

TIMARU



DISTRICT COUNCIL
Te Kaunihera ā-Rohe
o Te Tihi o Maru



YOUR PLAN OUR FUTURE
TIMARU DISTRICT PLAN REVIEW

General Industrial & Port Zone S.32

May 2022



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LAND USE PLAN

Timaru District Council

Section 32 Report

District Plan Review

General Industrial Zone and Port Zone

May 2022

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1 Introduction

The Industrial Zones topic is focussed on the management of industrial land use activities within the Timaru District. Under the Operative District Plan industrial zones are located at the Port of Timaru, Redruth and Washdyke. Smaller pockets of industrial zoned land are located at Pleasant Point, Geraldine, Temuka and Winchester. Activities in the industrial area vary in scale and type. From small-scale trade supplier and workshops to large-scale international factories and landfills. There are also a few residential properties scattered through the zone. Properties in the industrial area are characterised with bulky and dull industrial buildings, minimum landscape, and high building and impermeable surfaces coverage. All industrial areas are easily accessible with well-constructed and sealed roads.

The Operative District Plan recognises and provides for two distinct industrial zones, 'light' and 'heavy' industrial zones. With the exception of offensive trades, there is no clear distinguish of types of industrial activities provided in these two zones. However, there are noticeable more trade supplier businesses along main traffic routes.

This S.32 report also covers the General Industrial Zone (GIZ) and also the Special Purpose Port Zone (Port Zone). The Port Zone is covered in this particular section 32 as:

- comments from submitters seeking the Port Zone were made in response to the draft GIZ zoning of the Port;
- the proposed Port Zone contains many industrial activities; and
- the proposed Port Zone is based on the GIZ provisions.

1.1 Community / Stakeholder / Iwi Engagement

Three main issues were identified by the Council for the purposes of consultation with the community. Feedback received on those is summarised below, as well as other matters raised by the community:

1.1.1 Approach of Heavy and Light Industrial Zones

- Support for heavy industry zoning as this type of activity industry can give rise to amenity issues particularly where sensitive land uses are located nearby.
- Flexibility sought of where industry could establish.
- Both support and opposition in terms of giving 'heavy' or 'wet' industry priority over light industrial activity.
- Suitable land areas with necessary infrastructure for 'wet' industry are limited. It was also noted that 'wet' industry can have greater economic benefits in comparison to industrial storage (a light industry).
- Some respondents thought current demands are not being driven by 'wet' / 'heavy' industry. It was thought to encourage 'wet' or 'heavy' industries the Council may either need to provide for this land (potentially as a landowner) or ensure the land is development ready.

Following feedback, the initial direction of the Environmental Services Committee is:

- (i) Provide clear distinctions between 'light' and 'heavy' industry and provide for the 'right' type of industry and directing it to the most suitable locations in terms of infrastructure and amenity considerations.
- (ii) Consideration of prioritising 'wet' industry over 'light' industry within the Industrial H Zone will occur during the drafting phase of the District Plan Review.

1.1.2 Commercial Activities in Industrial Zones

- Both support for and opposition to avoiding commercial activities in Industrial Zones.
- Flexibility is needed to allow commercial activities to locate close to their client base.
- Need to have food retail outlets and ancillary commercial / retail activities in industrial areas. One respondent noted that a more directive District Plan would help address conflicting land use types and balance environmental effects.
- General support for industrial zoning of existing industrial activities and the application of relevant Industrial Zone rules to these activities.
- One respondent requested areas only be zoned Industrial if industrial activity had yet to establish on the site and it was prudent to zone the area for industry.

Following feedback, the initial direction of the Environmental Services Committee is to:

- (i) avoid commercial activities within the industrial areas unless necessary. Suitable commercial activities are considered to be small scale commercial activities (e.g., cafes / food outlets) and ancillary retail sales associated with an industrial activity.
- (ii) There are some existing industrial activities that are located outside of Industrial Zones. Such industrial activities will continue to need to go through the private plan change process for consideration of whether the zoning should be changed. This will ensure plan change proposals can be assessed on its merits.

1.1.3 Industrial activities adjoining Residential Zones

- Both support for and opposition to more directive provisions to address key environmental effects of industrial activity at the interface of other land use activities.
- Important to have land zoned Industrial in the most appropriate location in the first instance, as was the need for people to be aware of adjoining industrial land when buying / moving to avoid undue burden being placed on existing industry.
- Measures required to manage the interfaces between zones (e.g., landscaping and setbacks) need to be appropriate for the surrounding environment (e.g. residential versus rural context).
- One respondent seeks height restrictions for the silos at the port.
- Industrial Zones need to be where infrastructure is in place and available, ensuring infrastructure is of a suitable design and capacity and consolidating industry in or adjacent existing industrial area.
- Following feedback, the initial direction of the Environmental Services Committee is to manage industrial activities adjacent to Residential Zones with provisions to address key environmental effects.

1.1.4 Draft District Plan Consultation

A draft chapter was prepared and notified for public comment as part of consultation on the Draft District Plan. Feedback was received from various stakeholders with interests in the zone. A summary of the feedback on the draft chapter, including the requests for Special Purpose Zones can be summarised as follows:

- Issues raised were mainly limited around requesting changes to the proposed Standards. Most submitters were supportive of the proposed Objectives and Policies.
- Due to the functional and operational needs of the Port of Timaru and its supporting activities, there is concern that the Port and its supporting activities are unnecessarily constrained by the proposed provisions and that either these need to be amended or the port needs to have its own Special Purpose Port Zone.
- One submitter suggested that two industrial zones be created (i.e., a 'heavy industrial zone' and a 'light industrial zone').

- One submitter suggested that deferred zones be added to include land that could be used for industrial purposes in the future.
- Some issues related to the formatting of the provisions, which requires further TDC discussion as this is relevant to all proposed chapters.
- Two submitters requested that the 35m height limit be extended to 55m.
- Submitters suggested changes to wording and/or questioned the necessity of some standards, including Standard GIZ-S3 (boundary setbacks); GIZ-S4 (building colour and reflectivity); GIZ-S5 (outdoor storage); and GIZ-S6 boundary landscaping requirements.
- Overall, there were comparatively few submissions on the GIZ provisions.
- Three submitters sought a Special Purpose Zone – Strategic Rural Industry to cover their assets in the General Industrial Zone and General Rural Zone.

1.2 Iwi Engagement

Initial consultation on the development of the industrial zones provisions was undertaken with Aoraki Environmental Consultants Ltd who in turn consulted with Te Rūnanga o Arowhenua and Te Rūnanga o Ngāi Tahu representatives. Feedback was as follows:

Consideration of:

- Setbacks/management of edge effects – where industrial zones border open space, surface of water and riparian margins.
- Low impact design principles
- Provision of landscaping – performance standards, matters of discretion, and supporting policy. Particularly if a “landscaped area” doubles as a stormwater treatment pond/swale.
- Washdyke Lagoon - the Washdyke Lagoon, adjacent to Heavy Industrial Zone to the north and south, have been identified by iwi as one of the most important mahaki kai area. Concerns include industrial discharge into the lagoon and the retaining of the landscaping and amenity values of the lagoon.

1.3 Urban Form and Development

The Urban Form and Development strategic directive is of relevance to this topic, being:

UFD-01 Settlement Patterns

A consolidated and integrated settlement pattern that:

1. efficiently accommodates future growth and capacity for commercial, industrial, community and residential activities, primarily within the urban areas of the Timaru township, and the existing townships of Temuka, Geraldine, and Pleasant Point;
2. is integrated with the efficient use of infrastructure;
3. reduces adverse effects on the environment, including energy consumption, carbon emissions and water use;
4. protects drinking water supplies from the adverse effects of subdivision, use and development;
5. is well-designed, of a good quality, recognises existing character and amenity, and is attractive and functional to residents, business and visitors;
6. avoids areas with important natural, cultural and character values;
7. minimises the loss of versatile soils;
8. enables kāika nohoaka to occur on ancestral lands;
9. avoids locating new growth in areas where the impacts from natural hazards are unacceptable or which would require additional hazard mitigation; and

10. controls the location of activities, primarily by zoning, to minimise conflicts between incompatible activities and avoid these where there may be significant adverse effects.

There is a need to zone sufficient land areas as industrial within identified urban areas of the district to ensure there is capacity for future industrial growth (UFD-O1 (1)).

Industrial activities in urban areas need to be integrated with the efficient use of network infrastructure (UFD-O1 (2)).

The adverse environmental effects of industrial activities should be reduced including energy consumption and water use (UFD-O1 (3)).

Industrial activities should be well-designed, of a good quality, attractive and functional (UFD-O1 (4)).

Zoning is identified as the primary tool for controlling the location of industrial activities to minimise and avoid conflict between incompatible land uses. This approach also applies in terms of the location of non-industrial activities for example use of zoning to avoid residential activity in or adjacent to industry (UFD-O1 (5)).

1.4 Strategic Directions

The strategic directions of relevance to this topic are:

SD-06 Business Areas and Activities

Business and economic prosperity in the district is enabled in appropriate locations, including by:

- i. providing sufficient land for a range of business activities to cater for projected growth;
- ii. providing opportunities for a range of business activities to establish and prosper, provided that commercial activities outside of commercial areas are limited so they do not detract from the role and function of the City Centre and Town Centre zones.

There is a need to ensure that there is sufficient land zoned as industrial within the district to cater for projected growth and support economic prosperity (SD-06 (i)).

In terms of SD-06 (ii) Industrial zoned land needs to be sited in appropriate locations and needs to provide for a range of industrial activities. In terms of appropriate locations, this both relates to managing the adverse environmental effects of Industrial Activities via zone rules and zone locations and ensuring the land zoned Industrial is appropriately serviced for industrial activities to occur on. In terms of a range of business activities, industrial land uses need to be recognized as distinct from commercial business activities which also have a specific zone. The District Plan through its definitions, objectives, policies, rules and standards have clear distinctions between industrial and commercial activities to direct land use activities to the appropriate locations.

SD-08 Infrastructure

Across the District:

- i. improved accessibility and multimodal connectivity are provided through a safe and efficient transportation network that is able to adapt to technological changes;
- ii. the provision of new network infrastructure is integrated and co-ordinated with the nature, timing and sequencing of new development;
- iii. drinking water supplies are protected from the adverse effects of subdivision, use and development;
- iv. the benefits of regionally significant infrastructure and lifeline utilities are recognised and their safe, efficient and effective establishment, operation, maintenance, renewal and upgrading and development is enabled while managing adverse effects appropriately.

Industrial activities should provide for improved accessibility and multimodal connectivity within the wider context of a safe and efficient transportation network (SD-08 (i)).

New infrastructure associated with industrial activities should be integrated and co-ordinated with the nature, timing and sequencing of public infrastructure development (SD-08 (ii)).

1.5 Problem definition

1.5.1 The efficiency and effectiveness of the Operative District Plan

Objectives and Policies

The Operative District Plan has two Industrial Zones: Heavy Industrial Zone (Industry H) and Light Industrial Zone (Industry L). Industrial H is intended to provide for heavier industrial activities having greater environmental effects and which should be separated from residential and other sensitive activities. Industrial L zone is intended to provide for industrial activities having minor to moderate environmental effects and that these effects be mitigated for neighbouring zones to the extent that is practical.

There are three objectives that aims to minimise conflicts between industrial and other land uses; avoid, remedy or mitigate the adverse effects arising from industrial activities; and to provide for development that requires a high level of servicing in a limited number of locations.

Policies seek to distinguish between industrial areas (two industrial zones) according to their suitability for activities with two different levels of effects; set the purpose of the zones; protect the amenity values of neighbouring land use, especially where adjoining residential zones; limit development in or adjacent to sensitive environment such as significant natural areas, coastal environment, wetland, natural character; to limit or prohibit development in very high natural hazard areas.

Rules of the industrial zones are summarised below:

Permitted

Industry L only: Any industrial activities other than offensive trades; Retailing of industrial supply, mechanical parts, restaurants and food outlets, vehicle, boats, machinery; Offices; hire of equipment; Consulting rooms for health practitioners and veterinary clinics; places of assembly; residential accommodation for employees whose duties require them to live on the site.

Industry H only: any industrial activities including offensive trades; Retailing of goods and services produced on site.

Both zones: utility services, public utilities, car parking, emergency services facilities, telecommunication and radio communication; meteorological activities; prospecting and exploration; buildings accessory to any permitted activities.

Controlled

Industry L: any permitted activities within 50m of the northern boundary of Residential 1 Zone at Washdyke Industrial Expansion Area; identified commercial and industrial activities at Washdyke between State Highways 1 and 8 and Lot 4 DP 413460.

Industry H: nil.

Restricted Discretionary

Industry L only: buildings and structures between 8m to 20m from high voltage electricity transmission line in Electricity Transmission Line Buffer Corridor in Washdyke Industrial Expansion Area.

Both zones: Developments do not comply with Washdyke Industrial Expansion Area Outline Development Plan, other than identified as Non-complying Activity,

Discretionary

Both zones: any permitted, controlled, or discretionary activity that does not comply with standards for the zone.

Industry L only: Service Station; industry or goods storage that requires a regional council consent to discharge to air; activities involving the process of animal by-products on Lots 1-2 DP 55915.

Non-Complying

Both zones: Activities not otherwise provided in the Zone; Activity out of sequence with stages identified within the Washdyke industrial Expansion Area Outline Development Plan;

Industry L only: offensive trades; buildings and structure within 8m of high voltage electricity line in Electricity Transmission Line Buffer Corridor in Washdyke Industrial Expansion Area;

Standards

All activities are subject to performance standards that manage matters such as setback from road and internal boundaries, light spill, landscaping, noise emission. Compared between the Industry H and Industry L zones, standards in Industry H are more permissive with landscape strip provisions (1.5m in width vs 3m), road boundary setback (nil vs 3m) and there is no height limitations in Industry H zone. On the other hand, greater setback from residential zones (10m vs 5m) is required in Industry H Zone and all Industry H sites are required to be screened from road and zone boundaries, where in the Industry L zone, screening is only required at common boundary with Residential Zones.

Assessment

Despite to the policy framework which aims to direct industrial activities with different levels of adverse effect into different zones, there is no clear distinguishment between 'heavy industrial activity' and 'light industrial activity'. The only difference appears in the rules between activities allowed in the two zones is that if an industrial activity requires an offensive trade license under the Health Act 1956, it is only permitted in the Heavy Industrial Zone. Activities considered 'offensive trade' under the Health Act only include activities that have the potential to generate offensive adverse effects that may harm human health, other than the broader environmental effects concerned under the RMA.

According to Council records, there are currently approximately ten offensive trades operating in the Industrial Zones. There is no resource consent for offensive trades issued by the District Council for land use, it is assumed that they are either located in the Industrial H zone or is operating under existing use rights.

With the exception of 'offensive trades', industrial activities in the light and heavy industrial zones are interchangeable. This has resulted in difficulties in investment of infrastructure. Council has been investing trade waste infrastructure in the heavy industrial zone with the expectation of land use that requires industrial water supply / trade waste connections will be located in this zone. However, in reality, the land is often occupied by light industry such as dry storage facilities that do not require trade waste services. On the other hand, industrial activities that require a trade waste service are located where there is lack of service capacity, result in pressure on Council to provide such services for individual.

The rules in the industrial zones are very permissive with a range of commercial and industrial activities while strictly restrict residential activities. Commercial activities are not distinguished or managed differently compared with industrial activities. New commercial development often seeks to be established in the industrial zones for cheaper land, as well as to avoid conflicts with residential or other sensitive activities which are often permitted in the commercial zones. This gives rise of conflicts between industrial and commercial uses, as well as result in distraction of town centre.

The Operative District Plan requires screening, setback and limits noise emission from the industrial zones to protect adjacent residential zones. Screening and road boundary treatment are required in the industrial zones to retain streetscape. There are no other controls to protect amenity values within the industrial zones. The operative provisions do not seem effective as noise and visual amenity complaints are often received from adjoining residential zones, as well as from neighbouring industrial / commercial uses. On the other hand, fully screening industrial sites from the road raises security concerns as it does not provide natural surveillance for crime prevention.

The Operative District Plan is very restrictive on residential activities within the Industrial Zones to avoid conflicts of land use. This includes any new residential activities, extensions of existing household units and the construction of accessory buildings for existing residential sites. Council record shows that during the period of 1995-2020, a total of four resource consent were granted for new household units other than worker's accommodation, one resource consent was granted for a small addition to existing dwelling, five resource consent were granted for accessory buildings for existing residence. All of the four new household units are located at the edge of the industrial zone boundary and written approval from all surrounding industrial neighbours were obtained. All of these resource consents were for land within the Industry L zone.

There had been debates as whether a proposed dwelling fit in the permitted activity rule that allows residential accommodation for employees whose duties require them to live on the site. The Plan was unclear on this manner as it does not further define residential accommodation in this context.

Overall

The Operative District Plan encourages and enables a wide range of industrial activities to within the zone while generally avoiding residential activities to be located in the zone. On the other hand, there seem to be a disconnection between the policy framework and rules, there is lack of clear distinction between heavy and light industrial activities provided in the two zones, the zone also does not distinguish between commercial and industrial activities, which altogether, resulted in a mixture of businesses across the two zones; the existing controls does not effectively manage land use conflicts within the industrial zones, nor does it effectively manage conflicts at the interfaces of the boundaries with residential zones. It is considered the Operative District Plan provisions are not effective nor efficient in managing industrial zones.

1.5.2 Issues identified

The Industrial Zone Discussion Document prepared by TDC in November 2016¹ identified the following issues with the Operative District Plan:

Issue 1 - *Should the District Plan provide a clearer distinction between 'light' and 'heavy' industry and be more directive in terms of what types of industry can locate in Industrial Zones?*

Currently, the only difference between the two Industrial Zones being the link to those industrial activities that require an Offensive Trade Licence under the Health Act 1956, which can only occur within the Industrial H Zone. In some of the Industry H zoned land, trade water supply and/or trade waste services are readily available as it was anticipated that activities require such services (wet industry) are to be located in Industry H zone. However, the rules do not specifically direct wet industry to Industry H land and may wet industry are not offensive trades.

One issue with this approach has been the lack of capacity in the Industrial H Zone to service industry with high demands for trade water supply and / or trade waste sewer services. On the other side to this is the development of light industry within areas zoned Industrial H. These light industries often do not have high demand for trade water supply and / or trade waste services but have occupied land in areas that have this capacity.

Issue 2 - *Should the District Plan be more directive in terms of avoiding commercial activities in Industrial Zones?*

The Operative District Plan does not limit commercial and retail activities in the Industrial Zone. New commercial development often seeks to establish in industrial zones which can give rise to conflict with industry and also reduces the amount of land that are available for industrial activities. The establish of commercial activities in the Industrial Zone can also contribute to the distraction of town centre as the majority of industrial zoned land are out of town.

Issue 3 - *Should the District Plan be more directive for Industrial Activities, particularly where they adjoin Residential Zones?*

There have been issues associated with the Industrial Zone rules relating to building height (too restrictive), building setbacks (from adjoining residential properties) and screening (fencing of industrial sites). The District Plan rules can manage the interface of industrial and residential zoning to avoid, remedy or mitigate the effects of industrial development and also the reverse sensitivity effects of residential development on industry.

1.5.3 Best Practice / Other Council approaches

The establishment and use of industrial zone provisions is standard planning practice where district plans utilize zoning. All the second-generation district plans that were reviewed in the initial stages of the plan review used industrial zoning. These districts had all identified specific areas of land and zoned them for industrial activities while regulating industrial development elsewhere. These districts also incorporated specific rules that applied within industrial zones to address environmental effects and required resource consent for industrial activities outside industrial zones. All the plans had developed an approach of seeking to manage industrial activities in a manner that balances social and economic benefits and actual and potential adverse environmental effects.

Given the nature of industrial land uses in Timaru, it is considered more relevant to summarise the approach of District's such as Selwyn and New Plymouth, whom not only have Ports and large scale industrial land uses, but also have comparatively recent Proposed District Plans, than Timaru's neighbours such as MacKenzie District and Waimate.

¹ <https://www.timaru.govt.nz/services/planning/district-plan/district-plan-review/discussion-documents>

Plan	Description of Approach
<p>Selwyn Proposed District Plan Notified October 2020 (hearings are currently underway)</p>	<p>The PDP includes a General Industrial Zone and two relevant Special Purpose Zones, being the Port Zone and a Dairy Processing Zone.</p> <p>Within the General Industrial Zone, there are three objectives which recognise the necessity and nature of the Zone, but which also recognise the amenity values of neighbouring zones. There are rules to limit the impact such zones can have on the viability of town centres and accordingly, retail uses are limited to 2,000 sq.m or 20% of GFA. Residential uses are not permitted unless it is a small house for on-site security purposes and offices are only permitted if they are ancillary to the main industrial use on the site. Building heights are permitted to 15m and 25m for other structures.</p> <p>The Port Zone is for the inland Port at Rolleston. The economic importance of the Zone is recognised in the objectives and policies, and the rules allow for Port Activities and Industrial activities. Noise sensitive activities and most other types of commercial activities are non-complying in this Zone.</p>
<p>New Plymouth Proposed District Plan notified 2019</p>	<p>The PDP has a General Industrial Zone, a Special Purpose Port Zone and several Major Facility Zones which appear to be related to the gas exploration and processing facilities.</p> <p>The General Industrial Zone has objectives and policies that recognise the economic importance of industrial land uses and zones; seek to avoid incompatible land uses impacting on such zones and the management of adverse effects of such zones. The Zone primarily only allows for industrial uses and small scale food and beverage as permitted and all other uses, including commercial services as discretionary activities and most other uses are non-complying, including retail and business services.</p> <p>The Special Purpose Port Zone is divided into 6 different operational areas, all covered by different precincts. Different provisions apply to each precinct but for the most part, customary, coastal walkway and port activities are permitted, with most other land uses, including retail and commercial activities requiring resource consent.</p>
<p>The Proposed Southland District Plan (PSDP)</p>	<p>The PSDP utilizes one District wide Industrial Zone with industrial objectives, policies and rules sitting in a distinct section of the Plan. This is an effective approach for large rural district where most industrial areas are located in or adjacent the main townships. These industrial areas are characterised by smaller scale industrial land use activities. The main exception is the Edendale Industrial Zone which is occupied by Fonterra's Edendale Dairy Factory. This zone incorporates specific building height and noise control provisions through use of a concept plan. This approach provides for and reflects the large-scale industry present within it whilst addressing environmental effects. The zoning approach to the Fonterra Edendale Dairy Factory is of relevance to TDC and zoning of the Clandeboye Factory. The approach is considered of high relevance to TDC in regard to zoning in smaller rural townships and specific zoning of large Fonterra dairy factory.</p>

1.6 Statutory and Planning Context

This section discusses the requirements of national and regional planning documents directly relevant to this topic.

1.6.1 Resource Management Act 1991 (RMA)

Section 5 - Purpose

The sustainable management purpose of the RMA includes managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety, while achieving specified matters, including avoiding, remedying, or mitigating any adverse effects of activities on the environment.

This is relevant consideration for industrial zones, where this chapter is intended to manage the use and development of land use activities in the Industrial Zones to provide for the social, economic, and cultural wellbeing, while ensuring that the conflicts of land use activities within and at the interface of industrial zones are appropriately managed.

Section 6 – Matters on national importance

Section 6 of the RMA lists matters of national importance. Industrial activities need to be managed in a manner that recognises and provides for the eight matters of national importance. Objectives, policies and rules relating to industrial activities and the zoning of areas of the district as industrial need to recognize and provide for these matters of national importance.

Section 7 – Other matters

Section 7 of the RMA identifies matters that governing bodies shall have particular regard to in achieving the purpose of the RMA. Matters of relevance to industrial activities include:

- (b) the efficient use and development of natural and physical resources*
- (c) the maintenance and enhancement of amenity values*
- (f) maintenance and enhancement of the quality of the environment*

Section 31 – Functions of territorial authorities

- (1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:*
 - (a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
 - (b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*
 - (iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land.*

Section 31 of the RMA outlines the functions of territorial authorities under the Act. This includes the establishment of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources. The Plan needs to manage potential adverse effects of industrial activity and industrial support activity and built form in industrial areas to minimise potential adverse environmental effects including those related to amenity.

1.6.2 National Planning Documents

National Policy Statement

National Policy Statement on Urban Development 2020

The National Policy Statement on Urban Development 2020 (NPS-UD) sets out the objectives and policies for providing development capacity under the Resource Management Act 1991.

Timaru District has not been identified as either a High-Growth or Medium-Growth Urban Area under the NPS-UD. As such it is only the objectives and high-level policies of the policy statement that apply and are of relevance to the industrial zones topic.

These include Objectives O1 and O3 which seek well-functioning urban environments and provide for development opportunities for business activities in specified locations. The policies seek to achieve the objectives and include requirements to provide sufficient business development capacity in specified locations and a well-functioning environment. The general industrial zone chapter generally provides for industrial development consistent with demand. New industrial areas are covered through re-zoning, rather than the zone provisions themselves.

National Planning Standards 2019

Industrial Zones

A territorial authority must prepare and change its district plan in accordance with any regulations.² The National Planning Standards require that all District Plans must include an industrial zone chapter if relevant to the district.³ This chapter must be included under the Zones section of the District Plan, in Part 3: Area Specific Matters.⁴

As the Timaru District has industrial areas, an industrial zone chapter should be provided that⁵:

- only contains the zones listed in table 13 consistent with the description of those zones
- provisions developed for each zone must manage the use, development, and protection of natural and physical resources in it, in accordance with Part 2 of the RMA.

Industrial zones listed in Table 13 are:

- Light Industrial Zone: Areas used predominantly for a range of industrial activities, and associated activities, with adverse effects (such as noise, odour, dust, fumes and smoke) that are reasonable to residential activities sensitive to these effects.
- General industrial zone: Areas used predominantly for a range of industrial activities. The zone may also be used for activities that are compatible with the adverse effects generated from industrial activities.
- Heavy industrial zone: Areas used predominantly for industrial activities that generate potentially significant adverse effects. The zone may also be used for associated activities that are compatible with the potentially significant adverse effects generated from industrial activities.

Although there are both light industrial and heavy industrial zones in the Operative District Plan, due to the lack of clear distinguishment of anticipated activities in each zone, a mixture of industrial activities have been established throughout the two zones, disregard the level of adverse effects the activity generates. Given the established land use pattern, it is considered unrealistic to provide two different industrial zones without spot

² RMA section 74(1)(ea)

³ National Planning Standards, District Plan Structure Standard, Mandatory direction 3.

⁴ National Planning Standards, District Plan Structure Standard, Table 4

⁵ National Planning Standards, Zone Standard Framework, Mandatory direction 1

zoning individual businesses. As a result, a General Industrial Zone is considered more appropriate for the district.

The National Planning Standards sets out the spatial layers for district plans (Table 18). Of specific reference to the industrial chapter, Table 18 states that a precinct spatially identifies and manages an area where additional place-based provisions apply to modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone(s).⁶ If used, precincts that apply to only one zone must be located within the relevant zone chapter or section⁷. A precinct will be provided for the Washdyke Industrial Expansion Area in the General Industrial Zone.

Table 18 states that a Development Area identifies and manages areas where plans such as concept plans, structure plans, outline development plans, master plans or growth area plans apply to determine future land use or development. If applicable, development areas must be located within the development areas chapters, other than the relevant zone chapter. Areas subject to outline development plan will be addressed in the Development Area chapter and will no longer be discussed in this report.

There are a number of terms defined in the National Planning Standards, where terms defined in the definitions list are used in the District Plan, and the term is used in the same context as the definition, the definition must be used in the District Plan⁸.

Below definitions have particular relevance to the Industrial Zone chapter and must be used:

- ancillary activity: means an activity that supports and is subsidiary to a primary activity.
- industrial activity: means an activity that manufactures, fabricates, processes, packages, distributes, repairs, stores, or disposes of materials (including raw, processed, or partly processed materials) or goods. It includes any ancillary activity to the industrial activity.
- industrial and trade waste: means liquid waste, with or without matter in suspension, from the receipt, manufacture or processing of materials as part of a commercial, industrial or trade process, but excludes sewage and greywater.
- rural industry: means an industry or business undertaken in a rural environment that directly supports, services, or is dependent on primary production.

Special Purpose Zones

The Port of Timaru (PrimePort) made a number of feedback points on the Draft District Plan. In addition to specific submissions on the zone provisions, the Port sought a Special Purpose Port Zone for its facility and activities. The planning standards expressly include a Special Purpose Zone for ports as a zone if this is warranted. Based on feedback points received the Port area has been re-zoned from General Industrial Zone to a Special Purpose Zone – Port Zone.

PrimePort put forward that the GIZ provision make no acknowledgement of the Port, in particular the objectives and policies and activities which happen at the Port. The existing character and qualities of the Port, nor its continued use and development are provided for. These points were taken on board in the development of the Port Zone, within the PDP.

⁶ National Planning Standards, District Spatial Layers Standard, Mandatory direction 10

⁷ National Planning Standards, Zone Standard Framework, Mandatory direction 1

⁸ National Planning Standards, Definitions Standard, Mandatory direction 1

Strategic Rural Industry

Fonterra Limited (Fonterra), Ravensdown Limited (Ravensdown) and Silver Fern Farms Limited (Silver Fern Farms) submitted against a number of provisions of the Draft Timaru District Plan including General Industrial Zone, General Rural Zone and District wide provisions. Their submission points are summarised below (note: the coastal environment and coastal natural hazards matters raised are addressed as part of the Coastal Environment and Natural Hazards topics):

- The Ravensdown site is proposed to be located in a General Rural Zone (GRZ) and Fonterra and Silver Fern Farms sites are located within a General Industrial Zone (GIZ). The submitters consider that neither zone is appropriate to manage effects on surrounding rural or industrial zoned land.
- The submitters state that the proposed zoning provisions would require continuous resource consents for upgrades and maintenance.
- Given the scale of each operation and the regional and national importance of each company, the submitters consider that a separate Special Purpose Zone is warranted.
- Acknowledging the different operations occurring on each site the submitters propose a Special Purpose (Strategic Rural Industry) Zone to be applied, but with specific provisions within this zone that apply to each site.
- Examples of similar Special Purpose Zone (or zones that have been created to cater for such activities) are applied in Selwyn District Council (Special Purpose Zone Dairy Processing), South Taranaki District Council (Rural Industrial Zone) and Whangarei District Plan (Strategic Rural Industries Zone)

Creating a Strategic Rural Industry Special Purpose Zone (Special Purpose Zone) would require a new chapter to be written, complete with an introduction, objectives, policies, rules and matters of discretion (if applicable). In addition, it is anticipated that the Special Purpose Zone would also need to be further divided into sub sections to meet the needs of each individual site.

As an alternative, site specific rules could be applied within the existing draft zoning to each site in relation to the issues raised (e.g., height limits). These could be applied through referencing the sites either through street addresses/legal descriptions or by applying a precinct. A Precinct applied to each site in its currently proposed zone would be able to provide enabling provisions that are appropriate for each operation and activity. Precincts are already proposed in the General Industrial Zone (Washdyke) the Draft District Plan and a similar format could be applied to each of the submitter's sites. Relevant Precinct rules would, as a minimum, require a specific policy to support the alternative provisions applying to the precinct.

The National Planning Standards do not specifically envisage or provide for a Strategic Rural Industry Special Purpose Zone. The standards state that an additional special purpose zone must only be created when the proposed land use activities or anticipated outcomes of the additional zone meet all of the following criteria:

- a) are significant to the district, region or country
- b) are impractical to be managed through another zone
- c) are impractical to be managed through a combination of spatial layers

It could be argued that due to their scale and significance the business of the submitters seeking this special purpose zone might be considered significant to the district. However, site-specific rules or a precinct approach appears to be a viable alternative and as such it is considered that criteria b and c are not met. As such, this section 32 only covers the proposed Port Zone.

Section 7 requires that any matters managed in a district-wide manner must be provided in the district-wide matters chapters, this includes:

- Energy, infrastructures and transport;
- Hazards and risks;
- Historical and cultural values;
- Natural environment values, including sensitive natural environments;
- Coastal environment;
- Earthworks;
- Temporary activities;
- Noise; and
- Signs.

As a result, this report will not consider the above related provisions further.

1.6.3 Canterbury Regional Policy Statement 2013

The Proposed Timaru District Plan must give effect to the objectives and policies of the Canterbury Regional Policy Statement (CRPS). The CRPS directs the Council to set out objectives, policies and methods in the District Plan which establish an approach for the integrated management of development throughout the region. The primary focus in doing this is to ensure there is consolidated, well-designed and sustainable urban patterns including the avoidance, remediation or mitigation of reverse sensitivity effects.

RPS Chapter 5 (Land Use and Infrastructure) addresses the provision of urban development (including industrial development and regionally significant infrastructure (such as the Port) in terms of providing sufficient, and a choice of such activities in urban areas. There is no detail as to how much or what activities should be provided. It also addresses development which should avoid or mitigate natural and other hazards, or land uses that would likely result in increases in the frequency and/or severity of hazards.

The key provisions of the Regional Policy Statement of direct relevance to this topic include:

Chapter 5 - Land Use and Infrastructure

The CRPS includes provisions seeking:

5.2.1 Objective – Location, design and function of development (Entire Region)

Development is located and designed so that it functions in a way that:

- 1. achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth; and*
- 2. enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:*
 - a. maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;*
 - c. encourages sustainable economic development by enabling business activities in appropriate locations;*
 - e. enables rural activities that support the rural environment including primary production.*
 - i. avoids conflicts between incompatible activities*

5.2.2 Integration of land-use and regionally significant infrastructure (Wider Region)

In relation to the integration of land use and regionally significant infrastructure:

1. *To recognise the benefits of enabling people and communities to provide for their social, economic and cultural well-being and health and safety and to provide for infrastructure that is regionally significant to the extent that it promotes sustainable management in accordance with the RMA.*
2. *To achieve patterns and sequencing of land-use with regionally significant infrastructure in the wider region so that:*
 - a. *development does not result in adverse effects on the operation, use and development of regionally significant infrastructure*
 - b. *adverse effects resulting from the development or operation of regionally significant infrastructure are avoided, remedied or mitigated as fully as practicable.*
 - c. *there is increased sustainability, efficiency and liveability.*

5.3.1 Policy - Regional growth (Wider Region)

To provide, as the primary focus for meeting the wider region's growth needs, sustainable development patterns that:

1. *ensure that any*
 - a. *urban growth; and*
 - b. *...*
2. *encourage within urban areas, housing choice, recreation and community facilities, and business opportunities of a character and form that supports urban consolidation;*
3. *promote energy efficiency in urban forms, transport patterns, site location and subdivision layout;*
4. *maintain and enhance the sense of identity and character of the region's urban areas; and*
5. *encourage high quality urban design, including the maintenance and enhancement of amenity values.*

5.3.2 Policy - Development conditions (Wider Region)

To enable development including regionally significant infrastructure which:

1. *ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose:*
 - a. *existing or consented regionally significant infrastructure;*
 -
2. *avoid or mitigate:*
 - a. *natural and other hazards, or land uses that would likely result in increases in the frequency and/or severity of hazards*
 - b. *reverse sensitivity effects and conflicts between incompatible activities, including identified mineral extraction areas.*
 - and*
3. *integrate with:*
 - a. *the efficient and effective provision, maintenance or upgrade of infrastructure; and*
 - b. *transport networks, connections and modes so as to provide for the sustainable and efficient movement of people, goods and services, and a logical, permeable and safe transport system.*

5.3.3 Policy – Management of development (Wider Region)

To ensure that substantial developments are designed and built to be of a high-quality, and are robust and resilient:

1. through promoting, where appropriate, a diversity of residential, employment and recreational choices, for individuals and communities associated with the substantial development; and
2. where amenity values, the quality of the environment, and the character of an area are maintained, or appropriately enhanced.

5.3.5 Servicing development for potable water, and sewage and stormwater disposal (Wider Region)

Ensure development is appropriately and efficiently served for the collection, treatment, disposal or re-use of sewage and stormwater, and the provision of potable water, by:

1. avoiding development which will not be served in a timely manner to avoid or mitigate adverse effects on the environment and human health; and
2. requiring these services to be designed, built, managed or upgraded to maximise their on-going effectiveness.

5.3.9 Regionally significant infrastructure (Wider Region)

In relation to regionally significant infrastructure (including transport hubs):

1. avoid development which constrains the ability of this infrastructure to be developed and used without time or other operational constraints that may arise from adverse effects relating to reverse sensitivity or safety;
2. provide for the continuation of existing infrastructure, including its maintenance and operation, without prejudice to any future decision that may be required for the ongoing operation or expansion of that infrastructure; and
3. provide for the expansion of existing infrastructure and development of new infrastructure, while:
 - a. recognising the logistical, technical or operational constraints of this infrastructure and any need to locate activities where a natural or physical resource base exists;
 - b. avoiding any adverse effects on significant natural and physical resources and cultural values and where this is not practicable, remedying or mitigating them, and appropriately controlling other adverse effects on the environment; and
 - c. when determining any proposal within a sensitive environment (including any environment the subject of section 6 of the RMA), requiring that alternative sites, routes, methods and design of all components and associated structures are considered so that the proposal satisfies sections 5(2)(a) – (c) as fully as is practicable.

1.6.4 Timaru Growth Management Strategy

The Timaru District 2045 Growth Management Strategy (2018)⁹ provides a policy framework to guide how and where future growth should occur in the Timaru District. This Strategy is a non-statutory document to be used to inform and guide Council's long-term planning especially in guiding the development of the District Plan. The Strategy identifies additional industrial land:

⁹ <https://www.timaru.govt.nz/services/planning/district-plan/district-plan-review/growth-management-strategy>

- A small area (approximately 10ha) at Tiplady Road, Geraldine, 1km south of Geraldine urban area; and
- A small infill industrial area (approximately 10ha) at Washdyke Flat Road, Timaru.

The Tiplady Road land will be rezoned industrial as part of the District Plan Review. Washdyke Flat Road land is subject to Plan Change 22, which was notified in May 2020 for the industrial rezoning. A decision on the Plan Change will be made by May 2022, before the completion of the District Plan Review.

1.7 Infrastructure Strategies

The Timaru District Infrastructure Strategy 2018-2068¹⁰ sets out the priorities for waste minimisation, land transport and water supply, stormwater and sewer. It is relevant to the industrial zones topic as zoning for industrial activities needs to be informed by infrastructure capacity.

The Timaru District Stormwater Strategy 2018-2048¹¹ sets an integrated approach to urban stormwater management. It is relevant to the industrial zones topic to the extent that objectives, policies and rules of the district plan need to address issues associated with the management of stormwater.

1.7.1 Other relevant documents

The other relevant documents for this topic include:

Document	Relevance
Iwi Management Plan of Kāti Huirapa	General relevance to the whole Plan and specific relevance to Tāngata whenua chapters.
Te Whakatau Kaupapa Ngai Tahu Resource Management Strategy for the Canterbury Region	General relevance to the whole Plan.
Local Government Act 2002.	The purpose of this Act is to provide for democratic and effective local government that recognises the diversity of New Zealand communities.

¹⁰ <https://www.thrivingtogether.co.nz/other-issues/infrastructure-strategy>

¹¹ https://www.timaru.govt.nz/_data/assets/pdf_file/0010/124957/1078874-Timaru-District-Stormwater-Strategy-2018-2048-Published-Version-June-2017.pdf

2 Approach to Evaluation

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

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

The proposed provisions relevant to the industrial zone and Special Purpose Port Zone (Port Zone) chapters have been assessed in accordance with the following issues:

- industrial activities that generate greater adverse environmental effects need to be identified and directed to the most suitable locations in terms of infrastructure and amenity considerations.
- Commercial activities established in the Industrial zones can adversely affect the amenity, vitality and viability of the existing commercial centres, as well as create conflicts with industrial activities.
- It is important to provide a range of industrial opportunities for the prosperity of the District, but conversely, industrial activities adjacent to residential areas can adversely affect residential character and amenity, people’s health, and degrade a residential area.
- Because of its locational requirements, the Port of Timaru needs to be enabled in its current location and competing activities managed.

2.1 Scale and significance

<p>Issue:</p> <ul style="list-style-type: none"> • industrial activities that generate greater adverse environmental effects need to be identified and directed to the most suitable locations in terms of infrastructure and amenity considerations. • Commercial activities established in the Industrial zones can adversely affect the amenity, vitality and viability of the existing commercial centres, as well as create conflicts with industrial activities. • It is important to provide a range of industrial opportunities for the prosperity of the District, but conversely, industrial activities adjacent to residential areas can adversely affect residential character and amenity, people’s health, and degrade a residential area. • Because of its locational requirements, the Port of Timaru needs to be enabled in its current location and competing activities managed. 		
Reasons for change in policy	District Plan Review, including responding to the issues identified as part of the District Plan review, as well as issues identified in the District Town Centres Study 2016 Giving effect to the National Planning Standards Having regard to the efficient use and development of physical resources (s7(b) of the RMA); the maintenance and enhancement of amenity values (s7(c) of the RMA); and the maintenance and enhancement of the quality of the environment (s7(f) of the RMA)	High

	<p>Giving effect to the NPS-UDC</p> <p>Giving effect to the CRPS</p> <p>Implementing direction in Growth Management Strategy</p>	
Relevant Statutory Considerations / Drivers	RMA Sections 5, 6, 7 and 31 of the RMA. RPS Chapter 5.	Medium
Degree of shift from status quo required	A moderate shift to give effect to the zoning approach in the National Planning Standards and to address issues raised by the community in relation to the management of industrial land use activities.	Medium
Who and how many will be affected?	Industrial landowners, industrial business owners, users of industrial zoned areas and iwi. The management of industrial activities is of importance to the entire district given the social and economic benefits industrial activities provide, particularly through employment opportunities.	High
Degree of impact on, or interest from iwi / Maori	<p>It is likely that iwi will have a particular interest in this topic in relation to industrial zoning at Washdyke as it adjacent to the Washdyke Lagoon, an important mahaki kai area. Stormwater management and the retaining of the landscape and amenity values of the lagoon are their main concerns.</p> <p>Stormwater management will be addressed in the District-wide matters - Energy and Infrastructure Chapter.</p> <p>The lagoon and its surroundings will be zoned Natural Open Space, and be subject to a number of district-wide overlays: the coastal environment overlay, coastal hazard overlay and the sites and areas significant to Māori overlays. The lagoon itself will also be subject to the coastal high natural character overlay. Within the natural open space zone and the above overlays, built forms and activities are strictly limited.</p> <p>It is considered provisions in other chapters would sufficiently address the iwi's concerns. No further provisions in this respect are provided in the industrial zone chapter.</p>	High
When will effects occur?	Changes to the current provisions will affect any landowners or occupiers from the point where they intend to change the use of a building, redevelop industrial-zoned land or build on vacant land.	Medium
Geographic scale of impacts / issue	Industrial zones are found throughout urban areas of the District. The Port Zone is limited to the current Port area and surrounds.	Low/Medium
Type of effect(s)	<p>Enabling industrial development and industrial land use within industrial zones.</p> <p>Enabling Port activities with the Port Zone.</p> <p>Managing the effects of industrial land use within industrial zones through rules and rule requirements.</p> <p>Regulating industrial activities and requiring resource consent for these land uses outside industrial zones.</p> <p>Restricting commercial activities within the industrial zone.</p>	Low/Medium

	Managing the effects of sensitive activities within or adjacent to industrial zones.	
Degree of policy risk, implementation risk, or uncertainty	<p>Areas of the District zoned industrial and Port Zone are well established, and the effects of industrial and Port activities and development are known and can be appropriately managed.</p> <p>The additional industrial area at Washdyke Flat Road Timaru is an infill industrial at the south-western end of the Washdyke industrial area. Plan Change 22 are lodged for the rezoning of his area to Industrial.</p> <p>Tiplady Road industrial site will be rezoned industrial as part of the district plan review. The land is located on the western side of State Highway 79, 1km south of Geraldine township. There are a few lifestyle properties adjacent to the land and the land is not serviced with reticulated infrastructure. Potential risk for this area might be acceptance from surrounding residents and the provision of infrastructure.</p>	Low-Medium
Overall Assessment of Scale and Significance		Medium

2.2 Quantification of Costs and Benefits

Quantification of costs and benefits has not been undertaken for this topic. Impacts on the provision and operation of industrial areas and, adjoining landowners are difficult to value in monetary terms and it is seen as inappropriate to try to do so.

2.3 Choice of Evaluation Method(s)

The approach to evaluation for this topic is a cost-benefit analysis. The issue is of medium significance and it is difficult to monetize the benefits and costs.

3 Evaluation of Objectives

3.1 Proposed objectives

The proposed objectives for this topic are:

General Industrial Zone

GIZ-01 The Purpose of The General Industrial Zone

The General industrial zone provides for the establishment, operation and growth of a range of industrial activities and other compatible activities that contribute to the economic wellbeing of Timaru District.

GIZ-02 Character and qualities of the General Industrial Zone

The General industrial zone is characterised by the following qualities and built form aspects:

1. contains utilitarian buildings on large sites, with large yard spaces; and
2. accommodates activities that generate large volumes of light and heavy vehicle traffic and which may generate objectionable odour, dust and noise; and
3. is easily accessible by vehicles from major transport routes and centres; and
4. provides a safe and functional working environment; and
5. retains a baseline level of streetscape amenity.

GIZ-03 Use and Development in the General Industrial Zone

Use and development in the General industrial zone:

1. is located so that it can be appropriately serviced by infrastructure; and
2. is not compromised by the establishment of activities that are sensitive to nuisance effects; and
3. does not compromise the strategic role and function of any of the Commercial zones; and
4. maintains the amenity values of adjacent Residential and Open Space and recreation zones.

GIZ-PREC3 01 Washdyke Industrial Expansion Precinct

The development of the Washdyke industrial expansion precinct accommodates industrial and associated activities that are of a form, scale and location that minimizes any adverse effects on the adjoining Residential zone.

Special Purpose Port Zone

PORTZ 01 Purpose of the Special Purpose Port Zone

The Port zone provides for the establishment and operation of the Port of Timaru and the establishment, operation and growth of a range of industrial activities and other compatible activities that:

1. contribute to the economic wellbeing of Timaru District;
2. do not compromise the strategic role and function of any of the Commercial zones; and
3. maintain the amenity values of adjacent residential and open space and recreation zones.

PORTZ – PREC7- 01 Purpose of the Port Operational Area

The efficient and effective operation of the Port of Timaru is enabled to support its role as regionally significant infrastructure, recognising:

1. its significance to the economic well-being of Timaru District; and
- 2 its reliance on its location within and adjacent to the coastal environment; and
3. that adverse effects on sensitive environments are mitigated as far as practicable.

The table below sets out how the proposed objectives listed above achieve the purpose of the Act.

Category	Criteria	Comments
Relevance	Directed to addressing a resource management issue	Achieves. The objectives seek to manage environmental effects of industrial activities within the district and its conflicts with other land uses. The objectives recognise the importance of the Port and its locational constraints.
	Focused on achieving the purpose of the Act	These objectives achieve s5 by enabling the use and development of natural and physical resources for people and communities to provide for their health and

		<p>safety while avoiding, remedying, or mitigating any adverse effects of activities on the environment.</p> <p>The objectives seek to enable industrial and Port activities and industrial support activity within the zones and achieve social and economic benefits from these land use activities.</p> <p>The objectives also seek to manage adverse environmental effects of industrial activity and industrial support activity as well as their conflicts with other land use within and at the interface of the industrial and residential zones. Significant adverse effects of Port activities are also managed.</p>
	Assists a council to carry out its statutory functions	<p>The objectives set out the purpose, character and qualities of the General Industrial Zone and Port Zone and set the framework for the policies and rules of the zones.</p> <p>The provisions will manage the potential adverse effects of activities and development in the Industrial Zone and in adjoining zones.</p>
	Within scope of higher-level documents	<p>The objectives give effect to the RPS by establishing an approach for the integrated management of industrial development and ensuring it is consolidated, well-designed, avoids, remediates or mitigate reverse sensitivity effects, is consolidated in, around and integrated with existing urban areas and is appropriately serviced by sewerage, stormwater and water services. The objectives recognise the importance of the Port as regionally significant infrastructure.</p>
Feasibility*	Acceptable level of uncertainty and risk	<p>The Council zoned for industrial land use activities in previous planning documents. The level of risk and uncertainty regarding the industrial zone provisions is considered low. The Port Zone more accurately responds to the activities within this area.</p>
	Realistically able to be achieved within council's powers, skills and resources	<p>The Council is already achieving the provision of industrial zones and managing of industrial activities and development. The proposed objectives are able to be achieved within Council's powers, skills and resources.</p>
Acceptability	Consistent with identified iwi/Māori and community outcomes	<p>The feedback from the community on the discussion document suggests that there is support for rules to manage the effects of industrial activities and development. The objectives are considered consistent with identified iwi/Māori and community outcomes</p>
	Will not result in unjustifiably high costs on the community or parts of the community	<p>The proposed objectives will not result in unjustifiably high costs on the community or parts of the community as they provide a greater level of certainty to the Council and the public as to the character, purpose and</p>

		amenity values anticipated in the Industrial Zone and Port Zone.
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4 Identification of Options

4.1 Option 1: Status Quo with amendments to comply the National Planning Standards only

The operative provisions provide a mixture of commercial and industrial activities in the industrial zones, which does not meet the descriptions of any of the industrial zones provided by the National Planning Standards. As part of this option, the operative objectives, policies and rules need to be amended to meet the relevant zone descriptions.

4.2 Option 2: Retain and Improve and specifically provide for the Port

This option reflects the purpose of the national planning standards as well as amending and improving the Operative District Plan. It also gives effect to the RPS and other relevant council documents including the Timaru District 2045 Growth Management Strategy (2018). This option is based on use of one General Industrial Zone containing a framework of objectives, policies and rules that reflect the Zone's intent and purpose. It also includes a separate Port Zone. The following key changes are proposed:

- Provide one industrial zone across the District – the General Industrial Zone.
- Restrict commercial activities by only provide those that are essential to support the working environment be located in this zone.
- Manage offensive trades and activities requiring trade waste connections via resource consent to ensure they are located at the 'right' location within the zone.
- Manage all activities in the industrial zone that is located close to a residential zone boundary via standards and begin with a controlled activity status.
- Amend the permitted activity and bulk and locations standards to respond to issues raised by submitters.
- Create a separate special purpose zone for the Port of Timaru that is targeted to its activities and the industrial activities that support it.

5 Evaluation of Options

5.1 Evaluation table

OPTION 1 <i>Status Quo with amendments to comply the National Planning Standards only</i>			
Benefits Environmental	Economic	Social	Cultural

<p>There are two industrial zones 'heavy' and 'light' industrial zones. The Operative District Plan approach seeks spatial separation of offensive trades to avoid potential effects. A benefit of this approach is that industrial development that generate significant adverse effects are orientated to Heavy Industrial Zone only.</p>	<p>There may be savings in terms of time and cost as the Council and community are familiar with the provisions</p>	<p>Continuation of the existing approach provides familiarity along with a level of certainty to developers, business owners and the community</p>	<p>Limited protection and recognition of the cultural significance of sensitive natural environments provides for less complexity for developers in progressing industrial development.</p>
<p>Costs Environmental</p>	<p>Economic</p>	<p>Social</p>	<p>Cultural</p>
<p>Conflicts within and at the interface of industrial zone boundaries are not appropriately managed. Resulting in adverse effects on properties within and adjacent to the industrial zones. The attempt of prioritising industry which require trade waste connections (wet industrial) in area where infrastructure capacity exists has not be successful. Resulting in an inefficient use of invested infrastructures. These would not align with the RPS requirements.</p>	<p>Inefficient use of invested infrastructures means wet industrial may not be able to establish in the district due to lack of available land within serviceable areas. Resulting a economic loss to the District. Land use conflicts within industrial zones, and between industrial and residential zones, has the potential to raise complaint, resulting monitoring, compliance and enforcement cost to both council, and the parties involved. Provisions are less tailored to the Port operations.</p>	<p>Continuation of the existing approach does not reflect community expectation and feedback received through the pre-consultation phase of the district plan review process.</p>	<p>The Operative District Plan provision do not sufficiently address adverse effects on sensitive natural environments of cultural importance.</p>
<p>Efficiency</p>	<p>It is considered that the status quo is not an efficient method of meeting the objectives given the costs identified above and the issues identified with the provisions.</p>		
<p>Effectiveness</p>	<p>The Operative District Plan would not give effect some requirements of the RPS. It is not effective in managing incompatible activities and reverse sensitive effects, it is not effective in direct wet industrial to where infrastructures are available.</p>		
<p>Strategic Direction(s)</p>	<p>The Operative District Plan predates the relevant strategic directions.</p>		

Overall Appropriateness of Option 1	This option is not the most appropriate way to achieve the preferred objectives as the policies.
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OPTION 2

Retain and Improve and specifically provide for the Port

Benefits Environmental	Economic	Social	Cultural
<p>Enables anticipated amenity values in the zone and in adjoining zones to be maintained and potential effects managed.</p> <p>Provides appropriate control over built form and the location of buildings to facilitate the maintenance and enhancement of the character and amenity values of the Zone.</p> <p>Reduced likelihood of conflict between industrial / non-industrial activities.</p> <p>The community has certainty over the types of activities that may be undertaken in the General Industrial Zone.</p> <p>Recognises the potential for and seeks to avoid reverse sensitivity effects</p>	<p>Enabling industrial and complementary and compatible activities to readily establish in the zone recognises the importance of the industrial-zoned areas to the economic success of the Timaru District.</p> <p>The limited range of non-industrial activities provided for (other than industrial complementary and compatible activities) and the listing of other activities as non-complying gives clear direction about which activities are appropriate and which are inappropriate within the Zone. This will provide greater certainty and more efficient consenting procedures resulting in economic benefits.</p> <p>This option will help to protect the ability of industrial and industrial complementary and compatible activities to establish and operate in the Zone.</p> <p>Providing for limited non-industrial activity will support the functioning of industrial activity.</p> <p>Better recognises the Port and its specific</p>	<p>The provisions have wide-spanning benefits and balance the desire to avoid or minimise effects of industrial activity on adjoining zones and other land uses while recognising and providing for the social and economic benefits of industrial land use.</p>	<p>Cultural matters will be managed in other chapters through a specific zone and overlay reflects the intent, purpose and potential future use of that land.</p>

	activities and requirements.		
Costs Environmental	Economic	Social	Cultural
There is no apparent environmental costs with this option.	Cost to the Council of creating, implementing and administering the new provisions in terms of the District Plan Review and processing resource consent applications. Costs to developers and the Council of consent applications associated activities that are not industrial or industrial complementary and compatible activities that currently are permitted activities under the Operative District Plan.	Loss of the familiarity with the continuation of the existing plan approach is a cost. Some non-industrial activities will no longer be able to establish in this zone, the unfamiliarity of the new approach might generate unknown social cost	Cultural and historic heritage values are subject to consideration under separate chapters in the Plan, and consents may be required in accordance with provisions external to those contained in the General Industrial Zone.
Efficiency	It is considered that this option is an efficient method of meeting the objectives given the benefits and costs identified above.		
Effectiveness	It is considered that this option will achieve the objectives in the Plan because: <ul style="list-style-type: none"> • they enable development and land use in the Zone to be effectively managed, recognising its distinctive amenity and character • the policies provide clear direction as to the intent, purpose and character of the General Industrial Zone and Port Zone • the rule framework reflects the amenity anticipated in the General Industrial Zone and Port Zone by controlling development through rule requirements • the standards are aligned with the anticipated nature and scale of built development in the zones • the definition of industry aligns with the National Planning Standard and will allow a range of industrial activities to establish and operate in the zone. 		
Strategic Direction(s)	This would achieve the strategic objective by providing for a range of industrial activities within the General Industrial Zone as well as managing the effects of these activities. It also better provides for regionally significant infrastructure. The proposed approach also gives effect to the RPS and implements the National Planning Standards.		
Overall Appropriateness of Option 2	The proposed provisions are appropriate given that the benefits outweigh the costs, and they are an effective means of managing industrial land use activity.		

5.2 Risk of Acting or Not Acting

Where there is uncertain or insufficient information, an evaluation of the risk of acting or not acting is important. In this case it is considered that there is little uncertainty in the issue or the potential significance of the issue. The establishment and use of Industrial zoning is a well-established district planning approach across New Zealand. There are also many examples of specific Port zones. Given the current best practice detailed in section 1.7.4, the Council's understanding and knowledge of how land use activities are undertaken in its industrial zones, there is sufficient information to act. In summary, there is a low risk of acting and introducing updated and replacement provisions to appropriately manage the General Industrial Zone and Port Zone.

6 Preferred Option

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 Option 2 is the most appropriate option for the following reasons:

- The proposed provisions will implement the strategic objectives identified and discussed earlier in this report.
- The recommended approach specifically enables industrial activity and a limited range of non-industrial uses within the General Industrial Zone. This approach will efficiently and effectively achieve the objectives for the industrial zones. The proposed provisions will enable those activities already operating in industrial areas
- The recommended approach specifically enables Port activities and industrial activities within the Port Zone. This approach will efficiently and effectively achieve the objectives for the zone. The proposed provisions will enable those activities already operating in industrial areas.
- The proposed establishment and use of a general industrial zone creates a standardized and consistent planning approach to land use in the zone.
- The objectives and policies set a framework to enable Port activities, industrial activity and industrial and Industrial complementary and compatible activities while establishing a regulatory framework that addresses potential adverse environmental effects of these activities, directing activities to the right location, and enabling the efficient use of infrastructure.
- The rules and rule requirements reflect and respond to the objectives and policy framework.

Overall, it is considered that the recommended set of provisions is the most appropriate given that the benefits outweigh the costs, and they represent the most efficient and effective means of managing industrial land use activities and Port activities within the Timaru District.