pukerau, Croydon Aviation Museum at Mandeville - Rural – The remainder of the district This zoning pattern is not reflective of the UF&D objectives or the latest national policy direction as these zones were established before this latest guidance.	
Benefits	Costs

Environmental - Partially having a compact urban form by locating higher density zones (residential, Commercial, Mixed Use) in the main centres of Gore and Mataura and Industrial zones in Pukerau and Mandeville will partially reduce transport emissions. - Providing substantial rural zones in areas with highly productive land and natural and cultural values will help maintain these values.	Environmental - Having a relatively high density Rural Zone that does not concentrate Rural Lifestyle development around centres and rural settlements may increase transport emissions and impact productive land and natural and cultural values. - Not providing for urban expansion areas may lead to ad hoc urban sprawl on land that may have productive land and natural and cultural values. - Intensification in line with the ODP may lead to a loss of amenity for some residents.
Economic Compliance costs for activities locating in appropriate zones will be negligible.	Economic - Having limited Industrial and Commercial areas will not provide for projected economic and employment growth and increase compliance costs as new businesses will need to locate in other zones where business is not provided for or outside the district. - Servicing ad hoc growth areas may increase costs as these cannot be anticipated by Council in their LTP. - An ad hoc approach to higher density rural Zones may increase transport costs as people need to travel further to reach services. - A constrained residential housing supply may not provide sufficient housing to support anticipated business growth. - A lack of national consistency and certainty may drive developers to other areas.
Social Social activities will continue in the limited areas currently provided for.	Social - A lack of zoning capacity will decrease opportunities for social interaction and may result in reduced demand for social infrastructure such as schools and community facilities. - Limited recreational opportunities and opportunities for social interaction may result from not specifically providing for activities such as Field Days, Camp Columba, and Open Space.
Cultural Negligible	Cultural - Ad hoc growth and intensification may impact Sites and Areas of Significance to Māori and historic heritage sites. - Lack of Māori Purpose Zones will limit opportunities for mana whenua to meet their cultural needs.
Efficiency	
Providing for a limited range of zones that do not reflect the current land use patterns and provide for growth is inefficient as this will unnecessarily add to consenting costs and economic impacts as the district will not be able to meet future demand meaning businesses and residents may locate elsewhere. Not providing for a compact urban form with high density zones, activities, and urban growth located around centres and settlements will create a number of environmental, economic, and social inefficiencies as outlined above.	
Effectiveness	
The operative zoning approach is ineffective at achieving objectives as they lack certainty and do not provide for anticipated growth.	
Risk of acting or not acting	
The current District Plan was notified in 1998 and made operative in 2006. As a district plan is required to be reviewed every 10 years, this is overdue. The plan was developed prior to the Southland Regional Policy Statement, the NPS-UD, NPS-HPL and the National Planning Standards. As such the ODP has not given effect to these higher order documents as required. In relation to usefulness, the existing Plan provides some direction, but it is very broad and generic. There are no zone specific objectives and policies or overall strategic direction.	
Overall Evaluation	

A zoning pattern that does not provide for sufficient capacity to meet anticipated business and household growth is not only an efficient and effective method of achieving national and regional policy direction. Provision of a narrow range of zones is also not efficient and effective to provide for the community’s future needs and may lead to unnecessary consenting. PDP changes are therefore required to meet national directives and achieve appropriate social, economic and environmental and cultural benefits.

9.3 Summary of Preferred Options

Summary

Option A – The PDP zoning approach is the preferred option.

The environmental, economic, social, and cultural benefits associated with the PDP approach significantly outweigh the costs. A zoning pattern that supports a compact urban form and provides for sufficient capacity to meet anticipated business and household growth is not only an efficient and effective method of aligning with UF&D objectives but also national and regional policy direction. Provision of a broader range of targeted zones that reflects what is happening on the ground is also efficient and effective as this will reduce unnecessary consenting requirements. PDP changes are required to meet national directives and achieve the benefits outlined in the PDP option above.

