

Te Tai o Poutini Plan – Section 32  
Evaluation  
Report Twelve Rural Zones/Ngā Takiwā  
Tuawhenua



**Te Tai o Poutini**  
P L A N

*A combined district plan for the West Coast*

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## Executive Summary

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

The three Operative District Plans suites of objectives, policies and rules in relation to Rural Zones have remained largely unchanged since the Plans were made operative.

The research undertaken as part of this report has highlighted four key resource management issues:

1. How to provide for productive land use and other complementary activities while ensuring the adverse effects on the rural environment do not result in incompatibility between different land uses.
2. How to provide for rural lifestyle development and the maintenance of rural communities while protecting rural character and amenity and avoiding issues of reverse sensitivity.
3. How to provide for commercial and industrial activities within settlements and rural areas so that they do not detract from the character and amenity of these areas.
4. How to manage development and redevelopment of rural settlements and communities while maintaining their distinctive character and amenity and recognising natural hazards.

The three operative plans include a range of zones which have had to be consolidated within the Rural Chapter, in accordance with the National Planning Standards. This has necessitated the inclusion of a number of Precincts (or sub-zones) to accommodate the differences in rural communities across the West Coast. This is therefore an area of significant change from the operative plans in terms of the zones provided. The key changes for Rural Zones are:

- Introduction of three Rural Zones accommodating a range of activities and rural environments: General Rural Zone (which includes one Precinct), Rural Lifestyle Zone and Settlement Zone (which includes three Precincts).
- Rezoning sites from General Rural to Rural Lifestyle across the three districts to be clear where this type of development is appropriate
- Aligning the rules for the General Rural Zone based on the operative plan provisions
- A substantial review of the Mineral Extraction Provisions, recognising the significance of this activity to the West Coast and bringing in a common approach across the three districts

The provisions for rural zones are intended to provide a framework for land use and development activities within these zones, setting out the outcomes sought within these zones, the direction as to how the outcomes desired are to be achieved and a suite of requirements to manage activities within each zone. Activities that are envisaged within rural zones include all types of primary production activities from farming to mining, rural industries, residential units, home based businesses, papakāinga housing and appropriately located community facilities and commercial activities.

The Rural Zones will assist the TTPP Committee to fulfil its statutory functions and responsibilities as required by the RMA through the following proposed objectives, policies and rules:

- Objectives that describe the function and character of the proposed rural zones.
- Policies that provide guidance on the types of activities that are anticipated in the rural zones and precincts and how these activities are to be managed.
- Rules that provide greater certainty in regard to what activities are permitted, restricted discretionary, discretionary or non-complying within each zone and requirements which manage the scale, bulk and location of development and matters for control/discretion where development may trigger these standards.
- Definitions for the various forms of development anticipated within the Rural Zones and precincts.
- Zones, Precincts and overlays on Planning Maps that identify those areas which have a rural zoning

It should be noted that provisions in the Rural Zones that relate to mineral extraction are discussed in a separate, Mineral Extraction specific, s32 report.

## 1.0 Overview and Purpose

This s32 evaluation report should be read in conjunction with the s32 'Overview Report', which also includes an overview of the s32 legislative requirements, the methodology and approach to the s32 evaluations and the process that the TTPP Committee has undertaken to date through the development of Te Tai o Poutini Plan, including consultation and engagement.

Development of the Rural Zone chapters and associated objectives, policies and rules have considered the current growth and development pressures on the West Coast and the potential risks associated with uncontrolled or piecemeal urban and peri-urban expansion into rural areas.

The provisions have been developed on the premise that the settlements of the West Coast are going to grow and expand into rural areas over time, and it is not the role of the RMA to limit growth and development, but to manage its form and location to promote sustainable management of natural and physical resources.

The Rural Zones are essential to well-functioning rural areas, and include maintaining the productive potential and rural character of these areas, whilst accommodating changes in primary production practices and activities. They need to ensure that there is the supporting residential, community, commercial and rural industrial facilities to enable the productive potential of the land to be delivered upon by the primary sector. The Rural Zones are also the location of many important natural and cultural values of the West Coast and rural activities need to be undertaken in a way that is sensitive to these valued areas.

The Rural Chapters are also inherently linked to the Part 2 Strategic Objectives of the Proposed TTPP, and key District Wide chapters such as the Natural Environment chapter and the Subdivision chapter.

### 1.1 Introduction to the Resource Management Issue

This section 32 evaluation report relates to:

- Managing development within rural areas for the purposes of promoting rural production, and maintaining the open space character of the area through the use of density, bulk and location controls.
- The varying types of potential commercial development (related and unrelated to the rural resource) seeking to establish within rural areas, and the potential for these activities to undermine the character and amenity of rural areas, and remove land from primary production.
- Intensive primary production, and the commercial manufacture of compost.
- The potential for reverse sensitivity between sensitive activities and primary production, and the placement of incompatible land uses in close proximity.
- The general review of provisions and terms to address ambiguity, effectiveness, and efficiency

However, this section 32 evaluation report does not relate to the following activities that occur within rural areas as they are covered by other section 32 evaluation reports:

- The use of land for mineral extraction, their associated activities, and subsequent site rehabilitation.
- Some land-use and development within Outstanding Natural Landscapes, Significant Natural Areas, Coastal Environment, Sites and Areas of Significance to Maori, and other such areas.

The Strategic Objectives of particular relevance to the Rural Chapter include:

*AG – 01 To maintain the productive value of versatile soils and agricultural land for current and future agricultural and horticultural uses.*

*AG – 02 To recognise the significance of agriculture to the West Coast economy, provide for agricultural development and innovation and enable the support industries and services needed to maintain agricultural viability within rural areas.*

*CR – 01 To build greater resilience in West Coast/Te Tai o Poutini communities and infrastructure, recognising the effects of climate change and the need to adapt to the changes associated with those effects.*

*MIN – 04 To ensure that new subdivision, use and development does not compromise existing mineral extraction activities, including through reverse sensitivity to effects such as dust, noise and traffic generation.*

*TRM – 01 To recognise the significance of tourism to the West Coast/Te Tai o Poutini economy by providing for sustainable tourism development while managing the adverse effects on the environment, communities and infrastructure. This includes:*

- 1. Supporting the development of visitor facilities and accommodation within and near existing settlements and communities and on public conservation land where appropriate;*
- 2. Supporting the development of cycling and walking connections between tourism sites;*
- 3. Providing for the development, maintenance and upgrading of supporting infrastructure;*
- 4. Ensuring that visitor facilities are connected to existing services and infrastructure;*
- 5. Managing the development and expansion of visitor activities and services so that the natural and cultural values, amenity and character of the West Coast/Te Tai o Poutini and its communities are maintained;*
- 6. Promoting a sustainable approach to tourism and minimising the adverse effects, and in particular cumulative adverse effects, of visitor activities and services on cultural values and wāhi tapu, natural values, amenity and landscape;*
- 7. Supporting Ngāti Waewae and Ngāti Māhaki o Makaawhio to exercise kaitiakitanga, and provide education about the cultural importance of maunga, other landforms, taonga and wāhi tapu to Poutini Ngāi Tahu and how to treat these areas with respect; and*
- 8. Supporting Poutini Ngāi Tahu in expansion of their tourism and visitor activities to deliver better economic outcomes for the hapū.*

The evaluation of the appropriateness of the Rural Chapter is based on the following four key issues:

1. How to provide for productive land use and other complementary activities while ensuring the adverse effects on the rural environment do not result in incompatibility between different land uses.
2. How to provide for rural lifestyle development and the maintenance of rural communities while protecting rural character and amenity and avoiding issues of reverse sensitivity.
3. How to provide for commercial and industrial activities within settlements and rural areas so that they do not detract from the character and amenity of these areas.
4. How to manage development and redevelopment of rural settlements and communities while maintaining their distinctive character and amenity and recognising natural hazards.

## 1.2 Regulatory and Policy Direction

### 1.2.1 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 includes 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.

In achieving this purpose, authorities need also 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.

A number of provisions have been included in the General Rural Zone Chapter in response to the requirements in Part 2, with the most relevant parts of Part 2 being:

- Section 7(a) and (aa) - When creating provisions for a District Plan kaitiakitanga and the ethic of stewardship are key concepts which need to have regard shown to them.

- Section 7(b) - Within the rural environment consideration needs to be given to the primary use of the natural and physical resources for rural activity.
- Section 7(c) - Inappropriate development in the rural area can adversely affect amenity values, and therefore what is considered to be 'appropriate' needs to be assessed in relation to its site context.
- Section 7(f) - As is the case with amenity values, the quality of the environment can be compromised by inappropriate development. Provisions should ideally enhance existing values, and at the very least maintain them.
- Section 7(g) - Land in terms of area and quality are finite, therefore when considering new provisions the reduction in land, or the removal of high quality production land need to be managed to ensure the efficient and appropriate use of land resources.

Section 8 requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Consistent with the practice followed in the development of the Proposed TTPP, the s 8 principles of most relevance to this topic is the duty to make informed decisions through consultation.

Poutini Ngāi Tahu though the Rūnanga kaiwhakahaere have been involved in the governance and development of TTPP and their planners have collaborated in the development of the TTPP provisions. Alongside this Poutini Ngāi Tahu have been consulted as part of the review process and the obligation to make informed decisions based on that consultation is noted.

All of the above matters are relevant when considering Rural Zone issues and ensuring the ongoing operation and development of activities and facilities in this zone.

### 1.2.2 National Instruments

#### *National Environmental Standard for Plantation Forestry*

The NES Plantation Forestry (the NES) has been in place since 2017. It largely removes the ability of district councils to regulate forestry, except for the following matters:

- Effects on Significant Natural Areas
- Effects on Outstanding Landscapes and Outstanding Natural Features
- Impacts on drinking water supplies
- Effects on areas of kaarst geology
- Effects on wāhi tapu and significant cultural sites
- Effects on historic heritage

In terms of Te Tai o Poutini Plan, these matters are addressed through the specific provisions relating to those resources and associated overlay chapters, rather than through the general Zone standards.

Councils are unable to regulate amenity impacts such as noise and dust from plantation forestry.

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

The NPS-UD has some relevance to rural areas as being the area that would typically be expected to bear the pressure of any urban development that arises through this National Policy Statement. This Statement seeks to recognize the national significance of having well-functioning urban environments, and the provision of sufficient development capacity to meet the needs of communities.

### 1.2.3 National Planning Standards and/or Guidance Documents

#### *National Planning Standards*

The following aspects of the National Planning Standards are relevant to this topic:

4: District Plan Structure Standard, which requires that the zones chosen must be included in the order that they are set out in Table 4. This is relevant to how the residential zone provisions are ordered.

8: Zone Framework Standard, which specifies that the Council can only use the zones which are provided for within the standard. While the objectives, policies and rules specific to a particular zone can be determined by the Council, these need to meet the expectations of the zone purpose statement specified in this standard. Of particular relevance to the Rural sections are the General Rural Zone, the Rural Lifestyle Zone and the Settlement Zone.

12: District Spatial Layers Standard, which sets out the spatial layers that can be used within the Proposed TTPP. These allow for the use of zones, overlays, precincts, specific controls, development areas, designations and heritage areas where these meet the function of the layer described in Table 18. This is relevant to the Rural zone provisions because they include the use of precincts, specific controls and development areas.

14: Definitions Standard, which sets out standard definitions that must be applied if used in the District Plan. Of particular relevance to the Rural sections are the definitions for, intensive indoor primary production and rural industry.

*Good Practice Guide for Assessing and Managing Odour 2016 and the Good Practice Guide for Assessing and Managing Dust 2016*

These two documents provide national guidance for assessing and managing odour and dust discharges under the RMA. In relation to odour and dust discharges, the management of air quality is the responsibility of regional councils, while district councils are responsible for managing land uses which have the potential to discharge odour and dust which may cause amenity effects, such as intensive primary production.

#### 1.2.4 Regional Policy and Plans

*West Coast Regional Policy Statement*

Under Section 75(3)(c) of the RMA, TTPP must give effect to the Regional Policy Statement. The Regional Policy Statement is largely silent on the role of rural areas as its focus is on the management of natural and physical resources but provides some direction in relation to rural communities.

Chapter Four addresses Resilient and Sustainable Communities . This chapter recognises that due to a historical reliance on the export of commodities from the region, our settlements and communities' populations have fluctuated - dramatically in some cases. When employment declines people often move away, and communities can lose their sense of identity. Less money is available and settlements can become run down, losing their amenity values.

Policy 4.4 seeks to promote the sustainable management of urban areas and small settlements, along with the maintenance and enhancement of amenity values in these places.

This policy seeks to promote a range of amenity values to present choices to meet the diverse needs of residents throughout the region. It is important to not only apply this in the recognised urban towns but the smaller settlements with which people feel a strong connection to, and identity with.

#### 1.2.5 Local Policies, Plans and Strategies

*Te Whanaketanga Te Tai Poutini West Coast 2050 Strategy*

Te Whanaketanga is a collaborative document developed by Development West Coast, West Coast Councils and Poutini Ngāi Tahu. It sets out key strategic directions for the West Coast around economic development, regional identity and stronger communities.

#### 1.2.6 Poutini Ngāi Tahu Iwi Management Plans

The RMA requires that when preparing a District Plan, the territorial authority must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district (section 74(2A)). There are three iwi management plans on the West Coast – the Te Rūnanga o Makaawhio Pounamu Management Plan, the Ngāti Waewae Pounamu Management Plan and the Lake Māhinapua Management Plan.

While these documents focus on specific issues they also contain wider information about the overall approach to sustainability and kaitiakitanga of resources and Poutini Ngāi Tahu values. Natural landscapes may have cultural values such as pā, kāinga, ara tawhito (traditional trails), pounamu, mahinga kai, and wāhi ingoa (place names). The traditions of Ngāi Tahu tūpuna (ancestors) are embedded in the landscape.

## 2.0 Resource Management Issue and Analysis

### 2.1 Background

#### *Key Characteristics of the Rural Environment of the West Coast*

The rural environment of the West Coast is reflective of several land use types, with the dominant land use in terms of land area being dairy farming. Other types of farming within the West Coast include horticulture, beef and deer farming.

The minerals industry operate throughout the rural area and, in many cases, cluster in particular areas related to the location of particular mineral resources. The provisions in relation to this industry are discussed in the Mineral Extraction s32.

The quarry industry continues to operate throughout the West Coast mainly in rural areas. There are a number of quarry activities that also occur as part of traditional farming activities, while other established standalone quarries operate in specific locations throughout the West Coast.

There are some non-rural land uses locating in the rural areas including, commercial and industrial activities. Some of these land uses directly service the surrounding rural community, while others have located in the rural area due to the large sites that are available, it being more economically viable and attractive, and other strategic location reasons (e.g. close to transport networks).

In the late 2000s/early 2010s the West Coast saw a shift in subdivision trends resulting in a high demand for more lifestyle properties in the Rural Zones. This subsequently led to a demand for increased housing in these areas that was not typically associated with traditional rural practices, resulting in a fragmentation of rural production land and an increase in issues of reverse sensitivity with primary production. Some parts of the rural area have subsequently undergone change, including areas where development is now predominantly residential or lifestyle in nature.

There is a strong concern, that the cumulative effects, land use conflict, and reverse sensitivity of land use and development are not able to be adequately considered in the operative planning framework and are continuing to impact on rural character.

#### *Land Use Management*

A key observation under the Operative District Plans has been the evolution of land use activities in terms of scale and nature of non-rural and non-productive activities that have led to the inability to manage diversity and subsequently the effects on the rural environment, including reverse sensitivity and conflicts between land uses or out of zone activities.

The result has been a varying range of non-rural activities located in rural environment as the Operative District Plans 'enable' activities and development to occur as - with the Grey Plan having 'effects based' objectives and policies that often rely on the 'character' of the receiving environment, as opposed to a list of activities or description of environmental outcomes as a baseline against which to measure whether adverse effects are appropriate or not. In the Buller and Westland District Plans "intermingling" of activities is anticipated in the policy framework. As varying activities have established within the environment, including those not anticipated at the time the Operative District Plans were developed, the environment has changed in places causing, in some cases, conflicts between activities.

For example, some industrial type activities (truck depots and storage units) have located in the rural environment where roading links are accessible, land is reasonably priced and the Operative District Plans have enabled this to occur. The establishment of these types of activities creates unanticipated adverse effects on the character and amenity of the rural landscape through heavy traffic movements, noise, increase in built form, loss of productive rural land and often reduced rural amenity.

#### *Amenity and Character*

The role of providing for a range of uses, the development of natural and physical resources, and the preservation of rural character and amenity values in the Operative District Plans, has led to imbalance in some rural areas. Since the 1990s traditional rural activities have increased in scale and



whilst located in the right zone for the type of activities, sometimes they have been inadequately guided and/or managed on scale/location through performance standards to maintain amenity.

The rural environment as a result of increased lifestyle intensification has seen the reduction in rural character which has resulted in the loss of the key elements that are identified above that define rural character. Where subdivision and or land use development is proposed to occur in locations where those elements identified above are degraded, it has been successfully argued that the rural environment in question is no longer 'rural' in character and therefore further intensification is appropriate. This has resulted in cumulative degradation of the rural environment.

#### *Reverse Sensitivity and Viability of Future Industry*

Incompatibility between different land uses within the rural areas has increased during the life of the Operative District Plans as a greater range of land uses, or a relative proximity between sensitive activities and uses, has given rise to nuisance effects.

Depending on the type of activity, associated building size and location, and the proximity and sensitivity of adjacent land uses, adverse effects can be experienced beyond the boundaries of the site.

Residential land uses are the primary source of complaints on rural land uses, which has arisen from densities permitting residential development at or below what would typically be considered an economic productive unit. This has led to a rise in the number of 'rural lifestyle blocks' which the residents of have a certain expectation of rural amenity, an expectation that may not align with the purpose of rural areas, as predominately primary production working areas. Additionally, this residential development of rural areas has had another effect, this being the fragmentation of the rural areas, which can result in difficulties in finding large suitable sites in single ownership for activities such as land based mineral extraction, or isolated areas near primary industry and markets for odour causing activities such as intensive primary production.

The review has identified that there is a need to provide for and enable the efficient and effective functioning of primary production activities as they contribute to the economic and social wellbeing of the West Coast. However, there are also 'primary production activities that due to their nature, scale and/or intensity, are generating adverse effects on the environment, particularly on adjacent rural dwellings and the transport network, resulting in reduced quality of the environment and incompatibility between different land uses.

#### *Urban Growth*

As highlighted in the Overview, Subdivision, Special Purpose Zones - Future Urban Zone and Residential Zone s32 reports, demand to accommodate additional growth is placing pressure on rural land in close proximity to existing towns and settlements. In some instances, there is pressure on rural land close to the towns and settlements to accommodate additional growth through creation of lifestyle properties, expanding urban boundaries, and providing for other commercial and industrial activities.

Demand is often generated from activities which seek to complement the agricultural activities in the area, take advantage of space, utilise the rural ambience, or increase marketing profile by locating on selected high traffic routes through the rural area.

While rural subdivision can provide for economic and lifestyle opportunities, it can also negatively impact on the functioning of productive and other rural land use activities, rural character and amenity values, and create demand for services in an ad hoc manner, particularly as activities establish on these allotments. It also takes growth outside of the urban environment and creates sprawling blurred urban boundaries.

The subdivision creep and lifestyle development beyond the urban boundary leads to unsustainable long-term growth. In order to achieve a consolidated urban boundary, specific growth areas for both lifestyle and urban development need to be identified and protected to ensure the long-term protection of the rural environment for rural activities.

### *Commercial and Industrial Activity in Rural Areas*

It is clear that there is a need to enable some level of business development within rural areas to service rural activity and provide for specific services to the rural community. It is appropriate to enable rural based business where it is directly linked with primary rural production, is of a small scale, or remains consistent and compatible with an open space rural environment, and where landscape values are maintained, and reverse sensitivity effects are avoided.

The effects of non-rural production activities in a rural area are often very similar to effects generated by rural activities. However, they are sometimes different from (greater than) these baseline rural effects and are often cumulative with rural activity effects. Particular differences for non-rural production activities include:

1. Duration e.g. many rural activities are seasonal or of short duration, and in this respect some short term but high impact effects may be tolerable. The same effects carried out over a longer sustained duration by business activities is likely to be less tolerable.
2. Noise e.g. different types or greater levels of noise, from industrial processes or additional traffic movements, potentially at different times of the day or more consistently across the day/year.
3. Visual e.g. larger buildings and structures or a greater density of buildings, also a different style of buildings for industrial activities than would be expected for farm buildings.
4. Odour e.g. from processing activities.
5. Dust e.g. from processing activities.
6. Glare e.g. from industrial activities operating at night.
7. Vehicle movement e.g. heavy vehicles moving equipment or large numbers of vehicle movements and car parking spaces for staff and visitors.
8. Utilities/infrastructure required to support large scale activities e.g. wastewater treatment and disposal from Silver Fern Farms.

Overall, business activities in a rural environment usually demonstrate characteristics that are distinctly different from anticipated rural activity. However, the effects of such activities may be similar to rural activities e.g. similar traffic levels. Many of these effects are constrained by general rules in a district plan, including noise levels and vehicle movements and this is an appropriate way to deal with such effects. Controlling activities by type or scale of activity is an alternative method to ensure that effects are minimised e.g. a small-scale activity can usually only generate a small level of effects. In considering scale however, it is important to be holistic and consider full activity rather than just building scale e.g. a large storage yard-based activity may only require a small administrative building.

A proliferation of non-rural production activities within the rural environment can affect settlement patterns and activities.

The larger settlements incorporate large areas for commercial and industrial activity and the smaller settlements provide smaller scale service opportunities. If there is, or becomes, an inadequate amount of land available in the settlement for commercial and industrial activities then they will naturally look to expand into rural areas, particularly if they have some relationship with rural activities. This also relates to sufficient spread of business zoning across the West Coast to enable businesses to locate within a particular settlement to which they may be affiliated or close to a specific rural area. Such businesses locating with rural zones can undermine the ability to concentrate effects and employment within towns and settlements, and holistically cater for communities. It could also over time place pressure on the Councils to provide a range of infrastructure and other services in rural areas, ultimately leading to the potential for demand to re-zone land.

In terms of overflow of business into rural areas, it is also noted that in addition to a shortfall of capacity, price is also a factor. It is commonly known that rural land can be more attractive from a price point of view. In addition, it is not just zone capacity that is important in terms of location decisions, but site size. When business zone lots are not appropriately sized for a given activity (too big or too small) then businesses may look to other zones.

### *Intensive primary production*

Intensive primary production can generate greater environmental effects (runoff, dust and odour emissions that affect amenity values) than other types of rural activities, and as such needs to have a clear and concise planning framework. A balancing act is required to ensure that provisions are wide enough to capture all activities that can have a greater than typical effect, while ensuring those that don't are not unduly controlled by TTPP. While these activities can have a greater environmental effect, they are still legitimate rural activities, and need to be provided for, and as such the planning framework needs to ensure this while also allowing for the ongoing enjoyment of existing sensitive activities.

### *Highly productive land*

Highly productive or versatile land is a limited resource on the West Coast. There is very limited land area that falls into the most productive land use capability (LUC) classifications of LUC 1-4 – in fact on the West Coast there is no LUC 1 or 2 land. The only LUC 3 land on the West Coast is found in very limited locations at Karamea, Little Wanganui, Westport and in the Grey Valley.

LUC is however not the only measure of highly productive or versatile use. There are extensive areas of the Grey District in particular that are large and highly productive farms – mostly dairy but also some arable farming and horticulture does occur in the Grey Valley and horticultural crops are grown at Karamea.

Subdivision is considered the main threat to highly productive land as it can result in farms being broken up and reduced to a size that their productive potential is no longer able to be maintained. This is an issue recognised nationally and is why most rural Councils strongly regulate subdivision in rural areas.

While the Discretionary Activity status of subdivision in rural areas in Buller and Westland does enable careful management of where lifestyle subdivision occurs in rural areas – and the Westland Plan in particular has strong policy supporting productive uses, the 1ha Controlled Activity minimum lot size for subdivision of rural areas in Grey means that productive values and land units are effectively unable to be protected. There is also little recognition of the importance of primary production as a prime use in the objectives and policies of the Grey Plan. Consequently, it has been recognised that with the significant growth in rural lifestyle subdivision there is a clear need to both identify areas where this land use is appropriate, and also identify the locations where subdivision should be more restricted in terms of minimum lot size in order to retain the production values associated with large land blocks.

## 2.2 Evidence Base – Research, Consultation, Information and Analysis undertaken

### 2.2.1 Research

The Council has reviewed the current District Plan, commissioned technical advice, obtained 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. This advice includes the following:

<b>Title</b>	<b>Assessment of Rural Areas and Settlements on the West Coast</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Summary of the size character and zoning of settlements on the West Coast. Summary of the key physical attributes of rural areas on the West Coast.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2022/01/Assessment-of-Rural-Areas-and-Settlements-on-the-West-Coast.pdf">https://tppp.nz/wp-content/uploads/2022/01/Assessment-of-Rural-Areas-and-Settlements-on-the-West-Coast.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update Agricultural Strategic Objectives October 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Identifies the significance of the agricultural sector to the West Coast and recommends strategic objectives supporting the agricultural industries.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2020/10/TTPPC-Meeting-Agenda-October-2020.pdf">https://tppp.nz/wp-content/uploads/2020/10/TTPPC-Meeting-Agenda-October-2020.pdf</a>

<b>Title</b>	<b>Assessment of Rural Areas and Settlements of the West Coast June 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	This report is a brief analysis of the rural environments and current state as well as the different types, size and character of settlements within the West Coast rural areas and what may be appropriate zoning and/or precincts for each settlement.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2022/01/Assessment-of-Rural-Areas-and-Settlements-on-the-West-Coast.pdf">https://tppp.nz/wp-content/uploads/2022/01/Assessment-of-Rural-Areas-and-Settlements-on-the-West-Coast.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update – Rural Areas and Settlements Issues and Objectives July 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Reviews the operative district plans issues and objectives around rural areas and settlements, discusses issues and proposes draft issue statements and objectives. Discusses potential zone options and introduces the idea of using precincts as a way to address the wide range of differences in settlement type within the rural areas.  The report also discusses the proposed approach to industrial activities in rural areas and rural residential development.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2020/07/July-TTPP-Meeting-Agenda-v2.pdf">https://tppp.nz/wp-content/uploads/2020/07/July-TTPP-Meeting-Agenda-v2.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update Rural Areas and Settlements Policies December 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Reviews the key policy matters affecting rural areas, operative plan policies and other council approaches. Discusses precincts and the role of these within the rural zones. Proposes draft policies for inclusion in Te Tai o Poutini Plan.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf">https://tppp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update General Rural Zone Rules December 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Reviews the operate plans rules for rural areas and other council approaches. Proposes draft rules for the General Rural Zone in Te Tai o Poutini Plan.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf">https://tppp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update Rural Lifestyle Zone Rules December 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Reviews the operate plans rules for rural areas and other council approaches. Proposes draft rules for the Rural Lifestyle Zone in Te Tai o Poutini Plan.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf">https://tpp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update Settlement Zone Rules December 2020</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Reviews the operative plans rules for small settlements and townships, and other council approaches. Proposes draft rules for the Settlement Zone in Te Tai o Poutini Plan. Discusses the three proposed Precincts within the Settlement Zone and what draft rules are appropriate in these areas.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf">https://tpp.nz/wp-content/uploads/2020/12/TTPP-Agenda-14-December-2020-1.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update – Approach to Rezoning May 2021</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Discusses the issues around rezoning of locations across the West Coast. Provides an outline and rationale for a consistent approach to rezoning land.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2021/05/Agenda-TTPP-Committee-25-May-2021.pdf">https://tpp.nz/wp-content/uploads/2021/05/Agenda-TTPP-Committee-25-May-2021.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update – Highly Productive Land and Noise October 2021</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Discusses the issues around highly productive land and recommends that this be managed through policies rather than specific rules or zoning in the draft Te Tai o Poutini Plan.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2022/01/Agenda-29-October-2021.pdf">https://tpp.nz/wp-content/uploads/2022/01/Agenda-29-October-2021.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update – Draft Chapter Review Rural Zones September 2021</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Outlines the draft provisions for Rural Zones proposed for inclusion in Te Tai o Poutini Plan.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf">https://tpp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update Jackson Bay Port Zoning September 2021</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Outlines the issues around the Jackson Bay port area within the Jackson Bay settlement. Proposes a set of specific controls to support the port area and its development within the framework of the Settlement Zone - Coastal Settlement Precinct.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf">https://tpp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf</a>

<b>Title</b>	<b>Te Tai o Poutini Plan Technical Update Community Living Precinct October 2021</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	Outlines the issues around the Gloriavale community and the proposed Community Living Precinct. Proposes draft provisions for the precinct.
<b>Link to Document</b>	<a href="https://tpp.nz/wp-content/uploads/2022/01/Agenda-29-October-2021.pdf">https://tpp.nz/wp-content/uploads/2022/01/Agenda-29-October-2021.pdf</a>

## 2.2.2 Consultation and Engagement

Te Tai o Poutini Plan has been the subject of significant consultation and community engagement. Within that, the issues around rural areas and settlements have been the subject of targeted consultation alongside the overall TTPP consultation and engagement process.

Numerous one on one meetings were held with individual stakeholders during the Plan drafting, with multi-stakeholder workshops also held.

Specific meetings and workshops held were:

### Plan Development Phase

Monday 16<sup>th</sup> March 2020 Ross, Harihari, Whataroa and Franz Josef Drop in Sessions

Tuesday 17<sup>th</sup> March 2020 Bruce Bay, Haast and Hannah's Clearing Drop in Sessions

Wednesday 18<sup>th</sup> March 2020 Fox Glacier, Okarito and Kaniere Drop in Sessions

Friday 20<sup>th</sup> March 2020 Dobson and Ahaura Drop in Sessions

Saturday 21<sup>st</sup> March 2020 Kumara and Moana Drop in Sessions

Tuesday 22<sup>nd</sup> September 2020 Runanga, Barrytown, Punakaiki and Charleston Drop in Sessions

Wednesday 23<sup>rd</sup> September 2020 Karamea, Granity and Waimangaroa Drop in Sessions

Friday and Saturday 13<sup>th</sup> and 14<sup>th</sup> November 2020 date AgFest

Wednesday 28<sup>th</sup> October 2022 Agricultural Sector Workshop

### Draft Plan Consultation Phase

19 February 2022 – Karamea drop in

21 February 2022 – Agriculture Multi – stakeholder workshop

23 February 2022 – Arahura Marae drop in

24 February 2022 – multi-stakeholder developer and professional services interests

28 February 2022 – Franz Josef public meeting

1 March 2022 – Haast drop in, Fox Glacier drop in

11 April 2022 – Haast drop in, Te Tauraka Waka a Maui drop in, Okarito public meeting

12 April 2022 – Punakaiki drop in

13 April 2022 – Ngakawau drop in

14 April 2022 – Franz Josef public meeting

The draft TTPP was released for public feedback in January 2022 and there was some feedback provided on the Residential Zones Chapter. This chapter was amended following feedback as outlined in a report to the Committee on 29<sup>th</sup> March 2022.

<b>Title</b>	<b>Te Tai o Poutini Plan: Technical Report Feedback on the Draft Plan: Report to Te Tai o Poutini Plan Committee 29 April 2022</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	This report brings the feedback on the draft Plan and recommends amendments to the Plan in response to that feedback.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2022/03/TTPP-Agenda-29-March-2022.pdf">https://tppp.nz/wp-content/uploads/2022/03/TTPP-Agenda-29-March-2022.pdf</a>

The issue of subdivision minimum lot size in the General Rural Zone was the subject of significant feedback on the draft Plan. The chapter was amended following feedback as outlined in a report to the Committee on 29 April 2022.

<b>Title</b>	<b>Te Tai o Poutini Plan: General Rural Zone Subdivision and Density in the General Rural Zone Report to Te Tai o Poutini Plan Committee 29 April 2022</b>
<b>Author</b>	Lois Easton
<b>Brief Synopsis</b>	This report brings the feedback on the draft Plan around subdivision and residential density provisions in the general rural zone. It also looks at the issue of highly productive land and recommends amendments to the Plan in response to that feedback.
<b>Link to Document</b>	<a href="https://tppp.nz/wp-content/uploads/2022/04/TTPP-Agenda-29-April-2022.pdf">https://tppp.nz/wp-content/uploads/2022/04/TTPP-Agenda-29-April-2022.pdf</a>

### 2.2.3 Poutini Ngāi Tahu Advice

Te Rūnanga o Ngāti Waewae and Te Rūnanga o Ngāti Mahaki ki Makaawhio are the two papatipu rūnanga on the West Coast. They are collectively known as Poutini Ngāi Tahu. They have provided clear advice around their expectations in relation to provisions for rural land – and in particular the role of cultural landscapes within rural areas, and the importance of provision for papakāinga housing.

## 2.3 Operative District Plan Provisions

### 2.3.1 Buller District Plan

The Buller District Plan has two zones that cover the Rural Areas

- Rural Zone
- Paparoa Character Area

In addition, the Residential Zone also covers most of the small settlements within Buller, and the Scenically Sensitive Residential Zone applies at Punakaiki. Some areas of high value ecological land are also zoned Natural Environment Character Area – although most of this lies within the public conservation estate managed by DOC.

### Objectives and Policies

There is one Objective and three policies that relate to the Rural Zones:

*Objective 4.4.4.1. To ensure that the overall integrity and character of the rural environment and productivity of rural land resources is protected while enabling rural communities to provide for their social, economic and cultural wellbeing.*

*Policy 4.4.5.1. A wide range of compatible activities which do not individually or cumulatively adversely affect the sustainability of rural land resources shall be generally permitted to locate in the rural area.*

*Policy 4.4.5.2. Sustainable land management practices which maintain and/or enhance the productive values of soils and amenities and character of the rural area shall be encouraged and promoted.*

*Policy 4.3.18.3. To ensure that rural-residential development is either adequately serviced or capable of meeting its own requirements.*

*Policy 4.7.6.1 The subdivision, use and development of land in the coastal environment shall be tightly controlled within the Paparoa Character Area.*

### Rules

In the Rural Zone

- Permitted Activities are Residential, recreational, agricultural, exotic forestry or tourist related activities and network utilities with key performance standards being:
  - Setbacks from roads and internal boundaries, maximum gross ground floor area, building height, recession planes.
  - Maximum of two dwellings per site – but no minimum density requirements.
- Factory farming is a Restricted Discretionary Activity in the Rural Zone
- All subdivision within the Rural Zone that creates new allotments is also a Discretionary Activity.

In the Paparoa Character Area

- Permitted Activities are agricultural, forestry or residential activities and network utilities with key performance standards being:
  - No new buildings or vehicle tracks are constructed and no commercial forestry or shelterbelts
  - Setbacks from roads and internal boundaries, maximum gross ground floor area, earthworks, building height.
  - Maximum of two dwellings per site
- Constructing a new building or track or planting exotic trees is a Controlled Activity
- Activities not meeting Permitted or Controlled Activity Standards are Discretionary or Non-complying Activities
- All subdivision within the Paparoa Character Area that creates new allotments is also a Discretionary Activity

### 2.3.2 Grey District Plan

The Grey District Plan has three zones that cover the Rural Areas and Small Settlements:

- Rural Environment
- Rural Residential Environment
- Township Environment

### Objectives and Policies

There are four Objectives and ten policies that are relevant to the Rural Zones:

*Township Objective 17.3.1 The management of the resources in the townships in a manner that provides for the social and economic wellbeing of the people and communities without creating adverse effects*



*Rural Residential Objective 18.3.1 The management of resources in a manner that enables low-density development to be carried out without creating adverse effects*

*Rural Objective 19.3.1 The management of resources in the rural environment in a manner that enables people and communities to carry out a variety of activities while ensuring that the resource base is sustainable for future generations and maintaining the life supporting capacity and healthy functioning of ecosystems*

*Rural Objective 19.3.2 The retention of the character of the rural environment in which existing amenities include its openness and spaciousness, natural features and presence of indigenous vegetation.*

#### Township Policies

*Policy 17.4.1 Residential subdivision and development should ensure that the open appearance of the townships is retained.*

*Policy 17.4.2. A wide range of activities should be permitted within the townships, provided the adverse effects, particularly on the residential amenities of townships are avoided, remedied or mitigated having regard to the mix of uses present.*

*Policy 17.4.3. Development should provide for the disposal of sewage and stormwater in a manner that does not affect public health or water quality and provide an adequate and safe water supply.*

#### Rural Residential Policies

*18.4.1 Allotments should be of a sufficient area, and buildings set back and restricted in size in order to maintain amenities relating to open space and privacy.*

*18.4.2. Activities should be allowed provided they do not result in adverse effects relating to such matters as noise, vehicle movements and odour.*

*18.4.3. The economic and environmental costs of providing roading, water and sewerage infrastructure shall be taken into account.*

#### Rural Policies

*Policy 19.4.1 Activities should not significantly reduce the long-term potential or availability of the natural and physical resource.*

*Policy 19.4.2. New activities should not adversely impact on the operation of established activities provided that any effect generated by the established activity does not give rise to a nuisance that would not normally be expected in a rural working environment.*

*Policy 19.4.3. A wide range of activities are carried out in a manner that avoids, remedies or mitigates adverse effects, including those referred to in Policies 4 - 5.*

*Policy 19.4.4. Patterns of subdivision and development should ensure that the openness of the rural environment is retained. The bulk and location of structures should not effect the character of the rural area or affect the amenities of adjoining properties.*

*Policy 19.4.5. Activities should not adversely affect the amenities of the rural area or adjoining properties in terms of such matters as effluent disposal, noise, traffic generation, air emissions, odour, shading and visual impact.*

#### Subdivision

*Policy 13.6.1 Subdivision should provide for:*

*..... j) In the Residential, Rural-residential, Township and Commercial Environmental*

*Areas, the following:*

- i. Roads to a sealed standard*
- ii. Underground reticulation of services*
- iii. Kerb and channelling and sealed footpaths*

## Rules

Any activity that meets the performance standards in the three zones is a Permitted Activity.

Key Permitted Activity performance standards relate to:

- Residential density – Townships Net Site area 1000m<sup>2</sup> in unsewered areas and 500m<sup>2</sup> in sewered areas, Rural Residential Net Site area 4000m<sup>2</sup>, Rural Net Site area 1ha
- Building coverage
- Setbacks
- Recession planes
- Height of buildings and structures
- Building design and appearance (relocatable buildings)
- Township Environment: Non – residential activity hours of operation, maximum floor area and landscaping
- Rural Residential and Rural Environments: Non-rural activity hours of operation and maximum floor area

Where permitted activity performance standards are not met, the activity is a Discretionary Activity.

Subdivision is a controlled activity where the net site areas specified for residential density are met for the respective zone, otherwise it is a Discretionary Activity.

### 2.3.3 Westland District Plan

The Westland District Plan has three zones that cover the Rural Areas and Small Settlements:

- Rural Zone
- Small Settlement Zone
- Coastal Settlement Zone

In addition the Tourist Settlement Policy Unit – General Residential Zone applies at Fox Glacier, Franz Josef and Haast

#### *Objectives and Policies*

There are four Objectives and nine policies that relate to the Rural Zones:

*Objective 3.8.1 To avoid, remedy or mitigate adverse effects of land use activities on land and water resources.*

*Objective 3.8.2 To protect and maintain the productive potential of the higher quality soils in Westland District.*

*Objective 3.9.1 To identify, protect and enhance the distinctive Westland character of the District's settlements.*

*Objective 3.9.2 To provide for the "intermingling" of land use activities within Westland's settlements and towns, where this does not detrimentally impact on the amenities, health and safety of residents and workers*

*Policy 4.2.B The status and importance of historic and cultural settlements and parts of settlements should not be adversely affected by development.*

*Policy 4.3.B The unnecessary intrusion of urban activities into the rural environment should be avoided*

*Policy 4.3.C Subdivision for houses in the rural zone should not result in the creation of an unplanned new settlement.*

*Policy 4.3.D Any expansion of settlements beyond the current policy unit zone boundaries shall take into account the significant landscape and visual qualities of the area.*

*Policy 4.3.E. Any further subdivision or development within the coastal environment should be restricted to areas already significantly modified, or where located in relatively unmodified areas, where any adverse environmental impact can be satisfactorily mitigated.*

*Policy 4.7.B Landuse activities in the rural area should avoid, mitigate and remedy their adverse effects on adjoining landuses, the community and ecosystems.*

*Policy 4.7.D Subdivision for dwellings in the Rural zone should not be permitted where it will unreasonably restrict the operation of existing activities permitted as of right on adjacent sites.*

*Policy 4.10.D Development, within the coastal area should take place in modified areas such as existing settlements in preference to unmodified areas.*

*Policy 4.10.E Development in unmodified areas should only take place where the setting is integral to the development proposal and adverse effects can be avoided, remedied or mitigated.*

## Rules

### Small Settlement Zone

- Permitted Activities are any residential, recreational, commercial, industrial or agriculture activity that complies with the permitted activity standards for the zone. Key standards are:
  - Hours of operation (non-residential activities), gross ground floor area (non-residential activities), height, recession planes, residential density (minimum area per dwelling of 300m<sup>2</sup> except 4000m<sup>2</sup> in Kumara Junction Developments), Setbacks, Site coverage, Building length, minimum outdoor space, maximum number of workers not living on site (non-residential activities), indigenous forest retention (Kumara Junction), Development in accordance with a concept plan (Kumara Junction)
- Residential, recreational, commercial, industrial or agriculture activities that do not meet Permitted Activity standards are Discretionary Activities
- Any activity not Permitted or Discretionary is non-complying
- Subdivision is a Controlled activity where the minimum area for sewered sites is 300m<sup>2</sup> and for unsewered sites is 1000m<sup>2</sup> except that the minimum area for sites at Kumara Junction is 4000m<sup>2</sup>

There is a problem created by the provisions in that the residential density minimum is 300m<sup>2</sup>/dwelling regardless of sewerage status. This has created problems in some locations (e.g. Lake Kanierie) where the heavy soils require larger sites for onsite wastewater disposal. This is dealt with in the subdivision minimum lot size – whereby the minimum is 1000m<sup>2</sup> in unsewered areas, but the loophole whereby people can build a compliant dwelling and then seek a subdivision later is being exploited and causing problems with wastewater disposal.

### Coastal Settlement Zone

- Permitted Activities are any residential or recreational activity that complies with the permitted activity standards for the zone. Key standards are:
  - Gross ground floor area, height, recession planes, yards, site coverage, external storage, residential density of 300m<sup>2</sup> minimum area per dwelling
- Non-residential activities are a Discretionary Activity
- Any activity that is permitted but does not meet the permitted activity performance standards is a Discretionary Activity
- Any activity that is not Permitted or Discretionary is non-complying.
- Subdivision is a Controlled activity where the minimum area for sewered sites is 300m<sup>2</sup> and for unsewered sites is 1000m<sup>2</sup>

The same loophole around the difference between residential density minimum area/dwelling and subdivision minimum lot size in unsewered areas exists for the Coastal Settlement Zone.

### Rural Zone

- Permitted activities are any agricultural, existing residential, forestry below 1000m or recreational activity. Key standards are:
  - Buildings – maximum gross ground floor area of farm buildings, setbacks, maximum dwellings per site, height.
- Residential buildings are a Controlled Activity
- Any activity that is permitted but does not meet the permitted activity performance standards is a Discretionary Activity

- Any activity that is not Permitted or Discretionary is non-complying.
- Subdivision in the Rural Zone is a Discretionary Activity.

#### 2.3.4 Analysis of combined operative district plan approaches

Generally it is regarded that the rural settlement provisions across the three plans are working reasonably well. However the absence of a Rural Residential zone in Buller and Westland has caused significant issues around ad hoc development within the rural areas. This has created substantial changes in rural character and amenity, and is also resulting in reverse sensitivity issues.

In Grey, the very permissive nature of the Rural Environment Area rules have resulted in out-of-zone activities spilling out across the rural area around Greymouth, particularly industrial activities where low cost land has been the main driver of location. This has both undermined the viability of existing industrial areas (e.g. Kaiata Park) as well as degraded rural character and amenity in these locations.

While the Grey Plan provides very well for rural residential development, particularly south of Greymouth, the very small minimum lot size for controlled activity subdivision in the Rural Environment Area (1 ha) is also seen as being a significant issue. This has enabled rural lifestyle development (generally 1-4ha blocks) to establish very widely in some locations. This has resulted in some loss of rural character, but more significantly, reverse sensitivity issues arising with primary production activities.

Across the three districts, but in Westland and Buller in particular, the zoning provisions of the operative plans do not allow for growth of the small settlements. There is a need for rezoning to provide for settlement expansion.

The rural zones cover a very wide range of locations, and small settlement types across the West Coast. Across the three plans there are a total of eleven zones that apply to different parts of the rural areas. Consolidating these into a set of national planning standard compliant zones is a key challenge for TTPP.

## 2.4 Analysis of Best Practice – How Other Councils are Addressing the Same Issue

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

- New Plymouth Proposed District Plan
- Selwyn Proposed District Plan
- Timaru Draft District Plan
- Porirua Proposed District Plan
- Nelson Draft District Plan
- Central Hawkes Bay Proposed District Plan

These plans were chosen to determine what best practices were out there – particularly as relates to the new zones which were being investigated for use in TTPP. These plans were chosen because they are all second generation plans produced under the National Planning Standards.

In summary, the findings of the review were:

### *Residential Density*

Many district plans place a high emphasis on protecting rural land for primary production with zones that specifically seek to avoid residential development, they direct residential development into existing urban areas, or their immediate surrounds.

Overall there is a consistent theme, this being the need to provide for primary production as the dominant land use, and the need to protect the rural zone's rural amenity values. Residential development could significantly affect these aspects, especially through the rise of reverse sensitivity effects and the removal of land from productive uses.

### *Business within the rural zone*

All of the plans reviewed contain the intent of protecting the rural character and amenity values for primary production through limiting businesses operating in the rural area.

There is no consistency in the definition of "small scale" considered to be appropriate as a permitted activity and the definitions of activities vary across the plans.

Many plans also include one or more definitions to cover non-rural activities within a rural area that specifically service rural activity or are connected to the rural resource. Common terms include:

- Rural Industry or Rural Based Industrial Activity
- Rural Produce Manufacturing or Processing
- Rural Produce Retail or Rural Selling Place
- Rural Service
- Rural Contractor's Depot

### *Intensive Primary Production*

In all of the District Plans reviewed, the location of intensive farming is controlled. Setbacks of sensitive activities from intensive farming activities are also the norm. Activity status varies from restricted discretionary to non-complying activities. Setbacks are also normally applied in a range from 100 to 750m from residential dwellings, depending on the type of intensive farming activities. Setbacks requiring sensitive activities to locate away from intensive farming activities are also the norm – with setbacks ranging from 100 to 750m depending on the type of animal and stock numbers.

### *Rural Lifestyle Development*

Many other plans specifically provide for rural lifestyle development, and inclusion of the Rural Lifestyle Zone provided for in the National Planning Standards is common. Many plans acknowledge that sporadic rural lifestyle living is putting pressure on the rural environment and has resulted in fragmentation and reverse sensitivity issues between the competing activities of primary production and rural lifestyle living.

## 2.5 Summary of Issues Analysis

The key issues identified through the issues analysis are:

1. How to provide for productive land use and other complementary activities while ensuring the adverse effects on the rural environment do not result in incompatibility between different land uses.
2. How to provide for rural lifestyle development and the maintenance of rural communities while protecting rural character and amenity and avoiding issues of reverse sensitivity.
3. How to provide for commercial and industrial activities within settlements and rural areas so that they do not detract from the character and amenity of these areas.
4. How to manage development and redevelopment of rural settlements and communities while maintaining their distinctive character and amenity and recognising natural hazards.

## 2.6 Description of Proposed TTPP Provisions

### 2.6.1 Description of Rural Zones and the approach used for Zoning and Rezoning.

It is proposed to provide three rural zones within TTPP, and within those five different precincts. The individual zone names and descriptions generally reflect the national direction set out in the National Planning Standards.

1. Create a General Rural Zone that covers most of the rural land across the three districts combining the rural zones of the three operative plans. Within the General Rural Zone create two Precincts
  - Highly Productive Land Precinct that covers the main areas of highly productive versatile farmland.
  - A Community Living Precinct that covers the main Gloriavale Christian Community campus area at Haupri and the proposed campus location for the Gloriavale second site at Lake Brunner
2. Create a new Rural Lifestyle Zone and rezone areas for this land use in appropriate locations around the periphery of the main towns and where this land use has already become predominant.

3. Include the Westland Small Settlement, Coastal Settlement and Tourist Residential Zones, the Grey Township Zone, the Grey Rural-Residential Zone, the Buller Scenically Sensitive Residential Zone and residential zoned settlements in Buller outside of Westport and Reefton within one new Settlement Zone (national planning standards name) – but differentiate the various locations within a set of Precincts within the Settlement Zone. These Precincts are:
  - A Coastal Settlement Precinct covering the operative Westland Plan Coastal Settlement Zone areas and the Operative Buller Plan Scenically Sensitive Residential Zone areas
  - A Rural Residential Precinct covering the Operative Grey Plan Rural Residential Zone. There is also significant rezoning of rural areas around Hokitika, Westport and Greymouth proposed for this Precinct.
  - Settlement Centre Precinct covering those parts of the small settlements where a commercial centre is starting to develop.

The table below shows the new naming for the operative plan zones. Where multiple names have been recorded, the area to which the operative plan zone applies has been amended and there will be different segments within the proposed areas.

Operative Plan Zone	Proposed TTPP Zone
Buller Residential Zone	(outside of Westport and Reefton) Settlement Zone.
Buller Rural Zone	General Rural Zone
Buller Natural Environments Area	General Rural Zone (where not Public Conservation Land)
Buller Scenically Sensitive Residential	Settlement Zone – Coastal Settlement Precinct
Buller Papanoa Character Area	General Rural Zone
Grey Rural Environmental Area	General Rural Zone
Grey Township Zone	Settlement Zone
Grey Rural Residential Zone	Settlement Zone – Rural Residential Precinct
Westland Rural Zone	General Rural Zone
Westland Small Settlement Zone	Settlement Zone
Westland Coastal Settlement Zone	Settlement Zone – Coastal Settlement Precinct
Westland Tourist Policy Unit – Residential Zone	Settlement Zone

In addition there are new zones / precincts as follow:

- Rural Lifestyle Zone
- General Rural Zone – Community Living Precinct
- General Rural Zone – Highly Productive Land Precinct
- Settlement Zone – Settlement Centre Precinct

#### *Major Rezoning Areas*

##### *General Rural Zone – Highly Productive Land Precinct*

The areas that have been rezoned General Rural Zone – Highly Productive Land Precinct are as follows:

##### *Buller*

1. Karamea Valley river flats– rural land off Umere and Arapito Road. Also riverflats on the northern bank from Umere Road to the estuary
2. Oparara Valley river flats off Oparara Road and Kohaihai Road

3. Granite Creek Valley river flats off Granite Creek Road, Kongahu Swamp Road and Karamea Highway
4. Little Wanganui River flats off Captains Creek Road, Wangapeka Road, Glasseye Road and Karamea Highway.

*Grey*

1. Grey Valley riverflats from Stillwater to Ikamatua, including Ngahere – Nelson Creek riverflats, Ahaura - Ahaura River riverflats, Rough River riverflats, Aratau Road riverflats, Big River riverflats, Moonlight Creek riverflats
2. Arnold Valley riverflats to Moana
3. Deep Creek Road to Kotuktuku Road, Centra Road and Bell Hill Road
4. Lake Brunner Road – Beckers Road – Kangaroo Lake – Crooked River Riverflats
5. Rotomanu - Inchbonnie
6. Kumara – Inchbonnie Road – Orangipuku River riverflats
7. Heaphy Road – Haupiri River riverflats
8. Haupiri Road – Haupiri River – Ahaura River riverflats
9. Hohonu – Taramakau River riverflats

*Rural Lifestyle Zone*

The main areas where there has been rezoning to Rural Lifestyle Zone are as follows:

*Buller*

1. Karamea
2. Powerhouse Road
3. Caledonian Road
4. Utopia Road -Fairdown Road
5. Cape Foulwind
6. Charleston
7. Woodpecker Bay - Kaipatiki

*Grey*

1. Barrytown – Coast Road landward side Golden Sands Road to just past Scott Road– Tu Papaku Road – Prospector Place – Warren Road -Glen Road
2. Motukiekie – Nine Mile
3. Seven Mile Road Runanga to Rapahoe
4. Railway Terrace, Linop St, Gordon St, Buckley St, Reeves St Runanga
5. North Beach Road Cobden
6. Omoto Valley Road
7. Ahaura
8. Nelson Creek
9. Stillwater
10. Dobson
11. Rutherglen Road – Welshmans Road – Hayden Road – Gold Nugget Road – Marsden Road
12. Gladstone

13. Camerons – Camerons Road
14. Māori Creek Road
15. Moana - Ruru

*Westland*

1. Blue Spur Road – Jack Ward Road – Humphrey’s Gully – Two Mile Line Rd
2. Arthurstown Road
3. Seddons Terrace Road
4. Totara Valley Road, Woolhouse Rd Ross
5. Okuru
6. Neil’s Beach

*Settlement Zone – Rural Residential Precinct*

The main areas that have been rezoned Settlement Zone – Rural Residential Precinct are as follows:

*Buller*

1. Little Wanganui
2. Buller Road, Westport
3. Cape Foulwind
4. Charleston
5. Andersons Road, Reefton

*Grey*

1. Stillwater
2. Dobson – Kaiata Park
3. Runanga
4. Omoto
5. Paroa

*Westland*

1. Kumara
2. Kumara Junction
3. Keoghans Road
4. Blue Spur Rd – Brickfield Road – Cement Lead Road – Paddock Road – Hauhau Road
5. Ruatapu Road – Takutai Terrace
6. Woodstock
7. Ross
8. Harihari
9. Franz Josef
10. Neil’s Beach

*Settlement Zone – Settlement Centre Precinct*

The areas that there has been rezoning to Settlement Zone – Settlement Centre Precinct are as follows:

1. Market Cross, Karamea



2. Charleston
3. Blackball
4. Ross
5. Harihari
6. Haast

## 2.6.2 Description of Objectives, Policies and Rules

### *Strategic Objectives:*

The applicability/relevance of all the proposed Strategic Objectives will need to be considered for all development proposals requiring resource consent under the Proposed TTPP. Of particular relevance to the Rural Zones provisions are the following proposed Strategic Objectives.

*AG – 01 To maintain the productive value of versatile soils and agricultural land for current and future agricultural and horticultural uses.*

*AG – 02 To recognise the significance of agriculture to the West Coast economy, provide for agricultural development and innovation and enable the support industries and services needed to maintain agricultural viability within rural areas.*

*CR – 01 To build greater resilience in West Coast/Te Tai o Poutini communities and infrastructure, recognising the effects of climate change and the need to adapt to the changes associated with those effects.*

*MIN – 04 To ensure that new subdivision, use and development does not compromise existing mineral extraction activities, including through reverse sensitivity to effects such as dust, noise and traffic generation.*

*TRM – 01 To recognise the significance of tourism to the West Coast/Te Tai o Poutini economy by providing for sustainable tourism development while managing the adverse effects on the environment, communities and infrastructure. This includes:*

1. Supporting the development of visitor facilities and accommodation within and near existing settlements and communities and on public conservation land where appropriate;
2. Supporting the development of cycling and walking connections between tourism sites;
3. Providing for the development, maintenance and upgrading of supporting infrastructure;
4. Ensuring that visitor facilities are connected to existing services and infrastructure;
5. Managing the development and expansion of visitor activities and services so that the natural and cultural values, amenity and character of the West Coast/Te Tai o Poutini and its communities are maintained;
6. Promoting a sustainable approach to tourism and minimising the adverse effects, and in particular cumulative adverse effects, of visitor activities and services on cultural values and wāhi tapu, natural values, amenity and landscape;
7. Supporting Ngāti Waewae and Ngāti Māhaki o Makaawhio to exercise kaitiakitanga, and provide education about the cultural importance of maunga, other landforms, taonga and wāhi tapu to Poutini Ngāi Tahu and how to treat these areas with respect; and
8. Supporting Poutini Ngāi Tahu in expansion of their tourism and visitor activities to deliver better economic outcomes for the hapū.

### *Objectives and Policies*

The proposed TTPP contains six objectives for rural zones as follow:

*RURZ – 01 To provide for a range of activities, uses and developments that maintain the amenity and rural character values of the rural environment, while retaining highly productive land and rural activities, and supporting a productive rural working environment*

*RURZ – 02 To provide for low-density rural lifestyle living on the outskirts of settlements where this will support settlement viability and not lead to conflicts with productive rural land use or rural character*

*RURZ – O3 To maintain and enhance the distinctive rural character and amenity of West Coast/Te Tai o Poutini settlements while:*

- a. Allowing settlements to grow and adapt as economic activity changes;*
- b. Providing for commercial and industrial land uses in larger settlements where these landuses provide for local community and rural services*

*RURZ – O4 To support the expansion of existing settlements and necessary infrastructure in areas at low risk of natural hazards, and implement hazard management to reduce the risk where existing development is located in high risk locations*

*RURZ – O5 To support the use and extraction of mineral resources located within the rural environment, recognising that mineral resources are widespread, and that provided adverse effects are minimised and rehabilitation of land occurs following mineral extraction, mineral extraction can be appropriate in a range of locations*

*RURZ – O6 To ensure appropriate levels of infrastructure servicing for communities and development within rural areas, recognising that outside of settlements or major developments, on site infrastructure servicing is expected*

There are 28 policies that support these objectives:

The policies:

- Address how to manage rural amenity and character, recognising that this will change over time and that a range of activities should be enabled in rural zones
- Provide for growth and change to settlements and expansion of these into appropriate areas
- Provide for rural lifestyle development on the outskirts of towns and settlements
- Recognise the importance of highly productive land and versatile soils
- Outline the circumstances where non-rural activities are appropriate
- Support the function of tourism and visitor businesses
- Articulate the levels of infrastructure servicing appropriate in each of the zones
- Address issues of reverse sensitivity and how this should be managed
- Explicitly provide for papakāinga
- Provide a detailed policy framework for mineral extraction
- Recognise the importance of airfields and helipads as infrastructure that supports farming and recreation
- Provide, for each of the Precincts, a clear statement of expectations of purpose and how subdivision use and development should occur within that precinct.

### *Rules*

The following table outlines the rule status of different activities across the three rural zones.

<b>Activity</b>	<b>General Rural Zone</b>	<b>Rural Lifestyle Zone</b>	<b>Settlement Zone</b>
Agricultural, pastoral and horticultural activities	Permitted	Permitted	Permitted
Conservation Activities	Permitted	Permitted	N/A
Residential Activities	Permitted	Permitted	Permitted
Recreational Activities	Permitted	Permitted	

Papakāinga Developments	Permitted	Permitted	Permitted
Minor Structures	Permitted	Permitted	Permitted
Fences, Walls and Retaining Walls	Permitted	Permitted	Permitted
Relocated Buildings	Permitted	Permitted	Permitted
Residential Visitor Accommodation	Permitted	Permitted	Permitted
Home Business	Permitted	Permitted	Permitted
Emergency service facility	Permitted	Permitted	Permitted
Community Halls	Permitted	Permitted	Permitted
Community Facilities	Restricted Discretionary	Permitted	Permitted
Educational Facilities	N/A	Permitted	Permitted
Retirement Homes	N/A	N/A	Permitted
Retail Activities	N/A	N/A	Permitted
Intensive indoor primary production	Restricted Discretionary	Non-complying	Discretionary
Rural Industry	Restricted Discretionary	Non-complying	Restricted Discretionary
Non-rural activities	Restricted Discretionary	N/A	N/A
Commercial Activities	N/A	Discretionary	Permitted
Industrial Activities	N/A	Non-complying	Non-complying

Subdivision.	Controlled where Residential Density std for zone is met	Controlled where Residential Density std for zone is met	Controlled where Residential Density std for zone is met
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#### Performance Standards

Standard	General Rural	Rural Lifestyle	Settlement
Residential Density	1 unit/4ha except 1 unit/10ha Highly Productive Land Precinct	1 unit/ 1ha	1 unit/500m <sup>2</sup> serviced with 3 waters or 1 unit/1000m <sup>2</sup> where on site serviced  Except 1 unit/4000m <sup>2</sup> in the rural residential precinct
Minor Residential Units	Max 3 units/10ha site	1 unit/site	N/A
Maximum Gross Floor Area	N/A	350m <sup>2</sup>	350m <sup>2</sup> Except in the coastal settlement precinct <ul style="list-style-type: none"> <li>○ 200m<sup>2</sup> for total buildings on site</li> <li>○ New buildings no more than 100m<sup>2</sup> in ground floor area and additions add no more than 50m<sup>2</sup> ground floor area</li> </ul>
Site coverage	N/A	30%	40% Except <ul style="list-style-type: none"> <li>○ 60% in the settlement centre precinct</li> </ul>
Height	10m	10m residential buildings, 7m non-residential buildings	10m residential buildings, 7m accessory buildings except <ul style="list-style-type: none"> <li>○ 7m in coastal settlement precinct</li> <li>○ 12m in settlement centre precinct</li> </ul>
Setbacks	10m from road and internal boundaries,	10m from road and internal boundaries,	5m from road and any General Rural or Industrial Zone

	20m from State Highway	20m from State Highway	boundary and 1m from internal boundaries Except <ul style="list-style-type: none"> <li>○ 10m from road and 5m internal boundaries in the rural residential precinct</li> <li>○ No setback from road if verandah over footpath in settlement centre precinct</li> </ul>
Separation Distance – Commercial Livestock and residential building	50m	10m for poultry, 50m for pig keeping	10m for poultry, 50m for pig keeping

### *Definitions*

Definitions to support the rules are provided for: Agricultural, Pastoral and Horticultural Activities, Farm Quarry, Intensive Indoor Primary Production and Rural Industry.

### 3.0 Scale and Significance Evaluation

The level of detail undertaken for the evaluation of the Proposed TTPP provisions has been determined by an assessment of the scale and significance of the implementation of these provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions. In making this assessment regard has been had to the following, namely whether the provisions:

	Minor	Low	Medium	High
Degree of change from the Operative Plans				x
Effects on matters of national importance (s6 RMA)		x		
Scale of effects – geographically (local, district wide, regional, national)				x
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)				x
Scale of effects on those with particular interests, e.g. Tangata Whenua		x		
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?			x	
Likelihood of increased costs or restrictions on individuals, businesses or communities			x	

#### 3.1 Explanation Summary

The level of detail of analysis in this report is moderate-high.

The proposed changes to residential density has the potential for the most significant effect on most landowners. Changes to the underlying area density will result in a significant effect through potentially removing the development rights of landowners. These provisions have a high level of significance through the need to manage urban growth, protect rural primary production, maintain open space and amenity values, and have the potential to result in significant economic implications where a decrease in residential density is proposed.

Certain commercial and industrial activities are anticipated within rural areas, but potential adverse effects need to be carefully managed to ensure that primary production remains dominant and that the rural character and amenity values are not undermined.

Intensive Primary Production activities are rural production activities, and are anticipated within rural areas which provide a significant contribution to the district’s economy. However, given their more intensive nature, their ability to affect surrounding amenity values is greater than typical rural production activities. Therefore, it is important that intensive primary production is enabled within the plan, while ensuring that controls are in place to address the potential adverse effects.

## 4.0 Evaluation

### 4.1 Evaluation of Objectives

This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the Act. While not specifically required under section 32 of the RMA, it is appropriate to also consider alternative objectives to those currently included in the Proposed District Plan, so as to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA. The alternative considered is the existing objectives in the operative district plans.

Objectives	Appropriateness to Achieve the Purpose of the Act
<p><b>Existing Objectives</b></p> <p>Buller District Plan Objective:</p> <p><i>Objective 4.4.4.1. To ensure that the overall integrity and character of the rural environment and productivity of rural land resources is protected while enabling rural communities to provide for their social, economic and cultural wellbeing</i></p>	<p>The existing approach provides only a partially effective framework for maintaining rural character and amenity for the West Coast. In particular, it does not anticipate the scale or form of some of the developments or activities that have established over the life of the Operative District Plans, in the rural areas of the West Coast. They do not adequately signal the importance of rural character and amenity or clearly identify what values underpin the rural character that the Operative District Plans are seeking to manage. This has resulted in ad-hoc decisions being made without sufficient guidance about the outcome desired in respect of the rural area.</p>
<p>Grey District Plan Objective:</p> <p><i>Township Objective 17.3.1 The management of the resources in the townships in a manner that provides for the social and economic wellbeing of the people and communities without creating adverse effects</i></p> <p><i>Rural Residential Objective 18.3.1 The management of resources in a manner that enables low-density development to be carried out without creating adverse effects</i></p> <p><i>Rural Objective 19.3.1 The management of resources in the rural environment in a manner that enables people and communities to carry out a variety of activities while ensuring that the resource base is sustainable for future generations and maintaining the life supporting capacity and healthy functioning of ecosystems</i></p> <p><i>Rural Objective 19.3.2 The retention of the character of the rural environment in which existing amenities include its openness and spaciousness, natural features and presence of indigenous vegetation.</i></p>	<p>Decision-making on effects in relation to activities within the rural area and protecting elements of rural character need to improve in relation to giving clear guidance. The objectives are not aligned with current best practice and are more closely aligned with first generation district plans.</p> <p>The evolving nature of the activities 'traditionally' anticipated in rural areas has seen some areas become more intensely used and their rural character change. The face of the rural environment is changing and with that is the intensity and scale of development and activity in the rural area, which in some instances result in a range of adverse effects including effects on landform and the transport network as well as reverse sensitivity effects.</p> <p>The existing approach fails to address reverse sensitivity issues that inappropriate activity within the rural environment can give cause to as plans are out-of-date and have been left behind by the evolutionary nature of rural activities since they were originally drafted.</p>
<p>Westland District Plan Objectives:</p> <p><i>Objective 3.8.1 To avoid, remedy or mitigate adverse effects of land use activities on land and water resources.</i></p> <p><i>Objective 3.8.2 To protect and maintain the productive potential of the higher quality soils in Westland District.</i></p>	<p>In economic terms, the operative objectives do not amount to unjustifiable costs on any part of the community.</p> <p>The subject matter of the status quo objectives is not as clear as it could be, leading to a continued risk of the establishment of activities and buildings/structures that are not reflective of the</p>

<p><i>Objective 3.9.1 To identify, protect and enhance the distinctive Westland character of the District's settlements.</i></p>	<p>existing character and amenity of the District's rural environment. The objectives do not anticipate the intensity and scale of development and activity in the rural area, which in some instances result in a range of adverse effects, including effects on landform and the transport network, as well as reverse sensitivity effects.</p> <p>The objectives are generally less measurable than the proposed objectives and do not appropriately achieve the sustainable management purpose of the RMA.</p>
<p><b>Proposed TPPP Objectives:</b></p> <p><i>RURZ – O1 To provide for a range of activities, uses and developments that maintain the amenity and rural character values of the rural environment, while retaining highly productive land and rural activities, and supporting a productive rural working environment</i></p> <p><i>RURZ – O2 To provide for low-density rural lifestyle living on the outskirts of settlements where this will support settlement viability and not lead to conflicts with productive rural land use or rural character</i></p> <p><i>RURZ – O3 To maintain and enhance the distinctive rural character and amenity of West Coast/Te Tai o Poutini settlements while:</i></p> <ul style="list-style-type: none"> <li><i>a. Allowing settlements to grow and adapt as economic activity changes;</i></li> <li><i>b. Providing for commercial and industrial land uses in larger settlements where these landuses provide for local community and rural services</i></li> </ul> <p><i>RURZ – O4 To support the expansion of existing settlements and necessary infrastructure in areas at low risk of natural hazards, and implement hazard management to reduce the risk where existing development is located in high risk locations</i></p> <p><i>RURZ – O5 To support the use and extraction of mineral resources located within the rural environment, recognising that mineral resources are widespread, and that provided adverse effects are minimised and rehabilitation of land occurs following mineral extraction, mineral extraction can be appropriate in a range of locations</i></p>	<p>The overall approach is to recognise the importance of the rural area of the District both as a lifestyle choice location but also as a working environment on which a large proportion of the District's population is reliant. Given this, the approach is enabling of activities where their location in the rural area is important, so long as their associated effects are managed, albeit those emanating from the activity or any future activity establishing that may have sensitivities to such effects.</p> <p>The proposed objectives recognise the significance of the rural area of the District both as a lifestyle choice and working environment but seek to manage associated environmental effects. Particularly in respect to the status quo, they:</p> <ul style="list-style-type: none"> <li>○ Clearly identify values that comprise the District's rural character and what values proposals are being assessed against.</li> <li>○ Clearly establish that rural activities are to be the predominant land use, which is not a clear directive in the Operative District Plans.</li> <li>○ Are more enabling of technological change in rural land use practice and industry.</li> <li>○ Express specific outcomes about the management of sensitive activities to ensure continued efficient operation of anticipated rural activities.</li> </ul> <p>The proposed objectives give clear guidance to decision-makers about the significance of the rural area of the District both as a lifestyle choice and working environment. They are aligned with current best practice, though reflecting the West Coast's rural environment, in relation to second generation district plans.</p> <p>In economic terms, the proposed objectives are not anticipated to amount to unjustifiable costs on any part of the community.</p> <p>There is a relatively high level of certainty around the subject matter of the objectives, and a corresponding low risk of establishing the objectives as proposed.</p>



*RURZ – O6 To ensure appropriate levels of infrastructure servicing for communities and development within rural areas, recognising that outside of settlements or major developments, on site infrastructure servicing is expected*

The proposed objectives are clear, measurable and able to be implemented. Consistent with best practice the proposed objectives will help the Councils carry out their functions for the purpose of achieving the RMA's sustainable management purpose.

**Summary**

The proposed objectives are the most appropriate for achieving the purpose of the RMA as they provide clear statements of intent that define the anticipated environmental outcomes for the rural environment. They provide certainty about those outcomes for decision-makers, plan users and the community.

## 4.2 Evaluation of the Zoning for Rural Zones

Option	Benefits	Costs	Efficiency and Effectiveness	Risk of acting/not acting
<p><b>Option A: Modified Status quo</b></p> <ul style="list-style-type: none"> <li>- Have one rural zone that applies to all rural land across the West Coast with standardised provisions</li> <li>- Retain the various other zones and provisions across the three districts with no zoning changes</li> </ul>	<ul style="list-style-type: none"> <li>• Plan users and landowners are familiar with current provisions, resulting in reduced costs in understanding and complying with the Residential sections of the plan.</li> <li>• Does provide policy direction in relation to the amenity and environmental role played by the Rural Environment Area of the District and the anticipated continuance of that role.</li> <li>• Small lot rural subdivision can occur throughout the rural environment area for rural lifestyle living.</li> <li>• Cost savings to landowners with no or minimal additional compliance costs, processing delays or participation in plan process.</li> </ul>	<ul style="list-style-type: none"> <li>• Does not fully address ongoing productive use of the rural land resource.</li> <li>• Limited control of large-scale rural activity and industry or bulky buildings/structures associated with these activities.</li> <li>• Does not reinforce the outcomes identified in the objectives, such as:               <ul style="list-style-type: none"> <li>○ - rural uses should predominate;</li> <li>○ - identified character values should not be compromised; and</li> <li>○ - address reverse sensitivity.</li> </ul> </li> <li>• Provides limited policy direction and standards in relation to the development of land for rural activities and industry and therefore it is anticipated to have relatively higher regulatory and compliance costs</li> </ul>	<ul style="list-style-type: none"> <li>• The benefits of the current provisions are outweighed by the potential costs of not fully addressing demand and effects of rural activity and industry and this is not efficient.</li> <li>• The existing approach is not effectively or efficiently achieving the proposed objectives</li> <li>• The policy direction and regulatory approach in the Operative District Plans has led to uncertainty, inconsistent decision-making and lack of control over certain activities which would not be anticipated by the proposed objectives.</li> </ul>	<ul style="list-style-type: none"> <li>• The current policy framework lacks detail and specific direction on management of effects of development and activities in the Rural Environment.</li> <li>• The rules are not readily or effectively implemented and/or the Council's ability to manage certain effects is limited.</li> <li>• It is considered that the risk of acting on these provisions outweighs the risk of not acting. There is sufficient information not to act on this approach.</li> </ul>

	<ul style="list-style-type: none"> <li>• Gives landowners flexibility to use and develop properties for the most efficient purpose</li> <li>• Opportunity for affected parties to be involved in the resource consent process if proposed development does not comply with the rules.</li> </ul>	<ul style="list-style-type: none"> <li>• Ineffective consideration of adverse effects and poor quality environmental outcomes.</li> </ul>		
<b>Option B: Proposed Plan</b>	<ul style="list-style-type: none"> <li>• Continuation of productive use of the rural land resource.</li> <li>• Retains critical mass of farming industry within the Grey Valley – supporting key agricultural industries such as fertiliser supplies and Westland Milk Products</li> <li>• Retains use and potential of the most versatile soils on the West Coast for horticulture and farming use</li> <li>• Clear direction in the policy framework as to how the outcomes expected in respect of rural amenity and character of the RURZ will be achieved within the West Coast.</li> </ul>	<ul style="list-style-type: none"> <li>• Change in focus from the Operative District Plans with a new Rural Lifestyle Zone to protect the general rural zone for primary production and to focus rural lifestyle living within specific zones</li> <li>• There are some activities in the RURZ that have the potential to generate substantial effects. Some rural activities, including buildings, will have some degree of effect on the environment even though policy support is provided where they are managed through resource consent processes and conditions.</li> <li>• May potentially impact on some rural landowners' individual land use plans and relative to the status quo, these are less liberal</li> </ul>	<ul style="list-style-type: none"> <li>• The costs of the approach are outweighed by the benefits. Overall the policy and method approaches are efficient.</li> <li>• This approach addresses current issues, in particular providing appropriate assessment criteria to enable a complete assessment of possible environmental effects.</li> <li>• The approach achieves the proposed objectives in an efficient and effective manner by providing a balance between management of</li> </ul>	<p>The risk of not acting is that the rural land resource will continue to be fragmented and that pressure for "non-rural" uses on these lands will continue with adverse impacts on the continuing use of the land for primary production activities and on the rural character and amenity of the RURZ. The risk of not acting is therefore high.</p> <p>Overall, it is considered that there is sufficient information to act. The risks of not acting are outweighed by the benefits of acting.</p>

	<ul style="list-style-type: none"> <li>Standards provide certainty in terms of the level of effects that can be generated. This also benefits neighbours with protection from unreasonable impacts.</li> <li>The provisions identify those activities which have the potential to create reverse sensitivity</li> <li>It is anticipated that there will be similar compliance and regulatory costs to the status quo.</li> <li>Minimises the potential for new rural activities to adversely affect existing sensitive activities, thus reducing the need for monitoring and compliance determination, which reduces further compliance costs for the new activity and provides more certainty.</li> <li>Clear direction means that users of the Proposed TTPP will have upfront understanding of the provisions thus reducing the need for monitoring and compliance determination, which</li> </ul>	<p>as they relate land use to activities anticipated by the objectives, i.e. activity based rather than effects based.</p> <ul style="list-style-type: none"> <li>Activity lists with rules/standards may potentially limit some activities and development, particularly if they are not anticipated in the rural environment.</li> <li>The change in the policy direction in the short term, may result in higher compliance costs and associated time and uncertainty for landowners or developers involved in obtaining resource consents.</li> <li>Avoid ad hoc small lot within and fragmentation of the general rural zone</li> <li>Some primary production rural land may be lost through the change in zone from rural, to Rural Lifestyle Zone.</li> <li>A gradual change in character for the areas identified in the rural lifestyle zone and rural residential precinct may affect surrounding zones (residential or rural).</li> </ul>	<p>adverse effects and enabling appropriate activities to occur.</p> <ul style="list-style-type: none"> <li>The new Rural Lifestyle Zone with provisions is effective and efficient as it avoids ad hoc Lifestyle development which leads to fragmentation of rural production land, increased potential for reverse sensitivity limiting the ability for rural production activities to occur</li> </ul>	
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	<p>reduces further compliance costs.</p> <ul style="list-style-type: none"> <li>• Minimises the potential for new rural activities to adversely affect existing sensitive activities.</li> <li>• Gives effect to the “sustainable communities” policies of the RPS.</li> <li>• Provides certainty for communities as to the future level of change or development they can expect</li> </ul>			
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**Quantification**

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

Given the assessment of the scale and significance of the proposed changes above it is considered that quantifying costs and benefits would add significant time and cost to the s32 evaluation processes. The evaluation in this report identifies where there may be additional cost(s), however the exact quantification of the benefits and costs discussed was not considered necessary, beneficial or practicable.

**Summary**

The table above demonstrates that Option B (proposed approach) is the most appropriate method in managing the rural zones matters on the West Coast. The existing effects-based approach is not effective in providing for farming and other rural based activities and development, and managing their effects on the environment.

Rules and standards based on a permitted activity provide a high level of certainty that enable the operation and development of farming and other rural based activities, whilst also managing their effects on the environment.

The resource consent process is effective and efficient to assess proposals which extend beyond the parameters permitted by the standards or other activities which are not permitted. This process enables neighbours and other parties to participate where they may be affected by the proposal.

Retaining the existing rules and standards does not provide for appropriate activities or development, provide certainty, or manage the adverse effects on the environment.

## 5.0 Summary

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives provide certainty to all Proposed TTPP users on the outcomes expected for the Rural Zones, with a focus on maintaining and enhancing the rural amenity and character.
- The policies, rules, standards and other methods clearly implement the objectives, including by articulating a range of activities anticipated within the Rural Zones together with direction about the appropriateness of effects associated with those activities.

Overall, it is considered that the set of preferred provisions is the most appropriate given that the benefits outweigh the costs, and there are considerable efficiencies to be gained from adopting the preferred provisions relative to the alternatives considered. The subject matter of the provisions is well understood, and the risk of acting is low.