

Te Tai o Poutini Plan – Section 32
Evaluation
Report Nine Industrial Zones
Ngā Takiwā Ahumahi



Te Tai o Poutini
PLAN
A combined district plan for the West Coast

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Executive Summary

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

This section 32 evaluation report relates to the district's industrial areas, which comprise the General Industrial Zone and Light Industrial Zone. The provisions for industrial 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 are to be achieved, and a suite of rules to manage activities within each zone.

The three Operative District Plans identify a number of areas of Industrial Zones, and take a different approach to recognising different characteristics in terms of bulk and location of buildings, parking requirements, landscaping and general amenity. The Operative Plans allow industrial activities to establish in many rural locations across the West Coast, resulting in many industrial activities establishing 'out of zone' and 'bleeding' out of the towns into their fringes and beyond. Over the life of the Operative District Plans there have also been some implementation issues. The key resource management issues related to Industrial Zones are:

- Ensuring Industrial zoned land is prioritised for industrial land uses.
- Providing an adequate land supply for industrial activities.
- Managing the adverse effects of industrial activities.

The key changes for Industry in the Proposed Te Tai o Poutini Plan (TTPP) are:

- Consolidation of the three Operative District Plans industrial zones into two zones with objectives and policies that support their role, function and character
- Including most existing industrial areas within a General Industrial Zone which is focussed on providing for industrial activities and avoiding compromise by non-industrial (out-of-zone) activities
- Rezoning some significant areas of land to a General Industrial Zone, to provide for future industrial expansion
- Including some existing areas as well as some new locations within a Light Industrial Zone, which provides for a mix of industrial and trade retail activities.
- Provisions that ensure business or retail activity is limited in the General Industrial Zone so that the Commercial and Mixed Use Zones remain vibrant.
- Provisions recognising the Industrial Zones are employment zones requiring an appropriate level of amenity.
- Provisions to manage the adverse environmental effects generated by industrial activities, particularly at zone boundaries and near waterbodies.

The clear and simple planning approach of the Proposed Plan provides clear direction and certainty for Plan users and will improve outcomes for the Industry sector, including growth. A focus on reinforcing the role and function of industrial land will also maintain zone integrity and ensure adverse effects are managed appropriately.

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.

This report sets out the statutory and policy context for industrial areas, the key resource management issues, specific consultation and approach to evaluation on this topic to decide on the proposed provisions. The report also includes a review of the existing plan provisions and an evaluation of alternative methods to achieve the purpose of the Resource Management Act (RMA) in relation to the Industrial Zones topic.

1.1 Introduction to the Resource Management Issue

Development of the Industrial 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 industrial land use and development into the future.

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

The Industrial Zones are essential to well-functioning towns and settlements, providing locations for employment. The Infrastructure, Transport, Hazardous Substances, Contaminated Land Chapters and Port Special Zone have some overlap with the industry topic and may be relevant to the development of an industrial property.

1.2 Regulatory and Policy Direction

1.2.1 Part 2 of the RMA

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 Industrial Zones Chapter in response to the requirements in Part 2, including provisions aimed at:

- avoiding, remedying and mitigating the adverse effects of activities within these zones on the environment (section 5(2)(c));
- ensuring that the natural and physical resources of these industrial areas are used and developed efficiently (section 7(b)); and
- the amenity values and quality of these areas, as well as surrounding rural and residential areas are maintained and enhanced (section 7(c) and (f)).

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 s8 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 been consulted a 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 Industrial Zone issues and ensuring the ongoing operation and development of activities and facilities in this zone.

1.2.2 National Instruments

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

The NPS-UD came into effect on 20 August 2020. It recognises the national significance of urban environments and provides direction to decision-makers on planning for urban environments and seeks to establish well-functioning urban environments that respond to the changing needs of people, communities and future generations.

Objective 1 of the NPS-UD seeks that well-functioning urban environments enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Objective 4 seeks that urban environments are provided that, over time, develop and change in response to the changing needs of people and communities and future generations.

Policy 3 seeks to enable building heights and density of urban form commensurate with the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services or the relative demand for housing and business use in that location.

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 Industrial sections are the General Industrial Zone and the Light Industrial 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.

1.2.4 Regional Policy and Plans

Under Section 75(3)(c) of the RMA, TTPP must give effect to the Regional Policy Statement. The Regional Policy Statement (RPS) must also give effect to the NPS- UD, but no changes have occurred to the RPS to reflect the NPS-UD to date.

Nevertheless, the RPS does contain policies relevant to industrial development and sustainable urban environments.

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 towns 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 towns 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.

Chapter Eight addresses Land and Water and includes direction on how this interfaces with urban development through Policy 8.7 which states:

8.7 Encourage the coordination of urban growth, land use and development including the provision of infrastructure to achieve integrated management of effects on fresh and coastal water.

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

Industrial zones are the working places of towns. They are key to employment and the function of industry.

Originally industrial zones were often the location of “heavy” or more polluting activities – particularly around manufacturing, mining, processing and port related activities. Over time as the economy has changed, many heavy industries have moved to the main centres or offshore and the demand for heavy industrial sites in provincial areas has reduced.

- Modern industrial sites are often light industries mostly characterised by vehicle related industries, servicing, car sales yards, building depots, warehousing and distribution. Light industry generally has a higher demand for land – for storage, manufacturing, heavy vehicle loading and manoeuvring and parking areas.

As a result older industrial areas are often seen as less desirable for a business to locate and the demand is now for industrial land with good heavy vehicle access, and good visibility from an arterial road.

West Coast Industrial Locations

The main industrial zone locations in Buller are:

Westport

- Land adjacent to Westport Port - a brownfields industrial area with significant underutilisation
- Robertson/Derby St/Stafford Street area – largely utilised
- Two blocks of greenfields industrial areas at Sergeant’s Hill
- A large area of the former Holcim site that is no longer used for industrial purposes

Reefton

- Land adjacent to the Railway Line and Buller Road on the north edge of Reefton including the coal load out

Ngakawau

- Bathurst Resources coal load out area

The main industrial zone locations in Grey are:

Greymouth

- an industrial area between Blaketown, the port and the railway line characterised by heavier industry and processing activities. This includes an area identified in the CBD Redevelopment Plan as the Wharf Quarter.
- the port area with industries associated with fishing, coal and timber exports
- the area between Turumaha Street and Victoria Park – where Monteiths Brewery is located
- small industrial sites in Cobden, on the beachfront at Blaketown, and in the area by the Oxidation Ponds at Karoro –South Beach
- Kaiata Park greenfields industrial – mainly yard based light industrial
- Industrial yard based activities at Gladstone

In Grey settlements

- Industrial areas associated with Dobson, Stillwater and Rapahoe.

The main industrial zone locations in Westland are:

Hokitika

- East Town Belt Road/Stafford Road (Westland Milk Products) – largely utilised
- Hau Hau Road – largely utilised
- The Airport – poorly utilised due to location and restrictions placed on the land by the owners (Airport)

Because of the shortage of zoned industrial land in Westland there has been a lot of “out of zone” industrial activity establish over the last 20 years including:

- Franz Josef (Cron St)
- Ross
- Kaniere
- SH6 north of Hokitika

Functional and Operational Constraints of Industrial Activities

Due to the nature, scale and intensity of industrial land use activities, they can generate significant adverse effects on the environment. This includes effects on sensitive zones, such as adjacent residential zones and effects on sensitive features, such as waterbodies and wāhi tapu. Industrial activities use can also have significant impacts on the transport network.

Because the effects of industrial activities are greater than other land uses, their ability to locate in other zones, under the effects-based Operative Plans, is highly unlikely. This restricts industrial businesses to considering land within the Industrial Environment Areas only. There is a need to provide for and enable the efficient and effective functioning of industrial activities as they contribute to the economic and social wellbeing of the District. Yet the functional and operational constraints, and potential for adverse environmental effects, mean that careful consideration needs to be given to determining optimal locations for industrial zoning.

Key Issues

A highly productive industry sector is critical to the effective functioning of the West Coast. As industry is a large economic contributor to the community, it is vital to maintain the integrity of the sector. The resource management issues for industry on the West Coast are:

- Providing adequate land for industrial uses:
Together, land supply and the location of that land are critical in ensuring the industrial sector is supported. Land needs to be feasible, serviced, developable and connected to transport networks in order to meet the growing population’s demands.
- Managing the adverse effects of industry:
The operational and functional needs of industry mean that industry has the potential to generate significant adverse effects on the environment. The RMA directs the Committee to prioritise the preservation of the natural character of the environment, and maintenance and enhancement of amenity values and the quality of the environment. TTPP must provide for industrial activities and their contribution to social and economic wellbeing, while making sure appropriate safeguards are in place to protect the environment from their adverse effects.

2.2 Evidence Base – Research, Consultation, Information and Analysis

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:

Title	West Coast Industrial Land Assessment
Author	Lois Easton
Brief Synopsis	Identifies the main industrial zoned land across the three districts and identifies key issues in relation to that land.

Link to Document	https://tppp.nz/wp-content/uploads/2022/01/Te-Tai-o-Poutini-Plan-%E2%80%93-Industrial-Land-Assessment-Oct-2019.pdf
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Title	Te Tai o Poutini Plan Technical Update – Urban Objectives Report to Te Tai o Poutini Plan Committee 31 January 2020
Author	Lois Easton
Brief Synopsis	Outlines urban issues across the West Coast and proposes Objectives and Zones for the draft TTPP
Link to Document	https://tppp.nz/wp-content/uploads/2020/01/Agenda-31-January-2020.pdf

Title	Te Tai o Poutini Plan Technical Update – Urban Policies and Zone Rules Report to Te Tai o Poutini Plan Committee 31 January 2020
Author	Lois Easton
Brief Synopsis	Outlines urban issues across the West Coast and proposes Policies and approach to urban rules for the draft TTPP
Link to Document	https://tppp.nz/wp-content/uploads/2020/04/Postponed-March-meeting-agenda-for-April-2020.pdf

Title	Te Tai o Poutini Plan Technical Update – General Industrial Zone Rules Report to Te Tai o Poutini Plan Committee 25 August 2020
Author	Lois Easton
Brief Synopsis	Outlines the approach to the General Industrial Zone and proposes rules for this zone in the draft TTPP
Link to Document	https://tppp.nz/wp-content/uploads/2022/01/Te-Tai-o-Poutini-Plan-Committee-Agenda-13-August-2020.pdf

Title	Te Tai o Poutini Plan Technical Update – Draft Chapter Review Industrial Zones Report to Te Tai o Poutini Plan Committee October 2021
Author	Lois Easton
Brief Synopsis	Outlines the draft rules for the Light and General Industrial Zones.
Link to Document	https://tppp.nz/wp-content/uploads/2022/01/Agenda-29-October-2021.pdf

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 urban areas and settlements have been the subject of targeted consultation alongside the overall TTPP consultation and engagement process.

This commenced in 2019 with the identification of development stakeholders on the West Coast – local surveyors and planning firms, infrastructure providers, Development West Coast, Māwhera Incorporation, Regional Public Health and local businesses.

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

- 19 October 2019 – Westland growth and development workshop
- 20 October 2019 – Grey growth and development workshop
- 20 and 21st November 2019 – Buller growth and development workshops
- 18th March 2020 – Hokitika public meeting (general community)
- 19 March 2020 - Hokitika and Greymouth town centre drop ins and Greymouth public meeting (general community)
- 22 September 2020 – Westport public meeting (general community)
- 24 September 2020 – Reefton drop in and public meeting (general community)

Draft Plan Consultation Phase

- 22 February 2022 – multi-stakeholder infrastructure provider workshop
- 24 February 2022 – multi-stakeholder developer and professional services interests
- 21 February 2022 – Westport community public meeting (general community)
- 22 February 2022 – multi-stakeholder infrastructure provider workshop
- 22 February 2022 – Hokitika community drop in (general community)
- 24 February 2022 – multi-stakeholder developer and professional services interests
- 24 February 2022 – Greymouth community drop in (general community)
- 11 April 2022 – Hokitika public meeting (general community)
- 12 April 2022 – Greymouth public meeting (general community)
- 13 April 2022 – Westport public meeting (general community)

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

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

Schedule 1 Pre-notification Consultation

The RMA requires councils to undertake pre-notification consultation with those parties identified in Schedule 1, clause 3, during the preparation of a proposed district plan. These parties include:

- the Minister for the Environment;
- those other Ministers of the Crown who may be affected by the proposed plan;
- local authorities who may be so affected; and
- the tangata whenua of the area who may be so affected, through iwi authorities.

As a result of this consultation, written feedback was received from Department of Conservation, Department of Internal Affairs, Te Rūnanga o Ngāi Tahu and the Ministry for the Environment.

No specific feedback was provided on the Industrial zones topic.

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 provision for urban land – and in particular the role of cultural landscapes within urban areas, and the importance of recognition of these cultural landscapes and values within town centres and the design guidelines that supports them.

2.3 Operative District Plan Provisions

2.3.1 Buller District Plan

Objectives and Policies

The Buller District Plan has no specific objectives for industrial zones. It has one general objective in relation to the built environment as follows:

Objective 4.3.27.1. To facilitate the "intermingling" of land use activities within the District's settlements and towns to the extent that this is compatible with protection of amenity values and the sustainability of existing natural and physical resources in urban areas.

There are three relevant policies to the Industrial Zones topic.

Policy 4.3.28.2. The adverse effects of industrial and commercial operations, including noise, traffic, glare, shading, vibration, odour, effluent and waste emissions shall be minimised.

4.3.28.3. Industries with the potential for significant adverse effects shall be segregated from sensitive activities, for example, residential uses, health and educational institutes.

4.3.28.7. To achieve integrated development within Sergeants Hill Industrial Area, including addressing the effects of development through compliance with specific rules in Part 5.2.6 and the Concept Plan in Part 5.2.6.7.

Rules

There is one named Industrial Zone in the Buller District Plan – however the Cement Production Zone is a type of Heavy Industrial Zone, as is the Port Zone.

The Sergeant's Hill Industrial Area was added to the Buller District Plan by Plan Change – this zone has specific controls that provide greater restrictions and landscape and amenity requirements, more akin to a light industrial zone.

Industrial Zone Permitted Activities

- Any activity which complies with the standards listed below except dwellings.
- Network utilities, subject to compliance with Part 6 (Infrastructure).
- Performance Standards require:
 - No blasting shall occur outside the hours of 0800 to 1800 hours weekdays and 0900 to 1600 hours on weekends and public holidays.
 - 5m setback from roads, 10m rear and side boundary setbacks
 - Maximum building height 35m
 - Recession planes of 35 degrees from 2.5m above the boundary of any commercial or residential zone
 - Service and storage areas not visible from residentially zoned areas or any public road
 - Maximum site coverage 75%
 - No vibration outside of 8am – 6pm and 9-4pm
- In the Sergeants Hill Industrial Area standards vary in that:
 - 20m setback from SH67 and 5m setback from all other roads
 - Maximum building height is 20m
 - Development is required to be in accordance with the concept plan
 - At the time of industrial/commercial activity, development or subdivision there is a requirement to connect to Council wastewater and water reticulation at the developers cost.
 - planting and landscaping in accordance with the Concept Plan

- development of a stormwater disposal wetland

Where Permitted Activity standards are not met activities are either Discretionary or Non-complying.

Buller Plan Change 133-145

The Buller District Council released Plan Change 133-145 in 2016 as a package of plan changes relating to the rolling review of the Buller District Plan. This Plan Changes were not progressed beyond the notification stage, as by that time it was clear that the district plans on the West Coast/Te Tai o Poutini were going to be combined as a result of recommendations from the Local Government Commission. The plan changes proposed to replace the objectives and policies of the operative Buller District Plan with new objectives and policies.

Plan Change 139 of the suite provided proposed objectives and policies with the following being most relevant:

Objective: To provide for the efficient and effective operation and development of industrial activities in the industrial zones in a manner that maintains a standard of amenity appropriate to these areas and which will not compromise the amenity of adjoining areas.

Policy 1: To provide for a wide range of activities within the Industrial Zones which recognises future development of industrial activities, while ensuring an acceptable level of environmental quality and amenity within the Zones.

Policy 2: To impose performance standards on development and land use in the Industrial Zones that protects the amenity values of the commercial, residential and rural areas surrounding the Industrial Zones.

Policy 3: To restrict activities that may be incompatible with other industrial activities from establishing in the Industrial Zone to ensure the safe and efficient operation of industrial activities.

2.3.2 Grey District Plan

Objectives and Policies

There is one objective and four policies in relation to industrial areas in the Operative Grey Plan.

Objective 20.3.1 The efficient use of commercial and industrial areas including the port area, to serve the needs of the District in a manner that maintains a standard of amenity appropriate to the area and which will not compromise the amenity of adjoining areas.

Policy 20.4.1 Activities that could conflict with the efficient use of commercial and industrial areas should not be located in these areas.

Policy 20.4.2 Activities should not create adverse effects beyond the boundaries of the commercial and industrial areas particularly in respect of residential environments.

Policy 20.4.3 Activities in the commercial and industrial area should not be adversely affected by a shortfall in parking, loading or access.

Policy 20.4.7 7. Further industrial areas, particularly for the port should not be compromised by activities that could preclude use of that space.

Rules

There is one industrial zone – the Industrial Environmental Area which is used across the district. Rules for the zone are summarised below.

Permitted Activities

Any activity which complies with the standards listed below

- residential units where accessory to a commercial activity and have a 300m² minimum net site area
- setback of 4.5m from any residential environmental area boundary,
- maximum 20m height
- buildings don't project into any recession planes against a residential environmental area boundary

- outdoor storage should be screened from the road
- landscaping 2m deep along internal boundaries against residential areas
- parking loading and access requirements are met

Where activities don't meet Permitted Activity standards then they are a Discretionary Activity.

2.3.3 Westland District Plan

Objectives and Policies

The Westland District Plan does not have specific objectives or policies for industrial areas. There is one general objective and two general policies that are relevant to the topic.

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 4.4.A. The effects of activities which can have significant adverse effects on amenities and the well being of residents shall generally be avoided, remedied or mitigated.

Policy 4.4.B Noxious, offensive, and/or dangerous activities shall be segregated where there is potential to generate adverse effects on the environment.

Rules

Permitted Activities

Any activity which complies with the standards listed below

- Maximum height 15m
- Recession planes apply 2.5m above residential zone boundaries
- 3m setback against a residential zone boundary
- 25m max building length against a residential zone boundary
- 50m² minimum outdoor space per dwelling
- External storage screened by 1.8m fence where adjoins a residential zone boundary or a public open space

Where performance standards are not met then activities are Discretionary or Non-complying.

Dwellings are a Discretionary Activity.

2.3.4 Analysis of combined operative district plan approaches

The operative district plans approaches are considered to be generally working well. Many aspects of the rules of the three plans are quite similar making a harmonised set of provisions relatively simple. Within Westland District the main issue is that there is a shortage of industrial land, and that rezoning is needed. It is recognised however that there would be a benefit to having an additional Light Industrial Zone with a greater mix of industrial and yard based commercial uses. This is particularly desired in Westland because some types of commercial activities are not wanted in the town centre. A Light Industrial Zone could provide for those uses. A Light Industrial Zone would also help address the issues with reverse sensitivity effects against residential dwellings. The compact nature of Hokitika does mean that industrial zoned land is directly adjacent to housing with long established industries such as Westland Milk Products. A Light Industrial Zone could be a useful buffer between the General Industrial Zone and residential areas.

In Grey, the slow uptake of the industrial zone at Kaiata Park is also a concern of the landowner, who sought rezoning for some of the block for residential use. In order to ensure sufficient forward supply of industrial land, additional area around Kaiata Park is proposed for rezoning.

In Buller, the appropriate zoning and use for the former Holcim site is a key issue. Where the cement works was located is contaminated land and an industrial zone is appropriate, the wider site is very large, and, as it is relatively low risk from natural hazards, use of some of the land for rural residential or settlement purposes is considered appropriate. The old Cement Works Zone was effectively a Heavy Industrial Zone, but now that it is no longer there, a Light Industrial Zone for the former cement works site is considered more appropriate.

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:

- Christchurch, Auckland, Porirua, New Plymouth, Selwyn and Timaru in relation to: the provision for multiple industrial zones; interfaces with non-industrial zones; and environmental quality requirements.

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.

In summary, the findings of the review were:

- All plans reviewed contained activity-based controls setting out the types of activities permitted in industrial areas. Most Plans reviewed do not permit residential activities within industrial areas and also limited commercial activities.
- Most Plans reviewed include controls on built form such as height limits, recession plane requirements at adjoining residential property boundaries, requirements for stormwater treatment, and landscaping.
- The Operative District Plans’ approach to managing the interface between industrial and residential land is not significantly out of step with that of other councils.

2.5 Summary of Issues Analysis

Generally the industrial zone rules in the three operative plans are assessed as working quite well, and the main matter is harmonisation of provisions. It was identified that addition of a Light Industrial Zone – where yard based commercial activities were acceptable, would be of benefit. It was also identified that more industrial zoned land is needed – particularly in Westland and around Kaiata Park in Grey.

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.

	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		x		

documents? Does it involve effects addressed by other standards/commonly accepted best practice?				
Likelihood of increased costs or restrictions on individuals, businesses or communities			x	

3.1 Explanation Summary

The degree of change from the Operative District Plans is medium, considering:

- The Industrial Zones provisions are specific to the industry sector and control development and activities within this sector. The substantial change from the Operative Plans is the addition of a new Light Industrial Zone and the rezoning of some areas across the West Coast to provide for additional industrial use.
- The proposal relates only generally to one s.6 matter of national importance being; (a) the preservation of the natural character of ... rivers and their margins, and the protection of them from inappropriate subdivision, use, and development. Some Industrial Zone areas are adjacent to rivers and streams and specific standards for setback and planting are proposed in the zone chapter.
- The following Section 7 other matters are relevant; (b) the efficient use and development of natural and physical resources, (c) maintenance and enhancement of amenity values, and (f) maintenance and enhancement of the quality of the environment. These matters have been reflected in the restriction of activities within the zone, amenity controls within the zone and where sensitive features or zones adjoin the Industrial Zones.
- The geographic scale of effects applies to those who are undertaking industrial activities or those who are experiencing the effects of industrial activities.
- The scale of effects on people and special interest groups is moderate. The rules will be more directive with the aim of protecting functionality, productivity and amenity of the Industrial Zones and although there may be an increase in resource consents, these will generally be limited to those activities that are likely to generate adverse effects on the environment. The effects on Tangata whenua are moderate and relate predominantly to potential effects on the cultural and natural values of waterbodies. There are also several sites of significance to Māori within the Industrial Zones.

Overall, it is considered that the scale and significance of the proposal is medium. The level of detail in this report corresponds with the scale and significance of the environmental, economic and cultural effects that are anticipated from the implementation of the Industrial Zone provisions.

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.

Objectives	Appropriateness to Achieve the Purpose of the Act
<p>Existing Objectives:</p> <p><i>Buller District Plan Change 139 Objective:</i></p> <p><i>Objective To provide for the efficient and effective operation and development of industrial activities in the industrial zones in a manner that maintains a standard of amenity appropriate to these areas and</i></p>	<p>The objectives of the Operative District Plans are not currently achieving the purpose of the RMA nor giving effect to the NPS-UD.</p> <p>The Westland Objective provides no clear guidance on outcomes sought for industrial areas, and</p>

<p><i>which will not compromise the amenity of adjoining areas.</i></p>	<p>encourages out-of-zone activities to establish both in and outside of industrial areas.</p>
<p><i>Grey District Plan Objective:</i> <i>Objective 20.3.1 The efficient use of commercial and industrial areas including the port area, to serve the needs of the District in a manner that maintains a standard of amenity appropriate to the area and which will not compromise the amenity of adjoining areas.</i></p>	<p>The Buller Plan Change 139 and Grey District Plan objectives are better in that they focus on efficiency and amenity of industrial areas and provide a useful basis to develop new objectives for the combined plan.</p>
<p><i>Westland District Plan Objective:</i> <i>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</i></p>	
<p>Evaluation of Alternative Option</p>	<p>Appropriateness to Achieve the Purpose of the Act</p>
<p><i>Proposed TPPP Objectives:</i> <i>Industrial Zones Chapter</i> <i>INZ – O1 To provide for the efficient and effective operation and development of industrial activities in the INZ - Industrial Zones in a manner that maintains a standard of amenity appropriate to these areas and does not compromise the amenity of adjoining areas</i></p> <p><i>INZ – O2 To encourage new industrial development to locate within INZ - Industrial Zoned land, and where new land is proposed for industrial zoning or uses ensure that this development maximises the efficient use of existing infrastructure and where such infrastructure does not exist, the development of new infrastructure to the standards required by the Council and Te Tai o Poutini Plan.</i></p>	<p>These objectives support the Strategic Objective UFD -O1 Urban Form and Development. They recognise the importance of the industrial zones within the West Coast and set a framework for the zone hierarchy developed within the Plan.</p> <p>Broadly the objectives:</p> <ul style="list-style-type: none"> • Align with the strategic directive for urban development • Manage character and amenity issues within industrial areas. • Increase the opportunity for redevelopment and revitalisation. • In economic terms, the proposed objectives are not anticipated to amount to unjustifiable costs on any part of the community. • 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. • The proposed objectives are clear, measurable and able to be implemented within the ambit of Council's powers, skills and resources. <p>The objectives will sustain the potential of physical resources for current and future generations, and maintains and enhances amenity values and quality of the environment. The objectives will achieve the purpose of the RMA.</p>
<p>Summary</p> <p>The proposed objectives have been selected because they are considered the most appropriate for achieving sustainable management in relation to the West Coast's industrial areas. They address the identified resource management issues, give effect to the relevant statutory requirements,</p>	

assist with achieving the Strategic Objectives and do not lead to unreasonable costs. The objectives seek to provide clear direction about the purpose and function of the industrial zones within the district and how they relate to each other.

4.2 Evaluation of Policies and Rules in relation to Industrial Zones

4.2.1 Description of the Proposed Provisions and Approach used for Zoning and Rezoning

It is proposed to have two specific industrial zones – a General Industrial Zone and a Light Industrial Zone. The General Industrial Zone will mostly cover the existing industrial areas across the West Coast, and some new identified areas. The Light Industrial Zone will predominately be for newly zoned areas, or where there is residential located nearby and a higher degree of amenity is needed. The following table summarises the rezoning:

Location	Operative Plan Zone	Proposed TTPP Zone
Buller		
60-70 Oparara Road Karamea	Rural Zone	General Industrial
SH 67 Part Lot 3 DP 6628 Sergeant's Hill, Westport	Industrial Zone	Light Industrial
118 SH67 Sergeant's Hill, Westport	Sergeant's Hill Industrial Zone	Light Industrial
Area bounded by Robertson Rd, Derby St, Stafford St and McKenna Road	Industrial Zone	General Industrial
Former Cement Works Site – bounded by McKay Road and Cape Foulwind Road	Cement Production Zone	Light Industrial
Elizabeth St/Hattie St/ 9-27 SH69, Reefton	Mix of Industrial and Rural Zone	General Industrial
Area bounded by Country Rd, Gaddons Rd and SH69, Reefton	Rural Zone	Light Industrial
Railway Siding Ikamatua	Rural Zone	General Industrial
Grey		
2431 SH7 Ngahere		General Industrial
Area between Stillwater Road and Taylorville Road adjacent to railway ("inland port") Stillwater	Industrial Environmental Area	General Industrial
99-139 Arnold Valley Road, Stillwater	Industrial Environmental Area	Light Industrial
944-948 SH7, Dobson	Industrial Environmental Area	Light Industrial
1-10 Taupo Terrace. Dobson	Industrial Environmental Area	General Industrial
Kaiata Park	Kaiata Park Industrial Environmental Ara	Mix of General Industrial and Light Industrial
434 SH7, Kaiata	Rural Environmental Area	Light Industrial
Part of 304 Omoto Road, Kaiata	Rural Environmental Area	Light Industrial

Turumaha St Industrial Area, Greymouth	Industrial Environmental Area	General Industrial
Preston Rd – Boundary St Industrial Area, Greymouth	Industrial Environmental Area	Mix of General Industrial and Light Industrial Zone
Blake St Industrial Area, Blaketown, Greymouth	Industrial Environmental Area	General Industrial Zone
Marsden Rd Industrial Area, Boddytown	Rural Environmental Area	Light Industrial Zone
Jacks Rd to Hewlett Rd Industrial Area, Paroa	Industrial Environmental Area except 42 Jacks Road Residential Environmental Area	General Industrial Zone
Osmond Rd Industrial Area, Gladstone	Industrial Environmental Area	General Industrial Zone
763 Main South Road, Gladstone	Industrial Environmental Area	General Industrial Zone
Westland		
West Drive	Rural Zone	General Industrial Zone
286 Kumara Junction Highway, cnr Keoghan’s Road	Rural Zone	Light Industrial Zone
134, 140 Kumara Junction Highway incl. Silver Fern Farms	Rural Zone	General Industrial Zone
63-91 Kumara Junction Highway, Hokitika	Rural Zone	Light Industrial Zone
Bert Mercer Drive/Airport Industrial Area	Industrial/Commercial Zone	General Industrial Zone
Hauhau Road Industrial Area	Industrial/Commercial Zone	Light Industrial Zone
Westland Milk Products	Industrial/Commercial Zone	General Industrial Zone
70 Livingstone St Hokitika	Residential Mixed Zone	Light Industrial Zone
13-27 Town Belt East Road, 2-40 Kaniere Road	Small Settlement Zone	General Industrial Zone
Lot 3 DP 2887, Kaniere (behind West Roads)	Rural Zone	General Industrial Zone
267 Kaniere Road, Kaniere (West Roads)	Rural Zone	Light Industrial Zone
Ruatapu Industrial Area	Small Settlement Zone	General Industrial Zone
Ross Industrial Area/Woolhouse Road	Rural Zone	General Industrial Zone
Harihari Substation Wanganui Flat Road	Rural Zone	General Industrial Zone
117 Cron St Franz Josef	Tourist Zone	Light Industrial Zone

In terms of policies, there are eleven policies that:

- Support new industrial areas locating in areas where they support the efficient use of infrastructure
- Identify locations where industrial areas are inappropriate
- Require appropriate infrastructure to service industrial areas
- Focus the development of industrial activities into industrial zones
- Provide for a range of compatible activities in industrial zones
- Identify activities that are inappropriate in industrial zones including residential activities
- Recognise the gateway industrial areas into towns should have a higher degree of visual amenity
- Promote the relocation of out-of-zone industrial activities into industrial zones
- Require the careful management and treatment of stormwater from industrial sites

The rules for the two industrial zones are summarised in the table below

Activity	General Industrial Zone	Light Industrial Zone
Industrial Activities and Industrial Buildings	<p>Permitted with the following standards:</p> <ul style="list-style-type: none"> • Max height 20m • Max site coverage 80% • Setbacks 10m from state highways, 5m from other roads, rail corridor or residential/open space/settlement zones • Screening of external storage • No offensive dust nuisance • Blasting restricted to 8-6pm weekdays and 9-4pm weekends and public holidays • Stormwater treatment required • 35° recession plane against residential/open space or settlement zone boundary • 2m width Landscaping requirement for road frontage and side boundary against residential, open space or mixed use zone 	<p>Permitted with the following standards</p> <ul style="list-style-type: none"> • Max height 12m • Max site coverage 60% • Setbacks 10m from state highways, 5m from other roads, rail corridor or residential/open space/settlement zones • Screening of external storage • No offensive dust nuisance • Blasting restricted to 8-6pm weekdays and 9-4pm weekends and public holidays • Stormwater treatment required • 35° recession plane against residential/open space or settlement zone boundary • 2m width Landscaping requirement for road frontage and side boundary against residential, open space or mixed use zone
Minor Structures, Fences Walls and Retaining Walls	Permitted	Permitted
Commercial Activities	Permitted – retail activity the lesser of max 250m ² or 25% of Gross Floor Area	<p>Permitted – where are</p> <ul style="list-style-type: none"> • Motor vehicle sales yards • Service stations • Trade retail and trade suppliers • Drive through restaurants • Convenience stores, restaurants, cafes and takeaway food outlets with a max area of 250m²

Ancillary Residential Activities	Permitted 1 unit/site	Permitted 1 unit/site
Emergency Service Facility, Carparking Lots and Buildings, Trade and Industry Training, Community Corrections Activity, Gymnasium and Public Transport Facility	Permitted	Permitted
Agricultural, pastoral and horticultural activities	Permitted	Permitted
Aquaculture	Permitted	Permitted

Where Permitted Activity standards are not met minor transgressions of the standards require a Restricted Discretionary Activity consent, but most matters require a Discretionary Activity consent. Activities not provided for in another Rule in the zone are Non-complying Activities

4.2.2 Evaluation of Policies, Rules and Methods for Industrial Zones

Option	Benefits	Costs	Efficiency and Effectiveness	Risk of acting/not acting
<p>Option A: Modified Status quo</p> <ul style="list-style-type: none"> - Have one industrial zone that applies to all industrial land across the West Coast - Standardise the provisions across the three districts - Do not identify any new areas for industrial zone <p>This option is not recommended</p>	<ul style="list-style-type: none"> • Plan users and landowners are familiar with current provisions, resulting in reduced costs in understanding and complying with the industrial sections of the plan • Bulk and location rules standards (e.g. setbacks, noise controls) provide some level of certainty in terms of the level of effects that can be generated. This benefits landowners undertaking activities or constructing new buildings wanting to maximise use of their land, and protect neighbours from unreasonable impacts. 	<ul style="list-style-type: none"> • Limited policy guidance, direction or emphasis on amenity or infrastructure requirements resulting in varied outcomes • In Hokitika, Reefton and in a range of small settlements there are limited industrial land options and the demand for industrial development will continue on an ad hoc basis – providing little certainty for rural and residential residents on the edge of towns. 	<p>Monitoring shows that the existing approach is not effectively or efficiently achieving the purpose of the RMA.</p> <p>Due to limited policy guidance, lack of integration between planning and design, the status quo delivers varying amenity outcomes. Further, the lack of direction in the plan leads to inconsistent decision making and lack of control over certain activities.</p> <p>Therefore, this option is not considered to be the most efficient, effective or appropriate option to achieve the objectives.</p>	<p>The current policy framework lacks detail and specific direction on management of effects of development and activities in commercial areas.</p> <p>The rules are not readily or effectively implemented and/or the Councils’ ability to manage certain effects is limited.</p> <p>If the proposed policy approach is not undertaken now, the risk of not acting is that development may occur on an ad hoc basis which could lead to a reduction in environmental quality and adverse character and amenity outcomes.</p> <p>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.</p>
<p>Option B: Proposed Plan</p> <p>Two Industrial Zones - one a “pure” industrial zone, and one that provides for a</p>	<ul style="list-style-type: none"> • Clear direction means that Plan users and landowners will have reduced costs in understanding and 	<ul style="list-style-type: none"> • Industrial focused zone and rules may reduce the influence which the market has over deciding where 	<p>This approach is effective and efficient as the current or likely future land use will be recognised. It will allow</p>	<ul style="list-style-type: none"> • The risk of acting on these provisions is that while the Committee has identified the key resource

<p>mixed industrial and car/yard/trade based commercial activities</p> <p>Rezoning some zoned land for General and Light Industrial Zones.</p> <p>Include focussed provisions that support the appropriate development and redevelopment of industrial land while retaining amenity within and adjacent to the zone.</p> <p>This is the recommended option.</p>	<p>complying with the industry provisions of the Plan, and lead to efficient and consistent decision-making.</p> <ul style="list-style-type: none"> • Certainty for developers with regard to process, matters to be considered, and likelihood of approval. • Certainty for neighbours that development on adjacent sites will be compatible with the role, function and predominant character of the zone, and not give rise to reverse sensitivity effects. • The matters of control and discretion accurately reflect consideration of the full range of likely adverse effects from the development, which provides Council with greater control, proper assessment, and improved and effective management of activities establishing on industrial land. • Provides for industrial development in small settlements as well as around the main towns to support economic activity across the West Coast. • Will reduce the need for ad hoc locations of industrial activities in rural areas – 	<p>different land uses should locate.</p> <ul style="list-style-type: none"> • Rules and standards will limit some activities and development (e.g. expansion into general retailing). • A potential increase in costs for those with out-of-zone businesses looking to establish in the Industrial Zones. 	<p>industrial development to proceed in a manner with an appropriate assessment of environmental effects.</p> <p>Rules and standards are considered effective in that they clearly set out what is allowed to occur and what requires resource consent.</p> <p>They effectively outline requirements for activities and development taking into account the expectations, characteristics and values of industrial areas. Rules and standards are considered efficient and effective as they provide a high level of certainty to landowners, residents, neighbours, the community and Councils about the nature and level of activities and development allowed.</p> <p>This option is considered to be the most efficient and effective to achieve the objectives.</p>	<p>management issues and considers that this approach is most effective to achieve the objective, it has received limited quantifiable feedback from the community.</p> <ul style="list-style-type: none"> • The risk of not enacting these changes is that the West Coast's industrial sector will continue to be eroded through the establishment of out-of-zone activities. • Ultimately this will undermine the integrity, role and function of the Zones, which will expose the district to a large amount of economic risk, and undermine the vibrancy and viability of the commercial centres which are adjacent to where these activities are anticipated. • Would also result in a further degradation of rural character and amenity as industrial activities continue to locate in rural areas on an ad hoc basis. • Meets the NPS – UD requirements to provide adequately for growth and demand for business land.
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	supporting rural character and amenity			<ul style="list-style-type: none"> Overall, it is considered that there is sufficient information to act, and that risks of not acting are outweighed by the benefits of acting
<p>Quantification</p> <p>Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified. 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.</p>				
<p>Summary</p> <p>The above table has demonstrated that Option B is the most appropriate method for ensuring that industrial development and activities result in a resilient industrial sector with a clearly defined role and function while maintaining the predominant character and amenity of the area and minimising adverse effects on the environment.</p> <p>Accordingly Option B is recommended and best meets the requirements of section 32 of the Resource Management Act as it represents the most appropriate means of achieving the industrial objectives of Te Tai o Poutini Plan.</p>				

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 and policies provide direction and certainty to Plan users on the outcomes expected in the industry sector. There is a focus on reinforcing the role and function of industrial land to ensure that zone integrity is maintained through development and adverse effects are appropriately managed.
- The rule framework enables appropriate discretion to be placed on out-of-zone activities to ensure that reverse sensitivity matters are minimised and managed. They allow control to be placed on adverse effects of industry in relation to zone boundaries and sensitive features in the landscape (e.g. waterbodies).
- The rezoning of additional land for industrial purposes – with a light and general industrial zone provides for the range of activities that are anticipated to arise within the life of the Plan and is consistent with the requirements of the NPS – UD.

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. The risks of acting are also clearly identifiable and limited in their extent.