



TARARUA DISTRICT COUNCIL

PROPOSED DISTRICT PLAN

PROPOSED VARIATION NO.1 INDUSTRIAL LAND IN DANNEVIRKE

**Background and Proposed Amendments to the
Proposed District Plan**

January 2010

1 BACKGROUND AND REASON FOR A VARIATION TO THE PROPOSED DISTRICT PLAN

The need to consider the amount of industrially zoned land in the District has been recognised during the review of the Tararua District Plan and this issue was included as a matter for discussion in the District Plan Review Public Discussion Document. Submissions in respect of this document were received supporting the identification of additional land for industrial use within the District, and particularly in Dannevirke.

A zoning review was undertaken as part of the District Plan Review process. Potential sites suitable for industrial zoning were identified through a Councillor and staff workshop. In order to evaluate the suitability of these areas for rezoning to industrial, a set of 'location identification principles and criteria' were developed and confirmed by the Council in order to assess and confirm the suitability, or otherwise, of each of the areas being considered.

Based on the analysis and recommendations set out in the Zoning Issues and Options Paper (November 2007), the Council determined to rezone a number of areas in the District via the Proposed District Plan. Three areas in Dannevirke were rezoned to Industrial Management Area. These include firstly an area identified as the 'Queen Street Block' which is comprised of several parcels of land adjacent to and to the north and northeast of the existing Industrial Management Area between Seddon Street, Queen Street and Cadman Street. These parcels were previously zoned Residential Management Area. Secondly, the area identified as the 'Windsor Street Block', which includes parcels on either side of Windsor Street that were previously zoned Residential Management Area and 'sandwiched' between two existing Industrial Management Areas. Thirdly, the area identified as the 'Laws Road Block', consisting of several parcels of land already used for industrial purposes at the corner of Laws Road and State Highway 2, were rezoned from Rural Management Area to Industrial Management Area.

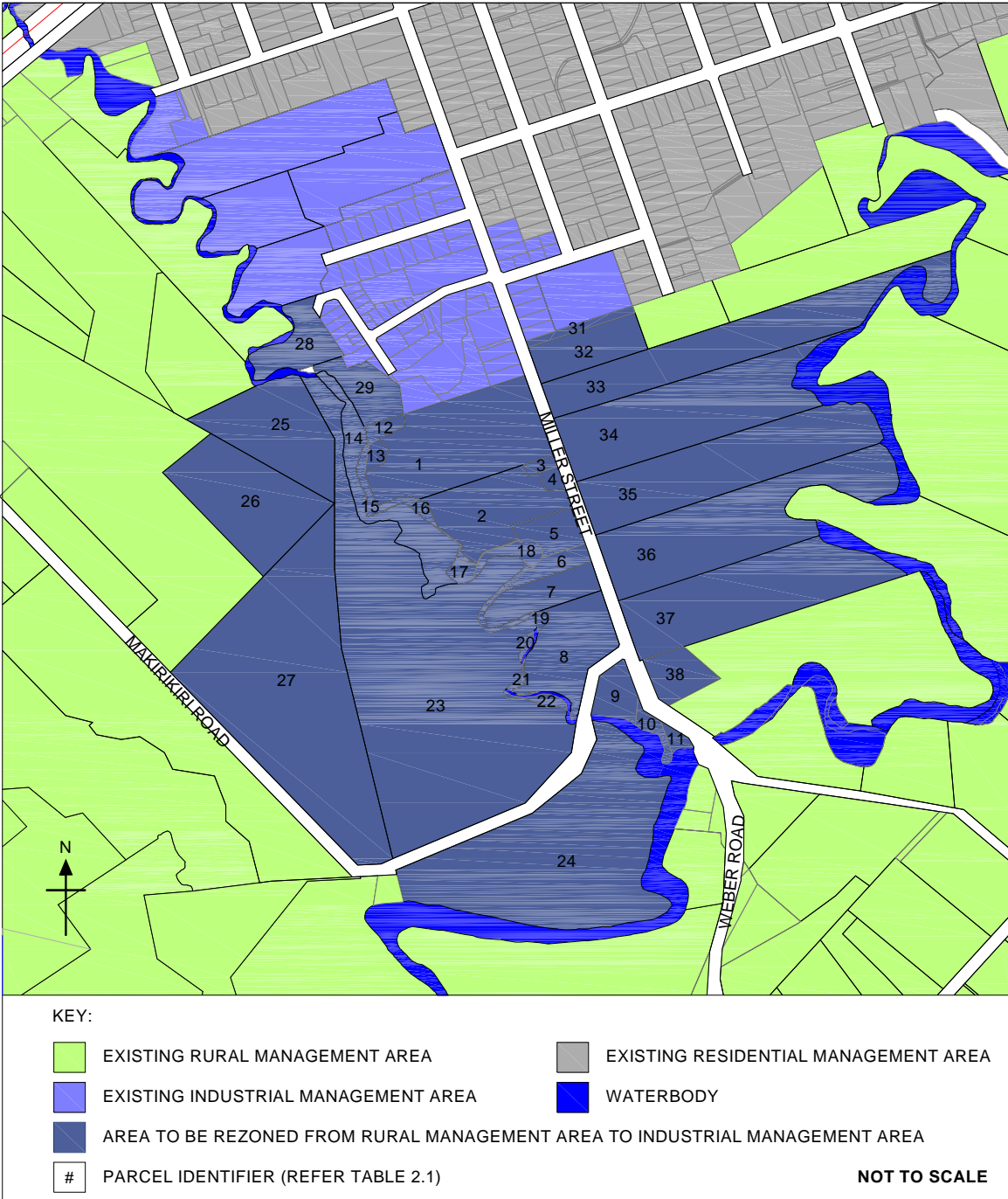
Despite the rezoning of these areas, the Council determined during the hearing of submissions on the Proposed District Plan (May 2009), that the matter of industrially zoned land in the vicinity of Dannevirke needed to be reconsidered in light of the submissions received relating to this matter. The Council's Hearing Committee considered and resolved that the matter needed to be addressed outside the decisionmaking on submissions process, namely via a plan change or variation process (as appropriate). This decision was based on the fact that the Council's ability to consider areas for rezoning is limited to the requests made in the submissions.

The Council considered it appropriate to consider a wider area for rezoning than only those sites to which the submissions relate, in order to ensure that this issue is effectively and comprehensively considered and that landowners who were not submitters to the District Plan in respect of this matter and who may be affected, are able to have their say on any changes to the zoning being proposed.

2 PROPOSED VARIATION

The Council proposes to rezone the land to the south of the existing Industrial Management Area in Dannevirke (refer District Plan Map 36 attached as Appendix A), between the Mangatera Stream and the Tapuata Stream, and the land on which the Dannevirke Sewage Treatment Ponds and the Dannevirke landfill are currently located, from Rural Management Area to Industrial Management Area. The area proposed for rezoning to Industrial Management Area is shown in the Locality Map in Figure 2.1 on the following page:

FIGURE 2.1 LAND PROPOSED TO BE REZONED TO INDUSTRIAL MANAGEMENT AREA



The land proposed to be rezoned from Rural to Industrial Management Area will be subject to the Industrial Management Area provisions as detailed in the Proposed District Plan.

The legal descriptions of the land contained within this area are set out in Table 2.1 below.

TABLE 2.1

Parcel Identifier	Legal Description	Ownership Details	Area (ha)
1	Pt Lot 3 DP 6727	Tararua District Council	3.6854
2	Pt Lot 1 DP 7667	Boyte Wilfred George	1.9313
3	Lot 1 DP 9249	Huxford Rowan Barclay Roydon Atkins Stuart Ian Huxford Michelle Helen	0.1011
4	Lot 1 DP 9381	Huxford Mervyn Paul Huxford Pauline Eileen Huxford Raymond George Clarence	0.1123
5	Lot 1 DP 16507	Boyte Wilfred George	0.5468
6	Lot 2 DP 16507	Boyden Peter William Ballance Beveridge Moana Tainui Beveridge Martin Andrew	0.3536
7	Lot 1 DP 12654	Beveridge Martin Andrew Beveridge Moana Tainui Boyden Peter William Ballance	0.8801
8	Lot 2 DP 12654	Beveridge Martin Andrew Beveridge Moana Tainui Boyden Peter William Ballance	1.7806
9	Lot 2 DP 9256	McGregor Denise Patricia McGregor Alister Duncan Mollison Ian Robert	0.5437
10	Lot 1 DP 7730	McGregor Denise Patricia Mollison Ian Robert McGregor Alister Duncan	0.2150
11	Lot 2 DP 7730	Williams Jane Elizabeth Williams Maitlinn Hull	0.1196
12	Lot 2 DP6727	Tararua District Council	0.1644
13	Lot 1 DP 11021	Tararua District Council	0.1287
14	Tapuata Stream SO plan 5270	Tararua District Council	
15	Pt Lot 3 DP 6727	Tararua District Council	0.1467

Parcel Identifier	Legal Description	Ownership Details	Area (ha)
16	Pt Lot 1 DP 7667	Tararua District Council	0.1442
17	Tapuata Stream Bed SO Plan 5270	Tararua District Council	
18	Tapuata Stream Bed SO Plan 5270	Tararua District Council	
19	Tapuata Stream Bed	Tararua District Council	
20	Tapuata Stream Bed	Tararua District Council	
21	Tapuata Stream Bed	Tararua District Council	
22	Tapuata Stream Bed	Tararua District Council	
23	Pt 2 Tahoraiti	Tararua District Council	21.6734 (parcels 23 and 24 combined)
24	Pt 2 Tahoraiti	Tararua District Council	As above
25	Pt 2A13B Tahoraiti	Tararua District Council	2.546
26	Pt 2A14A2 Tahoraiti	Tararua District Council	3.0416
27	Lot 1 DP 14427	Tararua District Council	9.2236
28	Lot 23 DP 10366	Tararua District Council	0.9687
29	Pt Lot 1 DP 6727	Tararua District Council	1.1492
31	Lot 1 DP 9952	PGG Wrightson Limited	0.2165
32	Lot 1 DP 18226	PGG Wrightson Limited	1.153
33	Suburban Section 54 Dannevirke	Arends Bernard John Palmer Maree Kay Luani Peter Martin	4.0468
34	Suburban Section 53 Dannevirke	Arends Bernard John Palmer Maree Kay Luani Peter Martin	4.0468
35	Suburban Section 52 Dannevirke	Arends Bernard John Palmer Maree Kay Luani Peter Martin	4.0468
36	Suburban Section 51 Dannevirke	SHB Trust Management Limited Donaldson Andrew Joseph	4.0468
37	Suburban Section 50 Dannevirke	SHB Trust Management Limited Donaldson Andrew Joseph	4.0468
38	Lot 2 DP 9609	Williams Jane Elizabeth Williams Maitlinn Hull	0.6829

3 SECTION 32 RMA ASSESSMENT

A separate report which explains the process undertaken by the Council in assessing the options for rezoning additional land to Industrial Management Area in Dannevirke is appended to and forms part of this Proposed Variation (refer Appendix B attached). The Report describes the ways in which the Council has met its responsibilities under Section 32 of the Resource Management Act 1991 through the implementation of the aforementioned assessment process.

APPENDIX A

Proposed District Plan Map No. 36

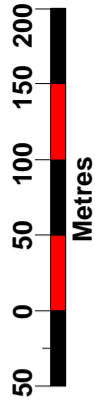
DISTRICT PLAN

Dannevirke

MAP NUMBER
36

34 35

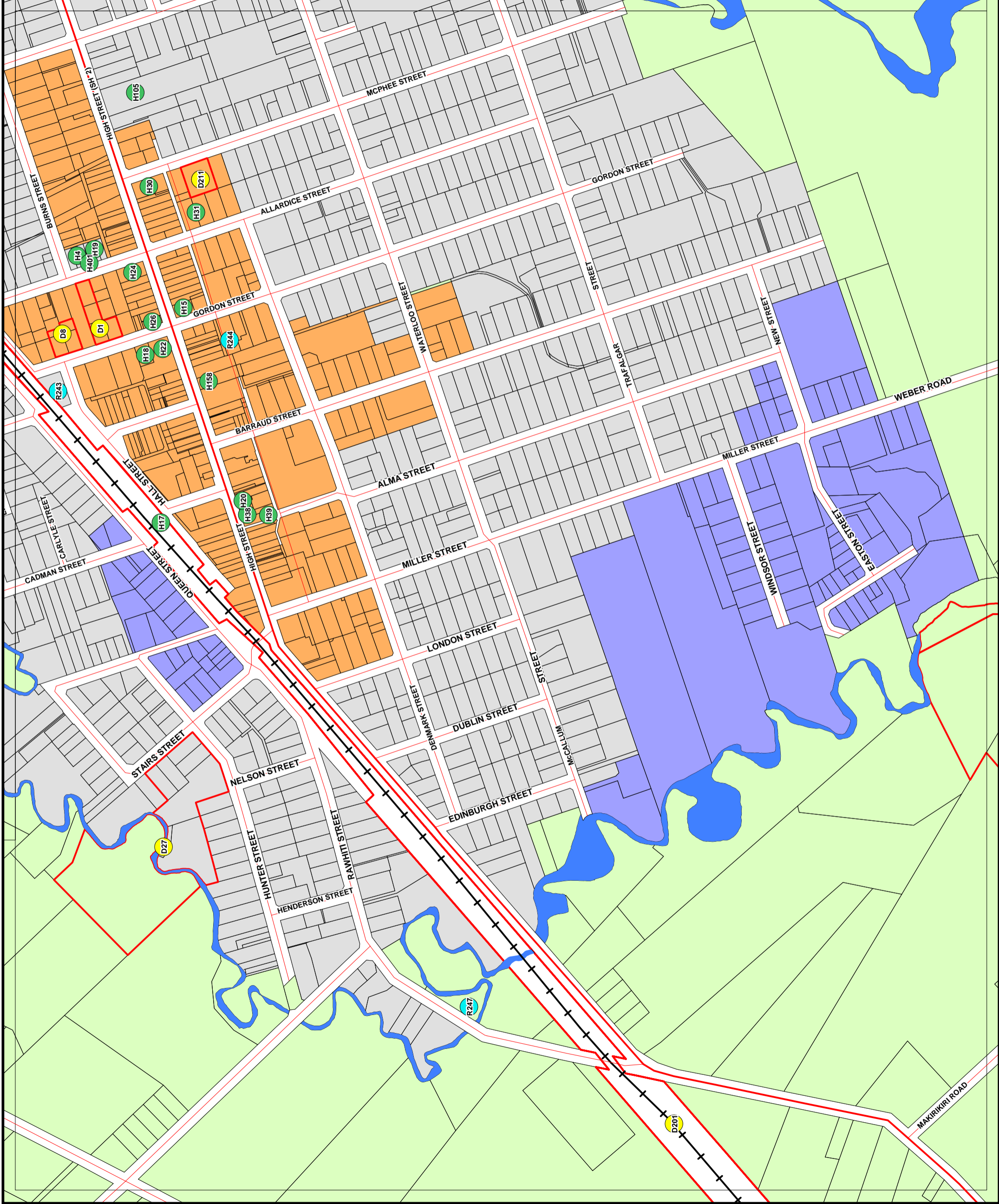
36 37



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Prepared by
Taranaki District Council
Information Services



APPENDIX B

Section 32 RMA Report



TARARUA DISTRICT COUNCIL

PROPOSED DISTRICT PLAN

PROPOSED VARIATION NO.1 INDUSTRIAL LAND IN DANNEVIRKE

Section 32 RMA Report

January 2010

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1 INTRODUCTION

A key principle that underpinned the Zoning Review, undertaken as part of the Tararua District Plan Review, is that urban containment is desirable in order to ensure efficiency in the delivery and utilisation of Council provided services in particular, and to have regard to energy efficiency in general. This requires the avoidance of market driven spot zoning of industrial activities within the District in favour of a coherent and structured approach to enable the Council to deliver services in both an economical and planned way to its community. The latter approach also provides certainty to potential investors that suitable land has been zoned for industrial use, where industrial activities are permitted as of right and reticulated services are provided.

These matters are provided for in the Proposed District Plan in a number of objectives and policies relating to efficient and sustainable urban and rural areas, environmental quality and amenity, and energy efficiency. The development of Proposed Variation No.1 has had regard to these provisions, and has been initiated in order to ensure that zoning of land for industrial purposes in Dannevirke occurs in such a way so as to meet the objectives and policies of the Proposed District Plan, particularly in relation to the underlying principle of urban containment and efficiency in the delivery of services and the end use of energy.

1.1 PROCESS FOR PLAN VARIATIONS AND PURPOSE OF THE REPORT

Section 73(1A) of the Resource Management Act 1991 (RMA) provides the Council with the ability to change its District Plan, provided this is done in the manner set out in the First Schedule of the Act. Where a plan change is being initiated that relates to a plan that is not operative, as is the case with the Proposed Tararua District Plan, the change is called a 'variation'. The First Schedule provides that the Council can initiate variations to its Proposed District Plan in the same manner as a plan change, as stated in Section 16A of the First Schedule of the Act as follows:

"16A Variation of proposed policy statement or plan

(1) A local authority may initiate variations (being alterations other than those under clause 16) to a proposed policy statement or plan, or to a change, at any time before the approval of the policy statement of plan.

(2) The provisions of this Schedule, with all necessary modifications, shall apply to every variation as if it were a change."

In addition to the requirements of the First Schedule, the Council has a duty to ensure that it meets the requirements of Section 32 of the RMA in the development of a proposed plan variation. Section 32 of the Act states:

"32. Consideration of alternatives, benefits, and costs

(1) In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48, or a regulation is made, an evaluation must be carried out by—

- (a) the Minister, for a national policy statement or a national environmental standard; or*
 - (b) the Minister of Conservation, for the New Zealand coastal policy statement; or*
 - (c) the local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of Schedule 1); or*
 - (d) the person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of the Schedule 1.*
- (2) A further evaluation must also be made by—*
- (a) a local authority before making a decision under clause 10 or clause 29(4) of the Schedule 1; and*
 - (b) the relevant Minister before issuing a national policy statement or New Zealand coastal policy statement.*
- (3) An evaluation must examine—*
- (a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
 - (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*
- (3A) This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district.*
- (4) For the purposes of the examinations referred to in subsections (3) and (3A), an evaluation must take into account—*
- (a) the benefits and costs of policies, rules, or other methods; and*
 - (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*
- (5) The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.*
- (6) The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made."*

The Zoning Review undertaken as part of the District Plan review process was designed in such a way so as to ensure that the considerations required by Section 32 of the RMA were inherent within the process and methodology used. As explained in this Report, that process and methodology have been used to consider additional areas of land for industrial rezoning. This Report sets out the options identified and considered by the Council for rezoning land to Industrial Management Area, and describes how this identification and consideration process meets the requirements of Section 32 of the RMA in the preparation of Proposed Variation No.1 to the Proposed District Plan.

1.2 PROPOSED TARARUA DISTRICT PLAN AND SUBMISSIONS

The Proposed District Plan was publicly notified in April 2008. Several submissions were received in relation to the supply of industrial land within Dannevirke. These submissions requested rezoning of several sites within or near the township to meet the expected future growth of industrial activities. Details of these submissions are as follows:

Infracon Limited Submission

The submitter requested the rezoning of Lot 1 DP 13134 which has an area of 7.42 hectares (and shown as parcel #30 on the Parcel Identifiers Map in Appendix B) on Makirikiri Road from Rural Management Area to Industrial Management Area, excluding an area to remain as a 'zone interface'. This interface would, in the submitter's view, provide a buffer between existing uses (including a school, sports fields and a marae) and any future industrial activities occurring on the site. The submission discussed the suitability of the site, including an assessment against the location identification principles and criteria used in the Issues and Options Paper Zoning Review.

McGregor Submission

The submitter requested the rezoning of two allotments, Lot 2 DP 9256 and Lot 1 DP 7730 (0.53 hectares and 0.19 hectares respectively), located on the corner of Weber and Makirikiri Roads, from Rural Management Area to Industrial Management Area (shown as parcels #9 and #10 on the Parcel Identifiers Map in Appendix B). The submission expresses a view that there is a shortage of land zoned for light industrial activities in Dannevirke and outlines the suitability of the proposed site for industrial purposes.

Proposed District Plan Hearing of Submissions

The Hearing of the above submissions highlighted the need to reconsider whether or not additional land in Dannevirke needs to be zoned for industrial purposes. A particular concern of the Council is that a shortage of fully serviced (water, stormwater, sewage) industrial land will potentially constrain industrial growth in Dannevirke.

Mr McGregor, in his submission to the Hearing Committee explained that a number of the allotments in close proximity to Lot 2 DP 9256 and Lot 1 DP 7730 are zoned Rural Management Area but are used for industrial purposes. Mr McGregor detailed that most of these industrial activities pre-date the Operative Tararua District Plan and thus have existing use rights. The rezoning of this area from Rural Management Area to Industrial Management Area, in Mr McGregor's view, would allow the Council to incorporate and consolidate these activities into an industrial zone.

Infracon Limited requested the rezoning of Lot 1 DP 13134 (7.4 hectares) on Makirikiri Road from Rural Management Area to Industrial Management Area. The wider area in this locality (the general area between Aerodrome Road and Makirikiri Road) was considered for rezoning to Industrial Management Area in the zoning review undertaken during the development of the Proposed District Plan. It was recognised that the area, and the site owned by Infracon in particular, is at least partially suitable for industrial rezoning. However, due to constraints in respect of the 'suitability' and 'compatibility' criteria the area was not

considered further nor recommended to be included in the Proposed District Plan. The Issues and Options Paper Zoning Review states:

"Closer to the oxidation ponds, this block includes a parcel recently purchased by Infracon, and thus there exists an excellent opportunity for the coordination of services for industrial development on some of the land in this block."

2 METHODOLOGY

The method used to identify, assess and determine options for possible areas to be rezoned is as follows:

- i. Initial identification of possible areas (Options 1 to 7) within or near Dannevirke to be rezoned in light of submissions received in respect of the Proposed District Plan.
- ii. Evaluation of Options 1 to 7 in relation to a set of assessment criteria that provide for a variety of factors which influence the suitability, or otherwise, of the Options for rezoning.
- iii. Identification of the most suitable Option(s) for rezoning and the development of a Proposed Variation based on these findings.

Each of the steps in the methodology is discussed in more detail below.

2.1 OPTION IDENTIFICATION

The submissions received in respect of the Proposed District Plan formed the basis for the development of options for consideration for rezoning. The land (parcels) to which the Infracon and McGregor submissions relate are isolated from the existing Industrial Management Area. Given the general approach of avoiding 'spot zoning' in the District Plan Review, and in order to comprehensively address the matter of access to and servicing of land zoned Industrial Management Area zoning in Dannevirke, it is necessary to consider all the land between the Infracon site, the McGregor site, and the existing Industrial Management Area.

Seven potential rezoning options have been identified by the Council. These options have been developed with consideration for the key principle of urban containment and to avoid spot zoning. Development of the options has also taken into account the matters raised in the submissions received by the Council.

2.2 EVALUATION OF OPTIONS

The options identified for rezoning have been assessed against a set of 'location identification principles and criteria' which were initially developed for the purpose of the Zoning Review undertaken as part of the Proposed District Plan Review. As discussed in the Zoning Review Issues and Options Paper, the suitability of different areas for rezoning depends on a number of factors, including physical suitability, serviceability, accessibility, compatibility, and availability. Assessment of the parcels of land included in each of the options against the criteria enables the elimination from consideration of any areas that have

major constraints, such as a high risk of the occurrence of natural hazards, or particular difficulty or cost with respect to the provision of services. Further consideration of the options was then given to those areas identified as the most suitable for rezoning.

Five key factors influence the suitability of land to be rezoned for industrial purposes. The five 'abilities' provide the framework for the assessment criteria, as discussed below. A matrix showing the assessment of the options identified for possible rezoning against the criteria are included in Appendix D of this report.

Physical Suitability

Land to be rezoned must be physically suitable for development. Primarily, this requires that sites are not particularly susceptible to natural hazards and that sites can accommodate suitable building platforms and/or other developed areas for use. Physical suitability also includes the value of land to the community, in terms of its current use. For example, if an area is identified as containing a waahi tapu site or a site of ecological significance, it may not be well suited to use for industrial purposes.

The physical suitability of the options being considered for rezoning is determined by a 'desktop' consideration of the Council's District Plan, flood zone and other natural hazard maps, topography, and discussion with the Council's Assets Manager and Engineering Services Manager. Geological, geomorphological or other 'field' (eg archaeological or ecological) investigations have not been undertaken at this stage.

Serviceability (Infrastructure)

The ability of land to be serviced plays a fundamental role in the identification of appropriate areas for rezoning. Rezoning of any land to Industrial Management Area means that it must either have existing services or be able to be cost effectively serviced. Any new industrial areas need to make wise use of existing infrastructure, including facilitating infill development where possible in order to ensure the efficient use of Council services.

Given the costs and timeframes associated with the provision of infrastructure, consideration of the serviceability of land for industrial development is fundamental to the assessment of areas for rezoning for this purpose. As is the case if a site is particularly at risk from natural hazards, the failure of an area of land to meet the 'serviceability' criteria may constitute a 'fatal flaw', thereby eliminating the area (option) from further consideration.

The serviceability of the land contained within each of the options has been determined in consultation with the Council's Asset Manager and the Engineering Services Manager. Consideration of the location and capacity of existing services, and any future servicing provisions indicated in the Long Term Council Community Plan (LTCCP), have been the major determinations of serviceability.

Accessibility

Industrially zoned land must be accessible by employees, staff and contractors and access must also be available for product distribution and the delivery of raw materials. Industrial activities can involve a high number of vehicle movements and often involve heavy loads and/or heavy vehicles. It is important that the location of industrially zoned land within the District enables energy efficient access, by taking advantage of existing transport networks and available modes of transport. As industrial vehicle movements are also likely to impact levels of service on, and the maintenance requirements of, district roads, it is important for new industrially zoned areas to fit with the Council's roading and transportation strategies.

Accessibility of land has been determined by considering the existing road and rail networks, the presence of any 'paper roads', any planned transport expenditure in the LTCCP, the Regional Land Transport Strategy and the costs of extending access where required (in consultation with the Council's Asset Manager).

Compatibility

One of the benefits of reviewing and revising the amount of industrially zoned land in the District is the opportunity it provides for ensuring that new industrial development will not adversely affect existing activities. This includes avoiding potentially incompatible activities from occurring in close proximity to one another and requires consideration of 'reverse sensitivity' issues as well as of effects occurring at the margins of management areas (zone interface effects).

It is important that new activities in any new Industrial Management Area will not have significant adverse environmental effects on adjoining areas, such as those that may arise in relation to noise or odour. Grouping industrial areas together and/or taking advantage of opportunities for infill development is a means of effectively managing the environmental effects which may arise from industrial activities. The clustering of activities with similar types of effects also provides opportunities for the coordination of services and the achievement of greater efficiencies in service delivery.

The compatibility of land has been determined by considering existing zoning and land use in close proximity to the identified land, as well as the consideration of any known long term plans or potential and realistic uses of surrounding land.

Availability

The availability of land is an important factor to be considered in this assessment, although in many cases it may be difficult to determine, particularly at the individual (land parcel) level. The first aspect of availability is that the title or tenure of the land does not limit land use.

This could include covenants or other encumbrances regarding the future use or sale of the land that would render it unsuitable for rezoning. It is also important that the use of land for industrial purposes does not have a high opportunity cost in relation to potential alternative uses. Alternative uses of the potential new industrial areas may include residential, commercial or 'public space' uses. If an area is particularly well suited for such uses, its value to the community as residential or commercial land may exceed its value as industrial land.

The assessment of the suitability of land has been based on the current use and tenure of the land in question. Individual site availability is not able to be determined at this stage.

Location Identification Principles and Criteria

Each of the options (1 to 7) for rezoning has been assessed using specific criteria for each of the 'abilities' discussed above. Each individual site (land parcel) within the area being considered has been assessed separately, although the recommendations derived from the assessment have taken into account the overall suitability of each option rather than just that of individual sites. The specific criteria used to assess each of the 'abilities' discussed above in relation to possible areas for industrial rezoning are as follows:

Physical Suitability

- Topography and ground conditions
 - Suitable building platforms, service areas and hard standing area available
 - Realistic and feasible development costs
- Avoidance (or low risk) of natural hazards:
 - Flooding
 - Landslip/subsidence
 - Seismic (including liquefaction)
- Avoids "sensitive" or high value (to the community) land or irreplaceable or unsuitable land [eg significant ecological or heritage sites (including waahi tapu) or valuable recreation sites.]

Serviceability (Infrastructure)

- Land/sites are able to be cost effectively serviced in respect of the following:
 - Water
 - Stormwater
 - Effluent treatment/disposal
 - Power/gas
 - Road/rail
 - Communications
 - Makes (wise) use of existing infrastructure

Accessibility

- For employees/staff/contractors
- For product distribution and delivery of raw materials
- Location and mode of transport will enable energy efficient access
- Fits with the Council's roading and transportation strategies

Compatibility

- Avoids potentially incompatible activities in close proximity to each other
- Avoids adverse zone interface effects (environmental and social, eg. visual intrusion, noise, odour, glare, traffic safety)
- Positive or synergistic effects, or opportunities to coordinate services, exist

Availability

- Tenure/title does not limit land use
- Willing seller
- Opportunity cost of using the land for industrial purposes with respect to actual and potential alternative uses and the productive capacity or value of the land is not high

2.3 CRITERIA ASSESSMENT

Four criteria ratings have been developed in order to assess the suitability of each of the locations identified as possible areas for rezoning. The ratings notations, as used in the assessment matrix in Appendix D, are as follows:

- **S = Suitable**

An 'S' rating for any of the criteria indicates that the land in question is suitable for industrial rezoning and development and no constraints exist.

- **SL = Suitable with Limitations due to Cost, Natural Hazards or District Plan Provisions**

Some land may be generally suitable for rezoning in respect of a criterion, but there is some limitation to suitability as a result of likely costs of development (particularly in terms of providing services or physically developing the land), the land may be potentially susceptible to natural hazards, may have a Class I or II Land Use Capability or there may be District Plan provisions with which rezoning would be inconsistent.

- **US = Unsuitable**

Land with a 'US' rating is particularly unsuitable for rezoning for a number of reasons, which may include a combination of likely costs of development, District Plan provisions, physical constraints, existing land uses in the vicinity of the land in question and/or have a high value to the community or the Council for uses other than industrial activities.

- **MC = Major Constraint**

Land with an 'MC' rating for any particular criterion is unsuitable for rezoning. An 'MC' rating is only likely to be assigned if the cost or practical difficulties of developing or the land would be too difficult for the market to accept.

3 POTENTIAL REZONING OPTIONS

The entirety of the area that has been considered for rezoning is shown in the area maps included in Appendix A. The land comprising each of the seven options set out below are shown in the Option Maps in Appendix C. For referencing purposes, each allotment has been assigned a unique identifier (number), shown on the Parcel Identifiers Map and the associated Schedule of Parcels in Appendix B. All the land being considered for rezoning is currently zoned Rural Management Area.

Option 1

These allotments are located to the west of Miller Street / Weber Road, and to the north and south of the intersection with Makirikiri Road and Weber Road.

Option 2

In addition to the land area included in Option 1, Option 2 includes the land currently utilised for the purposes of the Dannevirke Sewage Treatment Plant (STP) and the Dannevirke Landfill. Both sites are designated in the Operative District Plan (Designation Number 102 and 111 respectively).

Option 3

Option 3 includes the rezoning of land contained in Option 2, as well as the rezoning the Infracon site on the western side of Makirikiri road opposite the Council's STP and oxidation ponds.

Option 4

Option 4 includes the allotments contained in Option 3, excluding the Infracon site, and also includes the allotments to the east of Miller Street / Weber Road.

Option 5

Option 5 includes all allotments included in Options, 1, 2, 3, and 4 as detailed above.

Option 6

Option six includes all the allotments on both sides (western and eastern) of Miller Street/Weber Road. It excludes rezoning the land on which the Council's STP and the Dannevirke landfill are located.

Option 7

Option 7 involves the rezoning of the allotments on the western side of Miller Street/Weber Road (i.e. those included in Options 1 and 6 above) from Rural Management Area to Industrial Management Area. It also includes rezoning the allotments on the eastern side of Miller Street/Weber Road from Rural Management Area to Future Industrial Management Area.

4 EVALUATION OF OPTIONS - RESULTS

The results of the application of the industrial land criteria to each of the parcels being considered for rezoning are set out in the assessment matrix included in Appendix D and a discussion of these results is set out below.

4.1 OPTION 1

The allotments included in this Option (parcels #1-11) are considered to meet the assessment criteria for all of the location criteria, with the exception of the avoidance of natural hazards under the suitability criteria.

Nine of the eleven allotments are considered to be potentially at risk of partial flooding during a 1 in 100 year flood event. The Tapuata Stream forms the western boundary of the subject allotments. It is the land sloping towards the Tapuata at the rear of these allotments that is considered to be at risk of potential flooding. However, with appropriate building controls, such as the implementation of minimum floor level requirements, the potential risks of flooding can be mitigated.

In relation to roading and traffic concerns, discussions with the Council's Engineering Services Manager indicated that Miller Street/Weber Road currently handles heavy traffic

and is capable of accommodating over dimension loads (as a result of upgrades associated with the Te Apiti Wind Farm project). There are currently no issues with increased pavement wear resulting from the existing established activities which are industrial in nature. Given that Miller Street/Weber Road is wide enough to accommodate heavy vehicles, Option 1 is considered to be generally suitable with regard to the 'accessibility' criterion, although it is noted that the area is not accessible by rail.

The Council's Asset Manager has confirmed that the allotments on Miller Street/Weber Road in the subject locality are serviced by existing water mains. He advised that the servicing of these allotments would require the installation of a sewer extension, which would require the installation of a pump and rising main. However, given the number of allotments that would be serviced by the sewerage line extension, the provision of reticulated sewage services is able to be cost-effectively achieved.

The sites meet all other location identification principles and criteria for industrial land.

4.2 OPTION 2

This option includes those allotments considered for rezoning in Option 1 (parcels #1-11) but with the addition of the allotments currently used for the purpose of the Council for the Dannevirke Sewage Treatment Plan (STP) and the Dannevirke Landfill and several parcels that are within the Tapuata Stream (parcels #12-29). The key way in which these sites are suitable for rezoning is in terms of the 'compatibility' criterion. The STP and landfill operations have effects, particularly amenity effects, which are similar to those activities that are permitted in the Industrial Management Area. It would therefore be logical to zone these sites as Industrial Management Area in order to account for the activities that already occur there in order that the sites would have the same zoning as those to the west. However, rezoning of these sites would not necessarily increase the amount of industrially zoned land available in Dannevirke, as the land is already being used for significant community activities (service provision) which are not likely to cease in the near future. It would only be if these operations were to cease that the land would potentially become available for other industrial activities to be undertaken on the site 'as of right'.

The primary purpose of the Industrial rezoning in this instance would be to consolidate these existing uses into an appropriate zone, and thus clearly communicate to the community and potential investors of neighbouring allotments, the nature of existing activities and actual and potential effects associated with the current and likely foreseeable future uses of these allotments.

Seven of the allotments included in this Option are within the area through which the Tapuata Stream flows. Whilst these areas are not suitable for rezoning in terms of physical suitability, or most of the other criteria because of their location within the stream, they are suitable in terms of providing continuity of zoning between the two main areas that comprise Option 2 (being allotments on the east and west of the stream).

4.3 OPTION 3

The land (7.4 hectares) contained in the site owned by Infracon (parcel #30) is considered suitable with regard to some of the location identification criteria. However, it is unsuitable with regard to several criteria, which present significant limitations to the rezoning of the site.

Firstly, the allotment is unsuitable for industrial rezoning in terms of the avoidance of sensitive or high value (to the community) land aspect of the physical suitability criterion. Existing uses of several of the parcels in this area (those closer to State Highway 2) include a Marae, school (Designation 52) and a sports field. These are important community activities, and rezoning the Infracon allotment to Industrial Management Area may have significant adverse effects on these activities. The types of effects associated with activities typically undertaken in the Industrial Management Area, such as noise, smells and visual effects, are not generally compatible with the activities currently undertaken on the adjacent sites. Industrial activities, and the activities that would likely be undertaken by Infracon, also involve high numbers of heavy vehicle movements, which would potentially have additional adverse (safety and amenity) effects on existing activities in the vicinity of the subject allotment. In this way, this allotment is also considered unsuitable for rezoning in terms of the compatibility criterion.

In its submission in respect of the Proposed District Plan, Infracon proposed that a 'zone interface' be created in order to manage the potential adverse effects of industrial activities being undertaken on the site if it were to be rezoned to Industrial Management Area. The submission did not provide specific detail as to how such an interface would be implemented, although evidence was presented at the hearing of submissions, by a representative of Infracon, as to how this could be achieved. It was suggested that 2.2 hectares of the site would be retained as a buffer zone (where no industrial activities could be undertaken). This would create a buffer of 160 metres between the school and any industrial activities, and 300 metres between the Marae and any such activities.

It is considered that the buffer zone concept proposed by Infracon could be effective in terms of managing some of the potential effects of rezoning the land to Industrial Management Area, particularly noise, odour and visual effects. However, a buffer zone would not manage the issue of the effects of heavy traffic on the existing activities. One option for managing this would be to prohibit heavy traffic from the Infracon site from using Makirikiri Road to gain access to State Highway 2 and require that it use Miller Street/Weber Road. However, there are some limits to this in terms of the physical suitability of the use of Miller Street/Weber Road for this purpose, as discussed in more detail below. It is considered that mitigation measures can potentially be implemented to manage adverse effects and incompatibilities between existing activities and a new Industrial Management Area on this site. However, as there are limitations to the extent of such measures, the site is considered unsuitable for rezoning in terms of the 'physical suitability' and the 'compatibility' criteria.

With regard to the serviceability of the site, the Council's Asset Manager has advised that in order to service the site, services would have to be provided via an extension down the entire length of Makirikiri Road (from the north, where existing mains are located in road reserve

along State Highway 2). Given the unsuitability of other allotments on Makirikiri Road for rezoning from Rural Management Area to Industrial Management Area (established through the Zoning Review Issues and Options Paper due to the existing uses of these allotments), the extension of services through Makirikiri Road would be inefficient. Serviceability is therefore considered to be a significant constraint in respect of Option 3. It would, however be possible to provide the necessary extension of services, and this Option has therefore been assigned a 'suitable with limitations to cost (SL)' rating for the serviceability criterion.

Additionally, the site has limitations in terms of the accessibility criterion. Rezoning of the land in question from Rural Management Area to Industrial Management Area would require suitable access for heavy vehicles to ensure the continued safe operation of, and levels of service on, the District's roading network. The Makirikiri Road intersection with State Highway 2 presents a major constraint for the safe movement of high numbers of heavy vehicles, because of the road camber of State Highway 2 and sight distances on both roads in this locality. The Council's Engineering Services Manager has advised that, given the safety issues associated with this intersection, it is unlikely that Transit New Zealand would be supportive of an activity seeking regular heavy vehicle access to the State Highway via this intersection. Similarly, Transit would not be likely to support any modification of this intersection, given that upgrading it in order to 'flatten' the intersection would not deal entirely with the issue of limited sight distances. Additionally, both the Council's Asset Manager and Engineering Services Manager have noted that there would likely be strong opposition from users of the Marae and school at the northern end of Makirikiri Road to the use of this intersection for State Highway access by heavy vehicles.

Alternative access to the area contained within Option 3 would be via Miller Street/Weber Road. However, this option is also problematic in terms of traffic safety. Between the smaller of the two oxidation ponds, Makirikiri Road narrows to a one lane bridge with steep approach gradients on either side of the structure. The gradients make the road unsuitable in this location for heavy vehicles.

Sight distances at the Makirikiri Road - Weber Road intersection also create a further limitation in respect of the movement of heavy vehicles and the safe operation of the District's roading network. Given the narrow one lane approach (with steep gradients) of Makirikiri Road with Weber Road, it is not considered feasible to widen the road in this locality due to the physical constraints imposed by the Council's oxidation pond embankments. The costs of reducing the approach gradients to the structure and widening Makirikiri road to a suitable standard present a further constraint. These improvements, which would be necessary in order to provide safe and efficient access to the site being considered, are not provided for within the Council's current roading and transportation strategy.

4.4 OPTION 4

Option 4 includes the rezoning of those allotments considered in Option 2 (parcels #1-29) and those allotments located to the east of Miller Street/Weber Road (parcels #31-38). These allotments are considered suitable for rezoning from Rural to Industrial Management

Area in terms of availability, compatibility, accessibility, and serviceability. The allotments can be cost effectively serviced and have adequate accessibility via by Miller Street/Weber Road to meet the requirements of Industrial users (refer to the discussion of Options 1 and 2 above).

However, in terms of the physical suitability criterion, the additional allotments to the east of Miller Street/Weber Road included in this Option are considered to be suitable with limitations both in terms of topography and ground conditions and in terms of the avoidance of natural hazards (flood risk). The allotments on the eastern side of Miller Street/Weber Road are cut by a steep river terrace, making the land at the rear (eastern side) of these allotments unsuitable for industrial purposes (refer Topographic Map in Appendix B). Only the western side of the allotments is suitable for building platforms, service areas and hard standing areas.

Additionally, the eastern part of the allotments is located between the steep river terrace and the bed of the Mangatera Stream. Flood hazard maps indicate that this land is subject to flooding during 1 in 100 year flood events. Given that industrial development is likely to be limited to the land directly adjacent Miller Street/Weber Road it is not considered that the allotments are entirely unsuitable for industrial rezoning. Rather, they have been assigned a 'suitable with limitations due to cost' rating for the topography/ground conditions and the avoidance of natural hazards aspects of the physical suitability criterion.

It would be also possible to rezone only the western half (i.e. the half with frontage on Miller Street/Weber Road) and to leave the eastern half zoned as Rural Management Area.

A further factor for consideration in regard to this option is to provide an indication that the area may be rezoned to Industrial Management Area in the future, by identifying it as a 'Future Industrial Management Area'. This is considered in more detail with regard to Option 7 discussed below.

4.5 OPTION 5

This Option proposes to rezone all allotments considered above in Option 1 to Option 4 (parcels #31-38) from Rural to Industrial Management Area. Accordingly, it incorporates the strengths and weaknesses detailed in each of the evaluations above. The primary advantage of this Option is that it provides a significant amount of industrially zoned land, based on land already used for industrial activities. In doing so, it promotes the occurrence of new industrial activities with similar types of effects in a consolidated area and creates opportunities for the efficient provision and use of services.

4.6 OPTION 6

This option involves rezoning the allotments on either side of Miller Street/Weber Road, being those included in Option 1 (parcels #1-11 on the western side) and parcels #31-38 on the eastern side. Notably, it excludes rezoning the land upon which the Council's sewage treatment facilities and the Dannevirke landfill are located, which would remain zoned as Rural Management Area. It also avoids the rezoning of the allotments that are within the

Tapuata Stream Bed. The merits of this option are as set out above in the evaluation of Options 1 and 5.

4.7 OPTION 7

This option includes the same allotments as those included in Option 6. However, it involves rezoning the allotments on the western side of Miller Street/Weber Road to Industrial Management Area and placing a Future Industrial Management Area 'overlay' on the allotments on the eastern side.

This approach would provide a signal to investors that the area identified will ultimately become available for industrial use as market demand dictates and would be a factor that the Council would take into account when making decisions on any resource consent applications in relation to sites within this 'Future Industrial Management Area', such that the activity being proposed would not compromise any future industrial use of the land in question.

As discussed in reference to Option 4, another possibility is to only rezone the western (front) half of the allotments on the eastern side of Miller Street/Weber Road to Industrial Management Area, given the topographical characteristics of the back half of those allotments.

4.8 THE 'DO-NOTHING' OPTION

The 'do-nothing' option, in other words retaining the status quo, would consist of not rezoning any land to Industrial Management Area than that which has already been rezoned through the District Plan review process. The reason for Proposed Variation No.1 is to address what the Council considers to be a significant matter that requires further assessment to that already undertaken in the review. The Council considers that the 'do-nothing' option is not the most appropriate way to achieve the purpose of the RMA and the objectives of the District Plan because there is clearly demand for additional industrially zoned land and not providing such land creates a risk of 'ad hoc' and unconsolidated industrial development in Dannevirke.

5 SUMMARY AND CONCLUSION

This Dannevirke industrial land review has, in light of the submissions received on the Proposed Tararua District Plan, involved the consideration of the most suitable additional areas for industrial rezoning in or adjoining Dannevirke. It is a necessary exercise for guiding decision making as to the nature, scale, and location of industrial development, as well as providing an indication and a level of certainty to District Plan users as to where the Council considers industrial development ought to occur.

The Council considers that the primary area of land (option) suitable for zoning to Industrial Management Area in Dannevirke, via a proposed variation to the Proposed District Plan, is Option 4. The allotments (other than those located in the stream bed) meet all location

identification principles and criteria for industrial land, with the exception of the avoidance of natural hazards under the suitability criteria. However, with the implementation of appropriate building controls, such as minimum floor levels, this is not seen to be a barrier to industrial use and thus rezoning.

The Council therefore considers that undertaking Option 4 is the most effective and appropriate way for it to meet the objectives of the RMA and objectives and policies of the District Plan in terms of enabling the provision of adequate industrially zoned land in Dannevirke.

