



SECTION 32 REPORT Airport, Hospital and Port Zones

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1 Executive Summary

The airport, hospitals and port are major local, regional and nationally significant transport/logistics and healthcare related facilities that make an important contribution to the economic and social wellbeing of the district.

However, neither this contribution nor the specialised nature of these facilities and related activities are not explicitly recognised in the Operative District Plan. Instead they are managed within the more generic Business, Residential, Industrial, Open Space and Rural Environment Areas. This variable and 'non-specific' approach has the potential to pose problems to the ongoing use and development of these facilities, particularly where the zoning and associated rules inadequately recognise their unique operational/developmental needs and associated environmental effects. In addition, it is at odds with the 2019 National Planning Standards zone framework, which specifies using Special Purpose Zones to cater for land use activities that are locally, regionally and/or nationally significant.

The key resource management issues that need to be addressed in relation to the airport, hospitals and port are:

- Explicitly recognising the specialised nature of the activities allied with these facilities and the important contribution they make to the district and wider regional/national economy.
- Ensuring that these facilities and associated activities are afforded sufficient operational and development flexibility to meet their current and future needs.
- Managing the impact of existing activities and any future development on the adjacent receiving environment, particularly where the facility borders a residentially zoned property.

To address these issues, the following key changes are proposed:

- Introduction of specialised zones that specifically recognise and respond to the requirements of these significant transport/logistic and healthcare facilities and are aligned with the National Planning Standards.
- Specific Airport, Hospital and Port Zone objectives and policies that provide for the efficient, ongoing use and development of these facilities and associated activities, while ensuring that adverse effects on adjacent properties are appropriately managed
- Specific Airport, Hospital and Port Zone specific rules, effects standards and assessment matters that provide a clear framework to manage facilities and seek to strike a balance between efficient site use and development and avoiding or minimising adverse effects on neighbouring areas, particularly residential or rurally zoned properties
- Introduction of specific precincts that support the Airport, Hospital and Port Zones to increase the level of certainty and clarity to facility owners/operators and the community generally regarding the nature and scale of activity/development anticipated

These provisions will better afford the airport, hospitals and port with flexibility to develop and adapt, while at the same time ensuring that any adverse impacts on adjacent properties are avoided or minimised. They are also anticipated to result in reduced operational and development related compliance costs.

2 Introduction and Purpose

This report contains a section 32 evaluation of the objectives, policies and methods relating to the Airport, Hospital and Port Zone in the Proposed New Plymouth District Plan. It is important to read this report in conjunction with the section 32 overview report which contains further information and evaluation about the overall approach and direction of the District Plan Review and Proposed District Plan.

The New Plymouth District contains the following major local, regional or nationally significant facilities which contribute to the economic and social wellbeing of the community:

- Port Taranaki.
- New Plymouth Airport.
- Taranaki Base Hospital Campus.
- Southern Cross Hospital New Plymouth.

These facilities are large-scale and have a unique or specific predominant land use, such as providing a community service, producing goods or acting as a key infrastructure or logistics hub. In addition to these predominant uses, the facilities generally comprise a range of ancillary activities related to the principal activity (e.g. administrative offices, laboratories, workshops, hangers, storage tanks) which contribute to the overall functioning of the sites. The nature and scale of these facilities requires a degree of flexibility to enable them to develop and adapt in future. In most cases they include multiple buildings of varying size and height spread over a large site, along with large areas devoted to car parking. This can present particular challenges to the way in which these facilities are managed by the District Plan, especially those that might be located in or near a sensitive receiving environment (e.g. residential).

Under the effects based Operative District Plan, these facilities are managed by the generic Business, Residential, Industrial, Open Space and Rural Environment Areas. The main problem with this approach is that broad objectives and policies apply to the port and no objectives and policies apply to the airport and hospitals, so there are no provisions that specifically recognise the specialised role and operational requirements of their activities. As a result, the Operative District Plan is not providing the best outcomes for the operators or the community.

This variable and non-specific, 'one size fits all' approach to managing these facilities means that the zoning and associated rules are not set up to recognise their particular operational requirements (e.g. on-site support activities, hours of operation, size of buildings, on-site carparking). In addition, the nature and scale of activities for these large-scale facilities has the potential to generate a wide range of adverse effects including noise, dust, vibration, odour, lighting, glare, shading, visual impacts of structures and industrial activities, and other effects which may cause a nuisance or risk to surrounding land users. This can present particular challenges to the way these facilities are managed, especially those that are located in or near more sensitive residential areas or housing in rural areas.

The unique operational needs and environmental effects associated with these major healthcare and logistic/transport facilities has given rise to individual zones that are tailored to address those needs and effects, while recognising the extent of existing lawfully established activities. Recognising and providing for large-scale facilities is intended to enable them to operate and develop effectively and efficiently while ensuring that any consequential adverse effects are appropriately managed. This approach also aligns with the National Planning Standards 2019 framework that provides for "Special Purpose Zones" to cater for land use activities that are significant at a district, regional or national level.

Using the National Planning Standards framework, the new Special Purpose Zones discussed in this report are:

- Special Purpose: Airport Zone.
- Special Purpose: Hospital Zone.
- Special Purpose: Port Zone.

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

Other sections of the District Plan also relevant to the facilities contained in this zone include Coastal Environment, Natural Hazards, Energy, Transport, Network Utilities, Hazardous Substances, Contaminated Land, Noise and Light.

3 Statutory and Policy Context

3.1 Resource Management Act

The Resource Management Act (RMA) sets out the functions of territorial authorities in Section 31. The key function for the district council is the integrated management of the use, development, or protection of land and associated natural and physical resources of the district. "Natural and physical resources" include natural landforms, buildings and structures.

Section 6 of the RMA specifically requires that the Council recognise and provide for matters of national importance. The Section 6 matters of national importance relevant to the proposed Airport, Hospital and Port Zones are:

- (a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development*
- (c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*
- (d) the maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers*
- (e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga*

Section 7 of the RMA requires the Council to have particular regard to the following matters:

- (b) the efficient use and development of natural and physical resources.*
- (c) the efficiency of the end use of energy;*
- (d) the maintenance and enhancement of amenity values.*
- (f) maintenance and enhancement of the quality of the environment.*

Section 8 of the RMA requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Tangata whenua, through iwi authorities have been consulted as part of the review process and the obligation to make informed decisions based on that consultation is noted. Section 74(2A) further requires councils to take into account relevant Iwi Management Plans and their bearing on the resource management issues of the District.

3.2 National Policy Statements and Standards

3.2.1 New Zealand Coastal Policy Statement 2010

Under section 75(3)(b) of the RMA, the District Plan must give effect to any New Zealand Coastal Policy Statement (NZCPS). Although the majority of major facilities identified in Section 2 of this report are unaffected by the policies in the NZCPS, two of the listed facilities are located within the coastal environment – Port Taranaki and the New Plymouth Airport.

Of particular relevance to these facilities are the following policies:

Policy 6: Activities in the coastal environment

- 1(e) Consider where and how built development on land should be controlled so that it does not compromise activities of national or regional importance that have a functional need to locate and operate in the coastal marine area*
- 2(b) Recognise the need to maintain and enhance the public open space and recreation qualities and values of the coastal marine area*
- 2(c) Recognise that there are activities that have a functional need to be located in the coastal marine area, and provide for those activities in appropriate places*

Policy 9: Ports

Recognise that a sustainable national transport system requires an efficient national network of safe ports, servicing national and international shipping, with efficient connections with other transport modes, including by:

- (a) ensuring that development in the coastal environment does not adversely affect the efficient and safe operation of these ports, or their connections with other transport modes; and*
- (b) considering where, how and when to provide in regional policy statements and in plans for the efficient and safe operation of these ports, the development of their capacity for shipping, and their connections with other transport modes.*

Policy 18: Public open space

Recognise the need for public open space within and adjacent to the coastal marine area, for public use and appreciation including active and passive recreation, and provide for such public open space, including by:

- (a) ensuring that the location and treatment of public open space is compatible with the natural character, natural features and landscapes, and amenity values of the coastal environment*
- (b) taking account of future need for public open space within and adjacent to the coastal marine area, including in and close to cities, towns and other settlements*

(c) maintaining and enhancing walking access linkages between public open space areas in the coastal environment

3.2.2 Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011

When considering the large-scale facilities located within the District, the Resource Management (National Environmental Standards for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011 (the NESCS) is an important consideration.

The NESCS provides a nationally consistent set of planning controls and soil contaminant values and ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed and, if necessary, the land is remediated or the contaminants contained to make the land safe for human use. The NESCS lists permitted activities (e.g. removal or replacement of fuel storage systems and associated soil, and associated subsurface soil sampling) as well as activities requiring a resource consent (e.g. the development of land where the risk to human health from soil contamination does not exceed the applicable soil contaminant value).

The RMA enables councils through their District Plans to include additional land use controls for the prevention or mitigation of any adverse effects of the storage, use, disposal and transport of hazardous substances. Land use controls may relate to matters such as the location of hazardous facilities, their potential impacts on other land uses and the natural environment, and the transport of hazardous substances that are undertaken as part of the hazardous facility's operation. See the Hazardous Substances chapter of the Proposed District Plan for further information.

In order to carry out these obligations, the Council relies on the Hazardous Activities and Industries List (HAIL): October 2011 (or its successor) which is a compilation of activities and industries that are considered likely to cause land contamination resulting from hazardous substance use, storage or disposal. The HAIL list is used by regional councils to help inform the localised Register of Selected Land Uses (RSLU) database. Port Taranaki is registered on the RSLU database (risk acceptable for land use or no identified contaminants).

3.2.3 National Planning Standards 2019

Gazetted in April 2019, the purpose of the National Planning Standards is to improve consistency in plan and policy statement structure, format and content.

The standards were introduced as part of the 2017 amendments to the RMA. Their development is enabled by sections 58B–58J of the RMA. They support implementation of other national direction such as national policy statements and help people to comply with the procedural principles of the RMA.

Of particular relevance to the large-scale facilities discussed in this report is Table 13 (zone names and descriptions) of the Zone Framework Standard which directs that the district plan must contain zones consistent with the following descriptions:

- Airport Zone

Areas used predominantly for the operation and development of airports and other aerodromes as well as operational areas and facilities, administrative, commercial and other industrial activities associated with airports and other aerodromes.

- Hospital Zone
Areas used predominantly for the operation and development of locally or regionally important medical, surgical or psychiatric care facilities, as well as other health care services and facilities, administrative and commercial activities associated with these facilities.
- Port Zone
Areas used predominantly for the operation and development of ports as well as operational areas and facilities, administrative, commercial and industrial activities associated with ports.

3.3 Regional Policy Statement and Regional Plans

3.3.1 Taranaki Regional Policy Statement (2010)

Under Section 75(3)(c) of the RMA, the District Plan must give effect to the Regional Policy Statement. Although the Taranaki Regional Policy Statement (RPS) does not specifically focus on major facilities, the following objectives, policies and methods relating to surface water and air quality, sustainable energy and urban development and regionally significant infrastructure are of relevance:

Sustainable Energy

- ENE OBJ 1 To promote the exploration, development, production, transmission and distribution of energy to meet the energy supply needs of the region and New Zealand in a manner that avoids, remedies or mitigates adverse effects on the environment.
- ENE POL 1 Provision will be made for the exploration, development, production, transmission and distribution of energy in Taranaki to enable people and communities access to an adequate supply of energy and thereby to provide for their economic and social wellbeing and for their health and safety.

The RPS also states that territorial authorities may wish to consider the following methods:

- ENE METH 10 Include provisions in district plans that make appropriate provision for the exploration, development, production, transmission and distribution of energy.

Sustainable Urban Development

- *SUD OBJ 1 To promote sustainable urban development in the Taranaki region.*
- *SUD POL 1 To promote sustainable development in urban areas by:*
 - (a) encouraging high quality urban design, including the maintenance and enhancement of amenity values;*
 - (b) promoting choices in housing, work place and recreation opportunities;*
 - (d) providing for regionally significant infrastructure;*
 - (g) promoting the maintenance, enhancement or protection of land, air and water resources within urban areas or affected by urban activities.*

The RPS also states that territorial authorities may wish to consider the following methods:

- *SUD METH 5 Include in district plans or resource consents, provisions or conditions that address sustainable urban development issues including among others:*
 - (a) *objectives, policies, methods, rules and performance standards controlling land use, development and subdivision;*
 - (b) *building and development controls or criteria.*

Regionally Significant Infrastructure

- INF OBJ 1 To provide for the continued safe and efficient operation of the region's network utilities and other infrastructure of regional significance (including where this is of national importance), while avoiding, remedying or mitigating adverse effects on the environment.
- INF POL 1 Provision will be made for the efficient and effective establishment, operation, maintenance and upgrading of network utilities and other physical infrastructure of regional significance (including where this is of national importance) and provision for any adverse effects of their establishment to be avoided, remedied or mitigated as far as is practicable.
- INF POLICY 2 The adverse effects of subdivision, use and development on the safety, efficiency, operation, maintenance and upgrading of the region's network utilities and on other physical infrastructure of regional significance (including where this is of national importance) will be avoided or mitigated.

The RPS also states that territorial authorities may wish to consider the following methods:

- INF METH 9 Include in district plans, and conditions in resource consents, provisions or conditions that provide for the establishment and continued operation of regionally significant infrastructure (including where this is of national importance), and the control of adverse effects of subdivision, use and development of land on that infrastructure.
- INF METH 10 Include in district plans appropriate provisions (including designations) for network utilities and other infrastructure of regional significance (including where this is of national importance), and the procedures to be followed when proposing to undertake activities in proximity to these network utilities and infrastructure.
- INF METH 13 Include in district plans appropriate provisions requiring structure or concept plans for large scale urban land use changes.

Natural Character of the Coast

- CNC OBJ 2 To provide for appropriate, subdivision, use, development and occupation of the coastal environment in the Taranaki Region.
- CNC POL 3 (Port Taranaki) Appropriate recognition should be given to Port Taranaki to ensure its efficient operation and to enable appropriate development and diversification to occur to meet changing needs.

Other relevant sections of the RPS include managing the Effects of Hazardous Substances and Contaminated Sites, Air and Climate Change.

3.3.2 Regional Plans

In accordance with Section 74 of the RMA, a District Plan must not be inconsistent with a Regional Plan. Particular plans and provisions of relevance to the airport, hospitals and port include the following:

Regional Plan	Objective	Policy
<i>Coastal Plan for Taranaki (1997)</i>	<i>1(a) To manage the coastal marine area (CMA) in a way that promotes the sustainable management of natural and physical resources, by recognising and providing for different coastal processes, natural values and uses of the CMA.</i>	1.1(c) Recognition of Port Taranaki as a highly modified environment and that port development and port-related activities are appropriate uses of the CMA.
	<i>9 To maintain and enhance the quality of coastal water by avoiding, remedying or mitigating the adverse effects of contaminants discharged to the coastal marine area.</i>	9.1 Waste reduction and treatment practices for direct discharge of contaminants into water. 9.3 Discharge of contaminants or water to water. 9.6 Discharge of contaminated stormwater. 9.11 Bulk storage of hazardous substances in the CMA.
	<i>11 To ensure that, over the lifetime of this plan, noise levels in the CMA remain within a level that is compatible in terms of effects on communities, individuals and wildlife, having regard to the occupiers best practicable option of ensuring that noise levels do not exceed a reasonable level.</i>	11.1 Management of noise levels in the CMA.
	<i>14(a) To maintain and enhance public access within the CMA.</i>	14.3 Restrictions on public access along the CMA.
<i>Proposed Coastal Plan (2018)</i>	<i>1 Management of the coastal environment, including the effects of use and development on land, air and fresh water, is carried out in an integrated manner.</i>	1(e) Recognition of Port Taranaki as a highly modified environment, that it contains nationally and regionally important infrastructure and that port-related activities are appropriate uses of this coastal management area. 2(f) Recognition of the functional and/or locational constraints of nationally or regionally important infrastructure.
	<i>2 Natural and physical resources of the coastal environment are used efficiently, and activities that depend on the use and development of these resources are provided for in appropriate locations.</i>	6 Recognition and provision for new/existing regionally important infrastructure 31/32 Location and placement of structures in the CMA. 41 Disturbance, deposition or extraction necessary to protect or maintain the safe and efficient

Regional Plan	Objective	Policy
		operation of nationally and regionally important infrastructure. 43 Management of maintenance and capital dredging activities for Port Taranaki.
	<i>3 The use and ongoing operation of nationally and regionally important infrastructure and other existing lawfully established activities is protected from new or inappropriate use and development in the coastal environment.</i>	7 Management of adverse effects, including reverse sensitivity impacts on existing lawfully established activities.
	<i>5 Water quality in the coastal environment is maintained and enhanced.</i>	11 Management of adverse effects on coastal water quality. 22 Discharge of water or contaminants to water in the CMA. 27 Discharge of stormwater to the CMA.
	<i>12 People's use and enjoyment of the coastal environment, including amenity values, traditional practices and public access to and within the coastal environment, is maintained and enhanced.</i>	17 Public access to, along and adjacent to the coastal environment.
<i>Draft Freshwater & Land Management Plan for Taranaki (2015)</i>	<i>3 Freshwater and soil resources in Taranaki are allocated and used efficiently and are available for sustainable use or development to support the social, economic and cultural well-being, and health and safety, of people and communities.</i>	2.2(a) Appropriate use and development of freshwater and soil resources
	<i>4 The use and ongoing operation of regionally significant infrastructure and renewable electricity generation activities are protected from new or inappropriate use and development of freshwater and soil resources in Taranaki.</i>	2.3 Recognition of regionally or nationally significant activities including infrastructure and activities with the oil and gas industry, the airport and Port Taranaki. 2.4 Management of adverse effects on established operations and activities including infrastructure and activities with the oil and gas industry, the airport and Port Taranaki.
	<i>7 Overall freshwater quality in Taranaki is maintained and enhanced through the management of discharges at source and sustainable land use practices.</i>	5.1 Point source discharges to outstanding freshwater bodies. 5.2 Maintenance and enhancement of freshwater quality. 5.3 Point source discharges to surface water. 5.6 Discharges of stormwater.

3.4 Iwi Environmental Management Plans

For the purposes of the District Plan Review, Iwi Environmental Management Plans must be taken into account under Section 74 (2A) of the RMA. The iwi within the District and the status of their plans are as follows:

- Taranaki Iwi – lodged with Council.
- Maniapoto Iwi – draft, not lodged with Council.
- Ngāti Mutunga Iwi – draft, not lodged with Council.
- Te Ātiawa Iwi – draft, being finalised following submissions, not lodged with Council.

3.4.1 Taranaki Iwi

Taranaki Iwi's plan is called "Taiao, Taiora Iwi Environmental Management Plan" and was published in 2018. Taiao, Taiora is a document for Taranaki Iwi to guide and inform decision making by the Iwi. It is structured into five sections, reflecting the interrelated natural systems. Taiao, Taiora sets out issues, objectives and policies. There are no issues specific to the airport, hospitals or the port but generic issues such as the following are indirectly related:

Papatūānuku (Whenua) (land)

Issue 9.

Poorly designed subdivision and development can lead to unsustainable and inefficient land use, destruction of wāhi tapu and other important sites ...

Issue 12.

Cultural values are often considered as separate to the physical elements of landscapes.

Ranginui rāua ko Tāwhirimātea (sky and air)

Issue 9.

Aircraft and drone can impact on people's privacy, cultural sites and also on important hui.

Tangaroa-ki-Tai (coastal marine area)

Issue 3.

Human actions have and are degrading the mouri of Tangaroa-ki-Tai in the Taranaki Iwi rohe.

Tane (indigenous vegetation)

Issue 2.

Native plant and animal species are in decline due to the removal of native bush, invasive plant and animal pests, land use changes and modification to landscape and freshwater systems.

Rongo (cultivation of vegetables, beneficial plants, herbs and medicines)

Issue 1.

Healthy food is becoming more expensive and harder for people to access.

Issue 4.

Rates of diabetes and obesity are growing which is, in part, due to poor diet.

3.4.2 Maniapoto Iwi

Maniapoto Iwi's plan is called "Ko Tā Maniapoto Mahere Taiao." It identifies 14 sections that focus on resource management: Air; Climate Change; Fresh Water; Wetlands; Fisheries; Coastal and Marine Environment; Land; Natural Heritage and Biodiversity; Natural Hazards; Energy, Transport, Water Services, Telecommunication, Social Infrastructure; Mining and Quarrying, Oil, Gas, Minerals; Solid and Hazardous Waste; Biosecurity – Pests, Control Agents and GMO's; and Tourism and Recreation.

The Coastal and Marine Environment section states that the cultural heritage landscape along the coast is highly significant to Maniapoto. Land use and development in the coastal marine area has the potential to impact on cultural heritage and associated historical elements, including wāhi tapu, historical pā sites and papakāinga. As a result an objective is to protect coastal and marine cultural heritage from inappropriate use and development.

The Energy, Transport, Water Services, Telecommunication and Social Infrastructure refers to various transport modes including airfields and to various social infrastructure including hospitals. Transport infrastructure is vital in connecting Maniapoto to important services such as health and education, employment and markets, as well as to friends and whānau. Provision of social infrastructure recognises the differing needs of Maniapoto at different life stages and also the communities' abilities to pay for social infrastructure.

3.4.3 Ngāti Mutunga Iwi

Ngāti Mutunga's Iwi Environmental Management Plan identifies six sections that focus on resource management: Air and Atmosphere; Whenua Ngahere/Bushland; Te Puna Waiora/Freshwater; Whenua Mānia/Plains; Takutai/Coast; and Cultural Landscapes and Wāhi Tapu. There are no issues specific to the airport, hospitals or the port but generic issues such as the following are indirectly related:

- Air and Atmosphere
Air Quality: Spray drift, resulting in poisoning of non-target species, escape of toxins to rivers and impacts on human health.
- Whenua Ngahere/Bushland
Infrastructure: Potential adverse effects of electromagnetic fields on the health of people, including cultural health.
- Takutai/Coast
Land Use and Development: Development in the coastal area is likely to disturb wāhi tapu and other sites of cultural significance; Development in the coastal area is likely to disturb wāhi tapu and other sites of cultural significance.

3.4.4 Te Ātiawa Iwi

Te Ātiawa Iwi's plan is called "Tai Whenua, Tai Tangata, Tai Ao – Te Ātiawa Iwi Environmental Management Plan." Primarily it is an environmental and resource

planning document to reaffirm Te Atiawa's role as kaitiaki. Secondary to this, it is a guide to assist central government agencies, regional council and district councils to understand the issues of significance to Te Ātiawa and manage their resource consent processes, policies, plan development, reviews and changes to incorporate Te Ātiawa values and interests. It is structured into five parts with part five outlining the issues, objectives and policies. Eight domains are focused on – guardianship, inland and coastal whenua, freshwater, coastal and marine environment, air and atmosphere, flora and fauna, heritage, and Taranaki Maunga¹. There are no issues specific to the airport, hospitals or the port but generic issues such as the following are indirectly related under the inland and coastal whenua domain, the coastal and marine environment domain and the air and atmosphere domain:

Inland and Coastal Whenua

- Issue TTAN4: Inappropriate subdivision and development can generate effects on Te Ātiawa values.
- Objective TTAN4.4: Acknowledge and provide for Te Ātiawa cultural landscapes in the built design to connect and deepen our 'sense of place.'

Coastal and Marine Environment

- Issue TTOT5: Inappropriate land use and development within the coastal space can generate adverse effects on Te Ātiawa values.
- Objective TTOT5.1: Discontinue the inappropriate land use and developments within the coastal space that affects Te Ātiawa cultural and environmental values.

Air and Atmosphere

- Issue TTAR3: The effects of light, noise, odour and visual pollution can generate adverse effects on our taonga species, and our health and wellbeing.
- Objective TTAR3.1: Ensure the effects of light, noise, odour, radiation and visual pollution are managed in a manner that does not impact on the environment, species, and on our health and wellbeing or cause nuisance to our people.

The District Plan Review of the airport, hospitals and port has included specific consultation with hapū that are recognised as having a historic link with the sites/areas. In particular, specific height controls have been considered at the Port in order to protect important views to Mikotahi, Okawa, Waitapu, and Paritutu from the Mt Moturoa Viewshaft. In addition, the review has considered how the plan can better enable opportunities for mana whenua to actively participate in resource management decision making where they are interested and/or affected. Specifically in relation to the New Plymouth Airport, wāhi tapu sites and spiritual and cultural values have been taken into account, especially in considering how future airport infrastructure is located so that it does not compromise the cultural integrity of those sites.

3.5 Other Legislation and Policy Documents

3.5.1 Legislation and Regulations

¹ Refer to the section 32 reports for Sites and Areas of Significance to Maori, Historic Heritage and Viewshafts which cover issues stated within Te Atiawa's Environmental Management Plan relating to these matters.

Of particular relevance to Port Taranaki is the Port Companies Act Section 21 (2) which sets out the status of areas within the Port such as Ngamotu Beach and the area near the Lee breakwater.

Other legislation and regulations which are relevant to the Airport, Hospitals and Port Zones and have been taken into account in reviewing and preparing the zone-specific provisions include:

- Airport Zone: Civil Aviation Act 1990.
- Hospital Zone: Health Act 1956, New Zealand Public Health and Disability Act 2000.
- Port Zone: Hazardous Substances and New Organisms Act 1996, Health and Safety at Work Act 2015, Maritime Transport Act 1996.

3.6 Local Policies, Plans and Strategies

3.6.1 New Plymouth District Strategic Framework

The vision for the New Plymouth Strategic Framework is Building a Lifestyle capital (He Whakatutu Haupū Rawa Hei Ahua Noho). The community outcomes this will achieve are: Putting people first (Aroha kit e Tangata), Caring for our place (Manaaki whenua, manaaki tangata, haere whakamua) and Supporting a prosperous community (Awhi mai, Wahi atu, tatou katoa).

3.6.2 The New Plymouth District Blueprint

The New Plymouth District Blueprint first adopted in June 2015 is a 30-year spatial plan that provides eight key directions for Council. The following key directions are relevant to the Airport, Hospital and Port Zones:

- Communities – Strengthen and connect local communities.
- Citizens – Enable engaged and resilient citizens.
- Destination – Become a world class destination.
- Industry – Strengthen the rural economy, industry, the port and the airport.

3.6.3 Regional Economic Development – Tapuae Roa

Tapuae Roa–Make Way for Taranaki: *Taranaki Regional Economic Development Strategy*, August 2017 (Tapuae Roa) is a culmination of work undertaken by the district councils and regional council of Taranaki in partnership with Ngā Iwi o Taranaki. It is designed to feed into the Long-Term Plans of all the councils in the region, and influence public and private sector investment decision-making on future activities.

Tapuae Roa recognises that the foundation of the region’s economy is commodity-based with a strong agricultural and energy sector presence and anticipates incremental growth in these areas. However, Tapuae Roa focuses strongly on other sectors that will accelerate economic growth in Taranaki, including food processing, engineering and tourism. The Strategy recognises that Taranaki has comparative advantages in several sectors relative to New Zealand and that these will support job and income growth in the future. These include industrial activities of manufacturing industries such as chemical, metal, wood product and machinery and equipment manufacturing.

The enablers specific to the Airport and Port targeted for acceleration in this strategy are:

- Major hard infrastructure: infrastructure that provides access – sea port, airport, roads and broadband.
- Major sector supports: sector-related infrastructure that supports growth – science, research, and technology, plus accessibility and connectivity.

Energy, which is particularly relevant to the Port, is recognised as a sector for targeted acceleration. This includes new forms of energy (clean energy) and the production of value-add energy derivatives. The industry capability to underpin these priorities already resides in the energy sector.

4 Context, Research and Trends

4.1 Operative District Plan Approach

4.1.1 Context

The approach currently applied in the Operative District Plan to managing the airport, hospitals and port in the District is varied, with each facility administered through the generic zone and associated provisions relating to their respective locations. Port Taranaki comprises a mix of Industrial A and D, Open Space Port Taranaki and Residential B zoned land, Taranaki Base Hospital Campus is zoned Business B and Southern Cross Hospital New Plymouth comprises a mix of Business D and Residential B zoned land. The New Plymouth Airport is subject to a designation (L107 – Aerodrome) and has an underlying Rural zoning.

Although the approach applied in the Operative District Plan generally accommodates the range of facilities and associated activities, it overlooks their unique operational needs and that their associated effects differ from those typically anticipated in the areas in which they are located (e.g. nature and scale of operations, on-site support activities, hours of operation, size of buildings, on-site carparking). It also does not adequately provide for their longer term operational and functional requirements, including future development plans.

4.1.2 Plan Changes

There has only been one plan change relating to the airport, hospitals and the port. This plan change was specific to the port. Plan Change PLC08/00008 rezoned land at 2-6 Bayly Road, New Plymouth from Residential B Environmental Area to Industrial D Environmental Area. The Council made a resolution during its determinations on submissions to the Proposed District Plan notified in 1998 that once all the land at 2-6 Bayly Road, New Plymouth was acquired by Port Taranaki and at their request, the Council would initiate a plan change to rezone the land. The total land area is just over 0.5 hectares. This plan change became operative in 2007.

The airport was a submitter to Council initiated Plan Change 20 which rezoned "Area Q" from Wills Road to Airport Drive Residential A Environment Area (Area Q Structure Plan). This plan change became operative in 2015.

4.1.3 Operative District Plan Provisions

A summary of the key objectives, policies and standards that currently apply to the district's significant facilities is set out on the next page:

Environment Area	Objectives	Policies	Standards
<i>All</i>	<i>1 To ensure activities do not adversely affect the environmental and amenity values of areas within the district or adversely affect existing activities.</i>	<i>1.1 Activities should be located in areas where their effects are compatible with the character of the area.</i>	<ul style="list-style-type: none"> • <i>Maximum building height & length.</i> • <i>Daylighting.</i> • <i>Maximum site coverage.</i> • <i>Boundary setbacks.</i> • <i>Outdoor storage.</i> • <i>Hazardous facilities.</i>
		<i>1.2 Activities within an area should not have adverse effects that diminish the amenity of neighbouring areas, having regard to the character of the receiving environment and cumulative effects.</i>	
	<i>2 To avoid, remedy or mitigate the adverse effects of light overspill and glare, noise, and the consumption of liquor on amenity values and health.</i>	<i>2.1 Light overspill should not result in adverse effects on amenity values and community health.</i>	<ul style="list-style-type: none"> • <i>Light & noise emission.</i>
		<i>2.2 Activities should not result in adverse effects on amenity values, community health and safety due to glare from artificial light, flaring or reflected light.</i>	
		<i>2.3 Noise that results in adverse effects on health or amenity should be avoided, remedied or mitigated.</i>	
<i>Residential B</i>	<i>6 Reduction of residential amenity</i>	<i>6.3 Activities within the Residential Environment Area should be of a size, scale and visual character that do not adversely affect the amenity of the residential environment.</i>	<ul style="list-style-type: none"> • <i>Maximum building height & length.</i> • <i>Daylighting.</i> • <i>Maximum site coverage.</i> • <i>Maximum coverage of front yard.</i> • <i>Boundary setbacks.</i> • <i>Relocation of buildings.</i> • <i>Signage.</i> • <i>Earthworks.</i> • <i>Hazardous substances.</i>

Environment Area	Objectives	Policies	Standards
			<ul style="list-style-type: none"> • <i>Outdoor storage.</i> • <i>Parking & loading.</i> • <i>Road boundary & car park landscaping.</i> • <i>Traffic generation</i>
<i>Business B/D</i>	<i>7 To ensure the attractive, vibrant, safe, efficient and convenient character of the business environment is maintained</i>	<i>7.1 Buildings, signs and other structures should be designed and/or located to avoid, remedy or mitigate adverse effects on the character and visual amenity of business areas</i>	<ul style="list-style-type: none"> • <i>Maximum building height.</i> • <i>Maximum site coverage.</i> • <i>Signage.</i> • <i>Earthworks.</i> • <i>Parking & loading.</i> • <i>Road boundary & car park landscaping.</i>
<i>Industrial A/D</i>	<i>9 To maintain a level of amenity within the industrial environment which is consistent with the character of the area and provides a safe working environment</i>	<i>9.1 The bulk and location of buildings, structures and other activities within industrial areas should be consistent with the amenity of the area</i>	<ul style="list-style-type: none"> • <i>Maximum building height.</i> • <i>Road boundary setbacks.</i> • <i>Signage.</i> • <i>Earthworks.</i> • <i>Parking & loading.</i> • <i>Road boundary & car park landscaping.</i>
<i>Rural</i>	<i>4 To ensure the subdivision, use and development of land maintains the elements of rural character</i>	<p><i>4.3 Control the density, scale, location (including on-site location) and design of activities</i></p> <p><i>4.5 Ensure that the design of subdivision and development is sensitive to the surrounding environment</i></p> <p><i>4.6 Retain vegetation, particularly indigenous vegetation and require the planting of new vegetation to mitigate the effects of activities</i></p> <p><i>4.8 Activities within the rural environment should not generate traffic effects that will adversely affect rural character and the intensity of traffic</i></p>	<ul style="list-style-type: none"> • <i>Maximum height.</i> • <i>Boundary setbacks.</i> • <i>Earthworks.</i> • <i>Parking & loading.</i> • <i>Carpark & boundary landscaping.</i> • <i>Parking & loading.</i> • <i>Traffic generation.</i>

Environment Area	Objectives	Policies	Standards
		<i>generation should be of a scale that maintains rural character</i>	
<i>Open Space Port Taranaki</i>	<i>8 To recognise and provide for differing open space requirements in the district in an integrated manner that ensures the character of open space areas are maintained</i>	<p><i>8.1 Activities within open space environment areas should not detract from or reduce the spatial amenity of those areas, having regard to the primary function of each area</i></p> <p><i>8.2 Buildings, advertising signs and other structures erected within open space environment areas should be designed and located so as to avoid adverse effects on the visual amenity of the open space area, having regard to its primary function</i></p>	<ul style="list-style-type: none"> • <i>Maximum building height.</i> • <i>Maximum site coverage.</i> • <i>Boundary setbacks.</i> • <i>Signage.</i> • <i>Earthworks.</i> • <i>Parking & loading.</i> • <i>Road boundary & car park landscaping.</i> • <i>Temporary events.</i>

4.2 Other Methods

Aside from the District Plan provisions outlined in section 4.1.3 above, other methods employed to manage the effects of the use and development of the airport, hospitals and port include non-regulatory mechanisms such as site specific master plans (e.g. New Plymouth Airport) and operational plans and policies.

In particular, the Ngāti Te Whiti and Port Taranaki Partnership - The Memorandum of Understanding – Port Areas of Mutual Interest (PAMI) is a non-statutory agreement/group consisting of Port Taranaki, the New Plymouth District Council, the Ngāti Te Whiti Whenua Topu Trust and Te Ātiawa hapū Ngāti Te Whiti. The agreement/group recognises the long-standing public use of Ngā Motu Beach, its private ownership by the Port Company, and the historical association of tangata whenua within its locality, and provides a basis for the parties' joint management of these areas within and adjacent to the Port. The intent is that the controls implemented through the Port Precinct compliment the PAMI arrangements/agreements. The areas most directly affected by the agreement include Ngā Motu Beach, the commercial/recreation area identified at the base of the Lee Breakwater and Mikotahi, but also includes consideration of the Ngāti Te Whiti reserve and urupā area on the corner of Bayly Road and Ocean View Parade which is adjacent to the Port Zone boundary.

4.3 State of the Environment

4.3.1 Context

As described above, the New Plymouth District accommodates significant public and private investment in the form of large-scale, often land extensive operations which

provide community recreation assets, transport/logistics and healthcare related facilities at a local, regional or national scale.

What has become apparent over the lifetime of the Operative District Plan is that generally small to medium scale facilities can often be accommodated within the framework of the standard environmental areas (i.e. generic zones). However large-scale, land extensive, complex facilities present a different set of challenges that cannot be as easily “boxed” and managed under broad zones.

In order to understand the extent of these challenges, the District Plan Review set about identifying and reviewing all significant facilities in the District. As a starting point, the significant facilities that were identified were:

Major transport/logistic facilities

- Port Taranaki.
- New Plymouth Airport.

Major community/recreation facilities

- Taranaki Base Hospital Campus.
- Southern Cross Hospital New Plymouth.
- Yarrow Stadium.
- TSB Stadium/Pukekura Raceway.

Upon identifying the significant facilities, the District Plan Review then looked at the role and function of each facility and whether they were being managed in an effective and efficient way under Operative District Plan. A summary of these findings is described in the following sections.

4.3.2 Port Taranaki

Port Taranaki Limited is owned by the Taranaki Regional Council and is the only deep water seaport on the west coast. It occupies a strategic location in the coastal environment, connecting New Plymouth with the rest of New Zealand and international markets. The Port is the third largest port in New Zealand by volume and is a significant business that supports and facilitates the social and economic wellbeing of the local, regional and national community.

Although not within the Port boundaries, it is important to note the Maori land owned by Ngāti Te Whiti located directly to the south of Ocean View Parade overlooking Ngāmotu Beach. Ngāti Te Whiti is the mana whenua of New Plymouth and their rohe extends from the Herekawe to the Waiwhakaiho River, inland to its headwaters on Taranaki and back to the Herekawe. One of the most important coastal areas for Ngāti Te Whiti is Ngā Motu (the islands) and the surrounding waters. Ngā Motu was one of the first inhabited areas, and the islands and reefs were all named by Ngāti Te Whiti². Northwest views from the land to the islands continue to hold spiritual and cultural significance to hāpu. The site features a spring fed wetland area and the Waitapu Urupā (located at the western end) which has been used for burials since the 1840s and remains a registered burial site. The site was granted building and resource consent for an urban marae in 2015 but this activity has not progressed.

² <https://teatiawa.iwi.nz/ngati-te-whiti/about-us/>

The Port is recognised as Industrial A and D Environment Area in the Operative District Plan which identifies that the area contains large warehouses, cranes, storage tanks and large expanses of impervious surfaces for outdoor storage. Key rules applicable to the Port under this environment area are:

- Height: Buildings and structures must not penetrate the airport flight path surface (i.e. 180m), noting buildings greater than 20m in height should be checked with New Plymouth Airport to ensure that Civil Aviation requirements are met (Diagram 16.1).
- Setbacks from road and side boundaries (i.e. 3m and 5m).
- Landscaping requirements for road and side boundaries (i.e. 1 tree per 5m road boundary, 1.8m fence or screening).
- Noise sensitive activities: Sound attenuation requirements.
- Noise emission requirements, including a Port Noise overlay.

Other rules include structures within the railway level crossing sightline area, network utilities, signs, earthworks, hazardous substances, outdoor storage, traffic and transport and temporary events.

Ngāmotu Beach is identified as Open Space Port Taranaki Environment Area in the Operative District Plan. The Plan recognises the cultural and recreational values associated with Ngāmotu Beach and the land at the base of the Lee Breakwater but signals that the land is part of the Port-related commercial undertaking and may be required for Port use in the future.

The Port also contains a number of wāhi tapu sites, heritage items and notable trees. It is also located in the coastal environment, adjoining the outstanding natural landscapes of Paritutu, Nga Motu/Sugar Loaf Islands and Tapuae and is subject to the Mount Moturoa viewshaft.

Geographically, the Port can be broken up into three key areas each with their own role and function:

1. Port Operational Area (including within it a Secure Port Area)

The Port Operational Area is where most of Port Taranaki's main functions take place. This includes wharves and areas beside wharves for loading and unloading of ships, storage of cargo, the Port's headquarters, and activities on the Eastern Reclamation.

The major cargo commodities handled in the Port Operational Area are bulk liquids and handling (including petrochemical, tallow and molasses), dry bulk (examples are animal feeds, logs, fertilisers and aggregates) general cargo (break bulk and containers) and commercial fishing operations. Offshore support and heavy engineering services for both marine and petrochemical industries is also a function of this area, together with large tank storage (two tanks of which are owned by Methanex New Zealand).

Major buildings and structures include the decommissioned power station and chimney, tank storage, cargo and covered storage buildings.

Within the operational area of the Port is a Secure Port Area as required by the International Ship and Port Facility Security Code.

2. Ngāmotu Beach

Ngāmotu Beach is part of the Port-related commercial undertaking, as defined by the Port Companies Act 1988, but is recognised as an area of high recreational value. It is also the traditional base and ancestral home for Te Ātiawa hapū Ngāti Te Whiti. Activities include sailing swimming, picnicking, and sporting and cultural events. The area is also used from time to time by the Port for landing of cargo that cannot be safely or efficiently done at an alternative berth, beaching of a ship, and provision of temporary mooring devices.

3. Commercial/Recreation and Community (Mixed Use) Port Area

At the eastern end of the Port, a Commercial/Recreational and Community (Mixed Use) area is accessible to the public. This area accommodates a range of activities. Examples include marine servicing and repair, warehousing, retail activities, restaurants and fishing charters. It is enclosed by the Lee Breakwater and is an important recreation area facilitating fishing and boating. It is also the western end point for the Coastal Walkway.

Over the life of the Operative District Plan there have been various resource consent applications, although given the enabling nature of the Industrial D Environment Area (especially in terms of height, bulk and minimal requirement to consider amenity and visual effects of new buildings and structures), more often than not resource consent is not required for new development within the Port boundaries. Instead the main triggers for resource consent are generally under the NPSCS or the Operative District Plan provisions relating to the use, handling and storage of hazardous substances.

Aspects typically associated with the Port, which have effects, or potential effects, beyond the site are discussed below:

Contaminated Land

NPSCS assessment is limited to ensuring contaminated land is remediated or contained before the development proceeds.

Hazardous Substances

There are two significant hazardous facilities located at the Port: the Liquigas LPG storage site and the Methanex Tanks.

The Operative District Plan controls hazardous facilities on site through the application of the Hazardous Facility Screening Procedure (HFSP)³. Assessed as a Discretionary Restricted Activity, resource consent applications are typically supported by a hazardous substances qualitative risk assessment. These provide detail of site design and risk management. Given the technical nature of such applications, Council seeks technical advice to inform its decision making.

³ The HSFP is a screening tool to establish the activity status of a proposed hazardous facility. It was developed prior to the existence of the Hazardous Substances and New Organisms Act 1996 (HSNO) and Health and Safety at Work Act 2015 (HSW Act) and is no longer promoted as best practice by the Ministry for the Environment. The Proposed District Plan has been updated to remove the HFSP assessment and focus on controlling effects under the RMA that are not covered by the HSNO or HSW Acts (See Hazardous Substances s32 Report for more detail).

In reviewing this approach to managing hazardous substances, the District Plan Review has set out to ensure that the District Plan is using the most up to date method of assessment (i.e. cease using the HFSP) and that the District Plan does not duplicate the HSNO or HSWA regulations. Please refer to the Hazardous Substances s32 report for further information on the Proposed District Plan approach to managing hazardous substances.

Noise

The Port Taranaki noise control boundaries are shown as Diagram 12.4 of Appendix 12 of the Operative District Plan. These are based on noise control modelling undertaken by Hegley Acoustic Consultants and Marshall Day Acoustics. There are no noise insulation controls for new noise sensitive activities establishing within these contours.

Port noise is managed by NZS 6809:1999⁴. The recommended noise control criteria for land use planning inside the Port control boundaries are set out in Table 1 of the Standard. The Standard recommends that new noise sensitive uses (and alterations or additions to existing buildings) between the Outer and Inner Control Boundaries (Area B) should be Permitted Activities subject to conditions requiring adequate insulation from the port noise. The Outer Control Boundary (OCB) is mostly within the existing Industrial D Environment Area (except where it extends out to Whiteley Street and (partly) to Roy Terrace). Under Operative District Plan Rule OL53 new noise sensitive rooms within the port noise boundaries require resource consent as a Restricted Discretionary Activity. So long as it can be demonstrated that a proposed noise sensitive room can be appropriately sound proofed, then consent is likely be granted. Given the effects based framework of the Plan, there is no assessment as to whether the noise sensitive activity should be located within the port noise boundaries in the first place. In the last 10 years, no resource consents as a result of Rule OL53 have been granted/declined by Council.

In reviewing Rule OL53, Council has sought expert input from acoustic consultants, Acousafe⁵ who concluded that the Outer and Inner Port Noise Control Boundaries remain an appropriate method that can be applied with in District Plan. Acousafe recommend that any new dwellings between the Inner Control Boundary and the Outer Control Boundary should be designed and constructed to ensure that the internal noise level does not exceed 40 dB L_{dn} and that habitable spaces are ventilated in accordance with G4 of the Building Code allowing ventilating windows to be kept closed. This would not prevent these windows from being openable and would apply to significant additions or alterations where these involve constructing new rooms in a residential unit. It is recommended that provision should only apply where additions provide for completely new rooms (and not small alterations, such as a new window). The report also recommends that new noise sensitive activities should be prohibited inside the Inner Control Boundary (>65 dB L_{dn}).

Traffic Movements

Approaching the Port, State Highway 44 runs through the local centre of Moturoa. Increasing traffic volumes, heavy traffic, noise and vibration associated with Port developments (and other nearby industry) is a traffic safety and amenity concern in

⁴ NZS 6809:1999 Acoustics – Port noise management and land use planning

⁵ Acousafe Report District Plan Review of Noise Provisions for New Plymouth District Council 2017

this locality. Heavy traffic in particular is likely to increase as there is a trend of substantial increases in the movement of logs exported through Port Taranaki.

Firstly, the port traffic route through Moturoa is an operational State Highway designated for roading purposes. That designation is being given effect to and on that basis there is limited opportunity for the District Plan to limit or control heavy traffic through Moturoa. That being said, the latest New Zealand Transport Agency guidelines for controlling reverse sensitivity impacts on State Highways⁶ make recommendations for District Plans to use land use controls to manage noise sensitive activities locating next to state highways. These have been incorporated into the Noise Chapter of the Proposed District Plan.

Visual Effects

Standing at 198m, the most prominent structure within the Port is the (former) power station chimney. Other tall and bulky structures include the power station building (estimated 20m in height) tanks (estimated 20m in heights), molasses tank (15.4m) and various warehouses (10-16m).

These structures and buildings all sit within the coastal environment that contains significant natural character and landscape features including Paritutu, Ngā Motu and Tapuae. The building and structures can also be viewed from the Mount Moturoa, Marsland Hill, Molesworth Street and Cameron Street Viewshafts⁷.

As described above, under the Operative District Plan, buildings and structures must not penetrate the airport flight path surface (i.e. 180m), noting that buildings and structures greater than 20m in height should be checked with New Plymouth Airport to ensure that Civil Aviation requirements are met.

Given the prominent location of the Port, the appropriateness of the 180m building height was reassessed in the Building Heights - Port Taranaki study by Bluemarle May 2018. In particular the study looked at:

- Establishing a view catchment of the Port and its context (particularly relevant where the Port is viewed against Paritutu).
- Establishing public viewpoints that have significant views of the Port (these included but were not limited to urban viewshafts).
- Establishing collective private viewpoints that have significant views of the Port
- Assessing landscape and visual impacts of possible lowered height limits.

The study found that long views of the Port from Marsland Hill, Molesworth Street and Cameron Street are open, elevated and look across the water with the focal elements being Paritutu, Ngā Motu, Tapuae and the Port's own chimney. The assessment concluded that:

- The natural character of the coastal environment will be affected by buildings that are significantly taller than presently existing within the Port

⁶ Guide to the management of effects on noise sensitive land use near to the state highway network September 2015. <http://www.nzta.govt.nz/resources/planning-policy-manual/docs/planning-policy-manual-appendix-5D.pdf>

⁷ See Urban Viewshafts Study, Bluemarle August 2017 for further information on these viewshafts.

- Perceptual values of the adjacent outstanding natural feature/landscape will be maintained if building heights do not protrude above the reports recommended height limits
- Visual amenity pertaining to user amenity of adjoining zones or publicly assessable areas will be maintained if the Port area maintains building height limits similar to those existing.

As a result, tailor-made height limits ranging from 7m to 20m were recommended across the Port. Appendix 1 of this report contains the Building Heights - Port Taranaki study by Bluemarble May 2018.

Buildings and Activities

Over the last 10 years there have been limited land use consents required under the Operative District Plan for new buildings and structures at the Port. While appreciating that the area is a working port and buildings are bulky and utilitarian in nature, there have been missed opportunities in the commercial/recreation/mixed use area to enhance connection to public spaces and urban design. Also, given that the Operative District Plan is effects based and does not consider the appropriateness of new non-port related activities establishing in the area, there has been a lack of coordination on the types of activities that have established and indeed how the area could be further developed in the future. Examples of where design and layout of new buildings and structures and public access are not always taken into account can be summarised as follows:

- Context – Port buildings are big and often 'out-of-scale' with their surroundings. Visual impacts on the coastal environment and public/cultural views across the site (from east to west) are not taken into account when considering new buildings and structures.
- Access and connections – Public access to the waterfront and commercial/recreation/mixed use area is not taken into account. The Coastal Walkway has opened up opportunities for the public to visit the area but nevertheless public access around the place is disjointed and remains restricted in some non-secure parts of the port. Access tends to be vehicle focused, and involves both port and recreational traffic.
- Building relationship to the surrounding environment – Ports in general can be interesting places for people to visit, but in New Plymouth this is even more so because of the recreational values and public affection associated with Ngāmotu Beach. Buildings within the Port boundaries tend to turn their sides or backs to the public parts of the area and/or contain high (sometimes impermeable) fences. This results in a poor relationship between buildings and public areas and the ability for the public to observe port activities.
- Character/sense of place - Culturally, there is a lack of recognition that the area is ancestral home for Te Ātiawa hapū Ngāti Te Whiti. There have also been missed opportunities to relate to the natural landform/natural character or enhance the area's industrial/maritime/transport identity.
- Integration of parking – There are large hard standing areas dominated by vehicle manoeuvring areas and car parks.
- Design considerations – buildings are focused on their utilitarian function and are not required to consider provision of quality open space, sunlight access or visual contention. In addition, there is no requirement to consider the interconnected nature of activities and how people will get from one place to the other.

- Lack of sufficient good quality landscaping – Aside from the Port administration offices and the row of notable pohutukawa trees lining Ngāmotu Beach, there has been limited on-site planting and effective landscaping to mitigate the effects of bulky buildings.

Addressing these issues whilst recognising and supporting the Port's role as a significant transport and logistics facility that is strategically important has been a particular focus of the District Plan Review.

Parallel to this has been the wider focus that the role of the Port has adapted in recent years as global shipping logistics have changed. Currently, the Port's main focus is on servicing the energy industry. However, the Port needs to be ready to adapt to continuing changes in national and global freight logistics. Because of its location and associated amenities the Port also has a role to play as part of the resident and visitor experience⁸. The District Plan does play a role in supporting Port's changing needs. This means ensuring that the Plan is able to cater for an evolving role and function of the operational Port while also enabling sufficient flexibility to support new projects to enhance resident and visitor experience.

What has become clear in the District Plan Review is that the unique operational needs and environmental effects associated with the Port and the fact that the area is increasingly becoming a recreation attractor in its own right has given rise to the need for the development of a 'bespoke' zoning which is tailored to address those needs and effects. This also means recognising the multiplicity of existing lawfully established activities, and allowing for new activities to establish in the future.

Using the Special Purpose Zone framework that is set out in National Planning Standards 2019, the new Port Zone must address the following matters:

- The need to secure and maintain the sustainable management of Port activities and infrastructure that is land extensive and represents significant public and private investment in terms of scale of development and multiplicity of activities.
- The need to provide a framework which caters for change and development of the Port while also maintaining environmental quality.
- The need to establish acceptable levels of development and activity that is compatible with the surrounding environment.
- The need to provide an alternative public/recreational route to the mixed use commercial area.
- The need to recognise that the place is the ancestral home for Te Ātiawa hapū Ngāti Te Whiti.
- The need to establish new height limits across the Port that are sensitive to the coastal environment and natural character of the area.
- The need to maintain public access to Ngāmotu Beach.
- The need to improve public access, connectivity, urban design and landscaping to non-secure parts of the Port.

⁸ Tapuae Roa: Make Way for Taranaki. Taranaki Regional Economic Development Strategy August 2017. Page 54.

4.3.3 New Plymouth Airport

Opened in its current location in 1966, the New Plymouth Airport provides facilities for the transportation of people and freight and is a key asset to the District in terms of supporting the needs of local and business travellers. The airport acts as an important gateway into the District and facilitates access and economic activity in the local and broader regional economies. It is located 11 km from the city centre on State Highway 3 heading north. The Council has recently taken over the Crown's share to give it 100 per cent ownership⁹.

The site is zoned Rural under the Operative District Plan and is designated as an Aerodrome (L107). The land is subject to an Airport Flight Path Surface and Noise Control Boundaries (which extend beyond the airport land). Other designations applicable to the site are Meteorological Service of New Zealand Limited's New Plymouth Anemometer (N1) and Metrological Office (N2) and the Maori Land Court's Maori Reserve Land C58 and C59. Wāhi tapu sites are present within the airport boundaries. The land is also within the Coastal Policy Area and also partly identified as a regionally significant landscape.

New Plymouth Airport is served by Air New Zealand with direct flights to Auckland, Wellington and Christchurch daily. Jetstar Airways commenced services between New Plymouth and Auckland on 1 February 2016. From 29 September 2017, Originair began direct flights between New Plymouth and Nelson. It is also a lifeline utility under the Civil Defence Emergency Management Act 2002.

In terms of passenger numbers, it was the 9th busiest in New Zealand in 2016, with 411,661 people flying to the airport, a 20.3 percent increase on 2015 statistics. In October 2009, New Plymouth Airport was voted as the best regional airport in New Zealand¹⁰.

The site contains major infrastructure including visitor parking, runways, airport hangers, terminal buildings, a control tower and other associated aviation buildings, structures and equipment.

Specifically, the primary sealed runway is 1310m long, 45m wide, designation 05/23 and two grass runways being:

- 1000m long, 30m wide, designated 05/23.
- 1200m long, 40m wide, designated 14/32¹¹.

Currently two domestic terminal buildings are on site, but is undergoing a \$28.7 million terminal upgrade which is expected to be complete by 2019 which will increase the terminal floor size by more than double its current size and include new features like security screening and mechanical baggage claims¹². General aviation facilities for private planes and helicopters, including hangers and refueling services (BP) are also present¹³.

⁹ Tapuae Roa: Make Way for Taranaki. Taranaki Regional Economic Development Strategy August 2017. Page 54.

¹⁰ https://en.wikipedia.org/wiki/New_Plymouth_Airport

¹¹ <http://www.newplymouthnz.com/Residents/Facilities-and-Services/Airport>

¹² https://en.wikipedia.org/wiki/New_Plymouth_Airport

¹³ <http://www.newplymouthnz.com/Residents/Facilities-and-Services/Airport>

Importantly the site is significant to Te Ātiawa hapū Puketapu, because it was originally the site of Puketapu Pā, one of the most sacred historical sites within their rohe. There are also several urupā in proximity to the Pā and within the immediate and wider area. The site was taken through the Public Works Act in 1964 despite owner protests and the pā site was levelled during excavations for the airport. Puketapu hapū has been involved in the new terminal design that will recognise the cultural significance of the area and its history, and include cultural narrative of the hapū's creation.

Over the life of the Operative District Plan most infrastructural requirements for the airport have been managed through the designation. Nevertheless there have been various land use resource consents granted, generally relating to the erection of new hangars, buildings and structures within the airport flight surface path. The most notable consents have involved the construction of a sewer pipeline, a new well site and earthworks in relation to the new terminal redevelopment project.

In 2007 resource consent was required for the erection of an aircraft hangar with a residential unit at the New Plymouth Airport. The building was 7.4m in height (exceeding the 2m permitted height limit within the Airport Flight Path Surface 2 (Zone 1)) and was a noise sensitive activity located within the New Plymouth Airport Noise Control Boundaries. A residential activity was not anticipated at the New Plymouth Airport. Even though the resident entered into the development knowing that they would be located within the midst of an airport and that signoff was obtained from the Airport Manager, there is still the potential for reverse sensitivity issues and for such a development to constrain the effective and efficient use of land, particularly if the New Plymouth Airport wants flexibility so it can develop and adapt.

Whilst the existing aerodrome designation has been able to fulfil the current infrastructural requirements of the airport, the future operational requirements will be reviewed in time. The substance of those operational requirements are yet to be determined and if necessary will be managed through a future designation process. Therefore the District Plan Review has focused on the efficiency and effectiveness of underlying Rural Environment Area zoning and the applicable overlays.

Problems with the current regulatory framework that the District Plan Review has identified are:

- The existing terminal opened in 1967 when annual passengers numbered 50,000. Today the number is 440,000 and the building frequently struggles with the increased numbers¹⁴. The current Rural Environment Area zoning is too broad and does not provide the necessary tools for the airport to respond to its growing passenger and freight numbers.
- The airport would like to diversify its business and provide different activities on site. The current regulatory framework is effects based and does not indicate what activities are suitable in the location.
- There is the need to recognise that the area holds spiritual and cultural significance for Puketapu hapū and that there are opportunities to demonstrate this in future building design and layout.

¹⁴ <http://www.newplymouthnz.com/Council/About-The-Council/Projects/New-Plymouth-Airport-Redevelopment>

- Airport Drive is a visually attractive and pleasant arrival experience to the District/Region. Maintaining and protecting of views to Mount Taranaki along Airport Drive can be better managed.
- There is an opportunity to celebrate the history of the airport and Taranaki's aviation history/identity.
- The airport is located in the coastal environment and there needs to be the ability to properly consider risks to people, property and the environment.

The District Plan Review has concluded that the unique operational needs and environmental effects associated with the airport require the development of airport-specific zoning to address those needs and effects, recognising existing lawfully established activities, and allowing for new activities to establish in the future. The framework for this zone will follow the Special Purpose Airport Zone template that is set out in National Planning Standards 2019.

4.3.4 Taranaki Base Hospital Campus

Taranaki Base Hospital Campus is the main public regional hospital that is accessed off Lorna Street, David Street and Tukapa Street. It is located on a site of approximately 15ha and is bounded primarily by residential activities and some industrial activities. The site also contains residential buildings, the Taranaki Hospice and associated shop, and the hospital heliport. Several large at-grade car parks are interconnected by a network of internal roads. There are also substantial areas of landscaping, some of which contain established vegetation. In particular, the western boundary is characterised by a likely significant natural area that screens the site from the adjoining residential and industrial zones.

The Taranaki District Health Board (TDHB) is responsible for planning, managing and providing the health services available at the Taranaki Base Hospital Campus to the population of their district which includes a geographic area of approximately 7,258km² on the mid-west coast of the North Island. The population within the catchment (approximately 118,000 and growing), is diverse and scattered across the length and breadth of Taranaki in small communities and rural areas. There exists geographical isolation of rural and deprived communities. The TDHB provides primary health care services, hospital and specialist secondary services, public health and community services, aged care services, and support services provided by other non-government health providers. The TDHB's website provides links to many of their publications including the TDHB Annual Report 2017-2018.¹⁵

Taranaki Base Hospital Campus is located on land zoned as Business B Environment Area in the Operative District Plan which are areas characterised by larger scale, bulky buildings (such as warehouses), orientated towards the motorised customer, with parking usually provided on-site. Generally buildings are set back from the road with car parking provided in front of the building while others are positioned up to the street with parking areas provided at the side or the rear of the building. Advertising is generally through signs rather than window displays, and generally no weather protection is provided. Key rules applicable to Taranaki Base Hospital Campus under this environment area are:

- Height: Maximum building height is 10m.

¹⁵ http://www.tdhb.org.nz/misc/document_library.shtml

- Daylighting: from side boundaries in the Business B Environment Area which adjoin a Residential Environment Area.
- Landscaping requirements for road and side boundaries (i.e. 1 tree per 6m road boundary, 1.8m fence or screening).
- Noise sensitive activities: Sound attenuation requirements.
- Relocation of buildings.
- Signage.
- Earthworks.
- Hazardous substances.
- Outdoor storage.
- Parking and loading.
- Road boundary and car park landscaping.
- Traffic generation.
- Overlays: Likely significant natural area identified along the western boundary of the site.

The Operative District Plan provisions enable the effects associated with the operation and development of the Taranaki Base Hospital Campus to be managed to a degree, but they are generically managed the same as all other sites zoned Business B Environment Area. A limited, non-facility specific range of assessment matters are currently available, thereby constraining the scope of matters that Council can consider when processing a resource consent.

The existing rules and standards do not adequately recognise and explicitly respond to the operational requirements of the TDHB, including clearly identifying activities that are permitted as of right along with relevant thresholds that trigger the need for resource consent. This, in turn, offers reduced clarity and certainty to the TDHB as well as the community more generally, and a less effective means of managing adverse effects, particularly on adjacent residentially zoned properties. Also, the provisions do not recognise the important contribution that the Taranaki Base Hospital Campus makes to the district.

Aspects typically associated with Taranaki Base Hospital Campus, which have effects, or potential effects, beyond the site are summarised as follows:

- Visual amenity: The site is predominantly characterised by bulky buildings with large building footprints. These buildings tend to have large internal floor to ceiling heights to provide for surgery theatres and specialist hospital equipment.
- Traffic generation, access, parking, loading and standing, driveways, queuing and manoeuvring: The hospital generates higher volumes of passenger vehicle traffic compared with typical residential or business activities and, as a result, has large areas of sealed parking.
- Signage: Signs are used to assist people with wayfinding and to provide information about hospital facilities.
- Noise: Sporadic noise is generated from ambulance sirens and helicopters as patients are transported to and from Taranaki Base Hospital Campus.

The Council has not received any recorded complaints specific to Taranaki Base Hospital Campus. However, it has been observed that there is considerable pressure on the Tukapa Street/David Street intersection, of which hospital traffic is a

contributor. The Council is currently investigating ways to make this intersection safer and more efficient.

The Taranaki Base Hospital Redevelopment Programme (Project Maunga), initiated in 2007, is made up of a series of projects that plan to replace end of life assets and create efficiencies and improvements within a more compact campus footprint. This will decrease clinical risk and provide more efficiency to operations for both the immediate and long term.

Resource consent for Stage 1 of Project Maunga was granted in 2010 and the development was completed in 2013. Stage 1 involved replacing the Stainton Block with a new 152 bed West Wing. The West Wing included six new operating theatres, ambulatory, elective surgery and procedure services, and a new inpatient ward block. The West Wing was built on an area previously occupied by a staff carparking area. The main bulk of the building measured 22m in height, with the lift core, the highest point of the new building, measuring 31m. The development required resource consent because it exceeded the permitted height limit of 10m.

The proposed Stage 2 is for a standalone five-level building (the East Wing) which will house the Emergency Department, Acute Assessment Unit, Satellite Radiology and Integrated Operations Centre, Maternity and Neonatal Unit, ICU and Future Inpatient Unit Shell, and the Laboratory and Main Radiology. The proposed location is adjacent to the new Acute Services Building 101 and is currently used for car parking. Stage 1 and Stage 2 of Project Maunga focus on Acute and Emergency Secondary Hospital Services, while Stages 3 and 4 will provide Ambulatory Care elective outpatient services.

The TDHB is required under the Ministry of Health Operational Policy Framework to provide quality services from facilities which meet Health and Disability Services Core Standards. This includes providing services that are safe, well-designed, well-equipped, hygienic, and well-maintained premises, so far as is reasonably practicable. This policy also stipulates that TDHB's facilities and equipment are to meet regulatory quality standards or have an agreed plan to secure compliance.

Further, the TDHB is required under the New Zealand Public Health and Disability Act 2000 to:

- Improve, promote, and protect the health of people and communities.
- Promote the integration of health services, especially primary and secondary care services.
- Seek the optimum arrangement for the most effective and efficient delivery of health services to meet local, regional, and national needs.
- Promote effective care or support of those in need of personal health services or disability support.

The overall intention of Stage 2 is to bring together the acute and emergency critical clinical functions that are designated Importance Level 4 priority services, required on the campus, adjacent to acute inpatient wards and theatre/procedure spaces in a new IL4 resilient building.

Like many other contemporary regional hospitals across New Zealand, the Taranaki Base Hospital Campus is a conglomeration of buildings spread across a large area

(approximately 1km long and 300m wide covering 15ha of land). The legacy of this built environment, coupled with capacity constraints and urgent need to bring existing structures up to standards found in hospitals elsewhere in New Zealand (in line with modern practices in clinical safety and inpatient care), are primary reasons supporting capital investment in this campus. Further, there is an immediate need to address the recently identified earthquake-prone building stock and meet statutory requirements under the Building (Earthquake-prone Buildings) Amendment Act 2016 required for priority hospital facilities.¹⁶

The TDHB has already signaled its intention to expand the health services provided at Taranaki Base Hospital through Stage 1 of Project Maunga. Given that Stages 2-4 are still to be completed, the District Plan Review has concluded that the unique operational needs and environmental effects associated with the Taranaki Base Hospital Campus require the development of hospital-specific zoning to address those needs and effects. The framework for this zone will follow the Special Purpose Hospital Zone template that is set out in National Planning Standards 2019.

4.3.5 Southern Cross Hospital New Plymouth

Lona Private Hospital was established in 1947 in the location of the current hospital at St Aubyn Street and Young Street and was acquired in 1984 by Southern Cross Hospitals. Still operating as private hospital, the site is approximately 1ha and is bounded by residential activities. The site contains two at-grade car parks, the primary one accessed off St Aubyn Street and the secondary one accessed off Young Street. A handful of established trees line St Aubyn Street near the main entrance.

Southern Cross Hospital New Plymouth provides 'elective procedures' which involve surgeries that are scheduled in advance and do not involve medical emergency. 'Acute procedures' are also provided that relate to an illness of short duration that is rapidly progressive and needing urgent care. There are no emergency situations where an ambulance would arrive on the premise as an emergency. Ambulances do transport patients to and from the hospital, although these movements are scheduled well in advance and do not involve any flashing lights or sirens.

Services and procedures currently provided at Southern Cross Hospital New Plymouth include orthopaedics and gynaecological surgery, urological, dental, plastics and general surgery, a wide number of procedures in endoscopic and laparoscopic surgery, a varicose vein clinic at weekends, rehab and physiotherapy, and emergency support to Taranaki Base Hospital Campus in the instance of a catastrophic event.¹⁷

Southern Cross Hospital New Plymouth is located on land zoned as Residential B Environment Area (southern part) and Business D Environment Area (northern part) in the Operative District Plan. Key rules applicable to Southern Cross Hospital New Plymouth under these environment areas are:

Residential B Environment Area

- Height: Maximum building height is 9m.
- Maximum length of building within 10m of a side boundary where the site adjoins any other site within the Residential Environment Area: 30m.

¹⁶ Information supplied via Beca Group Ltd

¹⁷ Information supplied via BTW Company Ltd

- Daylighting: from side boundaries, and a road boundary within the front yard.
- Maximum site coverage: 50%.
- Maximum site coverage of front yard: 50%.
- Minimum setback from the side boundaries: 1.5m.
- Relocation of buildings.
- Signage.
- Earthworks.
- Hazardous substances.
- Outdoor storage.
- Parking and loading.
- Road boundary and car park landscaping.
- Traffic generation.

Business D Environment Area

- Height: Maximum building height is 8m.
- Daylighting: from side boundaries in the Business B Environment Area which adjoin a Residential or Business B Environment Area.
- Maximum site coverage: 50%.
- Maximum site coverage of front yard: 50%.
- Minimum setback from the side boundaries: 1.5m.
- Relocation of buildings.
- Signage.
- Earthworks.
- Hazardous substances.
- Outdoor storage.
- Parking and loading.
- Car park landscaping.

Overlays

- Part of the Southern Cross Hospital New Plymouth is within section 3 of the Cameron Street Viewshaft.
- A Category B heritage building (non-regulated) is located at 74 Young Street, New Plymouth.

Given that the Southern Cross Hospital New Plymouth is managed through generic Residential B Environment Area or Business D Environment Area provisions, it is unsurprising that the existing rules and standards do not always adequately recognise and explicitly respond to the unique operational requirements of Southern Cross Hospital New Plymouth, including clearly identifying activities that are permitted as of right along with relevant thresholds that trigger the need for resource consent.

As a result, both the Southern Cross Hospital New Plymouth and the community have, from time to time, experienced reduced clarity and certainty around how the District Plan provisions will be applied to manage effects, particularly on adjacent residentially zoned properties.

Further complicating this is the use of two zones to manage the site. One zone is residentially based which was understandable when the Operative District Plan was notified in 1998 given the predominant characteristics of the surrounding area. The other is a zone to allow for a transition from residential to business activities. This transition zone has been in place in parts of the District since the Operative District Plan was proposed in 1998. As a result, business activities with adverse environmental effects such as traffic generation, parking and signage, are operating in amongst residential activities with less adverse environmental effects. This creates uncertainty about whether an area is meant to be a business environment or residential environment. It can also lead to conflict and reverse sensitivity issues.

Aspects typically associated with Southern Cross Hospital New Plymouth, which have effects, or potential effects, beyond the site are summarised as follows:

- Visual amenity: The site is predominantly characterised by bulky buildings with large building footprints. These buildings tend to have large internal floor to ceiling heights to provide for surgery theatres and specialist hospital equipment.
- Traffic generation, access, parking, loading and standing, driveways, queuing and manoeuvring: The hospital generates higher volumes of passenger vehicle traffic compared with typical residential or business activities and, as a result, has large areas of sealed parking. Of particular note, is its location on St Aubyn Street, New Plymouth (State Highway 44) which acts as a heavy vehicle route for traffic travelling to and from Port Taranaki.
- Signage: Signs are used to assist people with wayfinding and to provide information about hospital facilities.

The Council has not received any recorded complaints specific to Southern Cross Hospital New Plymouth. However, it has been observed that on-street parking spaces along Young Street can be sought after due to it being a popular street for central city commuters to park on.

Recent major developments include:

- Theatre extensions adjoining the Young Street carpark in 2006.
- Two-storied ward building and consulting rooms extension onto a new St Aubyn Street site to the west, along with accommodation for additional staff and visitor car parking off accesses via St Aubyn Street and Young Street, in 2015.

More recently, the purchase of a residential site fronting Young Street has enabled additional staff car parking to be provided in the area where the former dwelling stood. Staff also utilise a rear site off St Aubyn Street that was the former Iona Motors (car wreckers, retail and services) site, to the west of the existing complex.

In September 2018, resource consent was granted for an extension to the existing facilities on-site for:

- A two-storey hospital day ward and consulting building.
- Additional theatres, associated rooms and bedrooms.
- Internal corridor linking the new building area to the recently established ward building and bedrooms.
- New weather protection over the main entrance to the hospital and stairway from the St Aubyn Street footpath.

Resource consent was also granted retrospectively for Physiotherapy (TBI Health) occupying and operating from part of the north-east portion of the facility.

Resource consent was also granted to:

- Alter and relocate the configuration of loading and servicing facilities; the existing car parking layout on-site, including provision of additional car parking and altered vehicle entry and exit points; and the existing illuminated panel sign currently adjoining the exit vehicle access point on St Aubyn Street further south-west to adjoin the proposed dual entry/exit vehicle access point.
- Increase the traffic associated with the overall site activities.
- Carry out other associated secondary works, such as landscaping, fencing, earthworks and construction of retaining walls.
- Consequentially include specific conditions from a previous resource consent to enable one comprehensive resource consent document for the hospital operation, and alter to existing road markings.

Ernst & Young was commissioned in November 2018 by Southern Cross Hospitals to analyse the potential future demand for surgery in Taranaki using population trends, financial District Health Board trends and surgical trends in New Plymouth. This analysis was supplied to the Council as part of the District Plan Review. Their report concluded that:

- The Taranaki region's population has increased by ~9.0% over the last 5 years and recorded its highest net gain in population in 2017.
- The region's population is older than the national average, with the 75+ age group projected to double by 2036. This ageing population will be associated with an increase in health issues, and an increase in demand for surgical services.
- An estimated ~1,500 extra elective procedures per year (or a 4% increase per annum) are projected to be required through to 2037. In 2017 there were ~4,150 elective procedures performed by Southern Cross Hospital New Plymouth in 2017.
- The growth of acute procedures suggests that 500 extra procedures per year is anticipated (a 2% increase up till 2037).
- The public health system reported that they were operating at full capacity in July 2017.

In summary, Ernst & Young is of the opinion that there is an opportunity for Southern Cross to consider further development of their capacity for elective surgery in Taranaki and it will have a significant role in provide medical services in New Plymouth into the future.¹⁸

The District Plan Review has concluded that the unique operational needs and environmental effects associated with the Southern Cross Hospital New Plymouth require the development of hospital-specific zoning to address those needs and effects. It is an important regional facility that is likely to need to expand to provide more health services in the future (particularly given the region's ageing population). The District plan Review has concluded that the framework for a new hospital zone will follow the Special Purpose Hospital Zone template that is set out in National Planning Standards 2019.

¹⁸ Ernst & Young report supplied via BTW Company Ltd

4.3.6 Yarrow Stadium

Yarrow Stadium is owned by the Taranaki Stadium Trust, which is a Council-Controlled Organisation of the Taranaki Regional Council. The Council manages the operations and undertakes minor maintenance of the stadium.

The stadium complex comprises four grass playing fields, corporate hospitality and convention facilities, player changing and spectator facilities, commercial kitchen and catering points, parking, media and ticketing facilities and other typical amenities expected of a stadium of this standard. Taranaki Rugby Football Union (TRFU) is based at Yarrow Stadium and has a property lease and ground hire agreements with Council.

Under the Operative District Plan the stadium is zoned Open Space A Environmental Area.

In considering the appropriateness of this zoning, a key observation was that the area does experience overspill car parking onto nearby residential streets and some minor congestion when a big event is on, but generally these events are temporary in nature without on-going effects that require further management.

It has been concluded that the generic open space zoning allows for ongoing use of the site but also provides enough flexibility to enable future redevelopment. With this in mind, it is recommended that an open space zoning is retained for Yarrow Stadium.

4.3.7 TSB Stadium/Pukekura Raceway

The Council owned TSB Stadium is a multi-purpose events centre located next to Pukekura Raceway and Pukekura Park. It houses three full-sized sports courts, a mezzanine area and an entrance foyer that has a reception desk and ticket box. The TSB Stadium plays host to corporate events, shows, concerts, exhibitions, trade shows, conventions and community events. The stadium has a good sized car park which is well landscaped.

Pukekura Raceway is around 38 hectares and borders Pukekura Park and the TSB Stadium. At the heart of the site is the racecourse itself which has a 1600m left handed track with a 375m straight¹⁹. The raceway complex includes stables, jockey/trainer and spectator facilities, parking, media and ticketing facilities, hospitality facilities and function areas, plus satellite rooms, and a range of outdoor areas including spectator areas, grass playing fields and pony club facilities.

Under the Operative District Plan the stadium is zoned Open Space B Environmental Area and the raceway is zoned Open Space A Environmental Area. There is a Category B heritage building listed Groundsman's House near the car park for the stadium.

In considering the appropriateness of this zoning, a key observation was that the area does experience overspill car parking onto nearby residential streets and some minor congestion when a big event is on, but generally these events are temporary in nature without on-going effects that require further management.

¹⁹ <https://loveracing.nz/RaceInfo/Clubs-And-Courses/27/Racecourse.aspx>

It has been concluded that the generic open space zoning allows for ongoing use of the site. With this in mind, it is recommended that an open space zoning is retained for the TSB Stadium and Pukekura Raceway.

4.4 Effectiveness of the Operative District Plan Approach

The following issues have been identified in the use, interpretation and implementation of current provisions relating to the facilities identified for inclusion in the proposed Airport, Hospital and Port Zones:

Issue	Comment	Response
<p>Issue 1: There are currently no objectives and policies that specifically recognise the specialised role and operational requirements of the airport, hospitals and port.</p>	<p>The specialised nature of major large-scale transport/logistics and healthcare facilities and associated activities located in the District, and the contribution they make to the regional and/or national economy, is not expressly recognised in the Plan and could potentially result in unintended environmental outcomes and ad hoc development.</p>	<p>Introduce Special Purpose Zones that specifically recognise and respond to the requirements of existing significant transport/logistic and healthcare facilities.</p>
<p>Issue 2: The current plan provisions inadequately cater for the operational requirements and future development needs of the airport, hospitals and port.</p>	<p>The variable approach adopted in the Operative District Plan to managing these facilities poses challenges to their on-going use and development, particularly where the zoning and associated rules inadequately accommodate ongoing operational/developmental requirements (e.g. nature and scale of operations, on-site support activities, hours of operation, size of buildings, on-site car parking) thereby triggering the need for a resource consent.</p> <p>The airport, hospitals and port generally operate in a manner that varies from other activities in their underlying zone or surrounding zones, and generate effects that differ from those that typically occur in these areas. Consequently, consideration needs to be</p>	<p>Consider tailor-made provisions that manage the operational requirements of individual facilities. This can include facility specific rules and/or concept plans.</p>

Issue	Comment	Response
	<p>given to how these facilities can be managed in a way that enables them to continue to effectively operate while ensuring that potential impacts on surrounding properties are appropriately managed.</p>	
<p>Issue 3: The impact of the airport, hospitals and port and their associated activities on adjacent residential and rural receiving environments and potential 'reverse sensitivity' effects.</p>	<p>The nature and scale of activities for these large-scale facilities has the potential to generate a wide range of adverse effects, including noise, dust, vibration, odour, lighting, glare, shading, visual impacts of structures and industrial activities, and other effects which may cause a nuisance to surrounding land users. However, management of these effects needs to be carefully weighed up against the ongoing operational and development requirements of the major facilities.</p> <p>In most cases these facilities also consist of multiple buildings of varying size and height spread over a large site, along with large areas devoted to car parking. This can present particular challenges to the way these facilities are managed, especially those that are located in or near more sensitive residential or rural-residential areas.</p>	<p>Consider provisions that meet the operational requirements of individual facilities but at the same time manage effects on the receiving environment and sensitive activities.</p>

4.5 Other Relevant Research/Documents

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

- Palmerston North District Plan (Plan Change 11).
- Partially Operative Auckland Unitary Plan.
- Proposed Christchurch Replacement Plan.
- Proposed Dunedin District Plan.
- Hamilton City District Plan.

These plans were selected because they have been subject to recent reviews that have addressed the management of major, large-scale institutions and facilities that contribute to the social, cultural and economic wellbeing of their respective communities. In summary, the key findings of this review are:

- Existing, large-scale educational, recreational, healthcare, research, port and airport related activities and associated facilities are specifically identified and recognised in the plans reviewed.
- Specific objectives and policies are included in each of the plans which:
 - Provide for a wide mix of activities related to the major, large-scale institutions and facilities identified.
 - Enable the efficient, ongoing use and development of these activities and associated facilities.
 - Ensure that the adverse effects of these activities and any future development on adjacent sensitive receiving environments is appropriately managed.
- Preparation of facility specific plans is encouraged in one of the plans reviewed (Hamilton City District Plan) as a means of providing greater certainty as to the nature and scale of on-site development anticipated.
- An enabling framework of associated rules is included in each of the plans that makes general provision for major, large-scale institutions and facilities and related activities as follows:
 - Permitted/Controlled (subject to meeting specified standards) – specifically identified facilities and associated ancillary/support activities; new buildings and maintenance/repair/alteration/demolition of or addition to existing buildings; parking/loading/access.
 - Restricted Discretionary – activities that do not comply with permitted activity standards; new buildings or additions to/alteration of existing buildings that do not comply with permitted activity standards.
- A range of specifically tailored standards covering such matters as: signs, hazardous substance storage, light spill/glare, noise, carparking/loading, outdoor storage, earthworks, fencing, maximum building height/height recession, site coverage, setbacks, boundary treatment/landscaping, subdivision.
- Specific criteria to guide the assessment of activities and development requiring a resource consent.

4.5.1 Coastal Erosion and Coastal Flooding

The Council contracted Tonkin and Taylor to produce two separate assessments on coastal erosion and coastal flooding in the District. Of particular relevance are the areas of coast around Port Taranaki and the New Plymouth Airport.

New Plymouth District Plan Review: Coastal Management (Nov 2016) identified and mapped the low lying areas on the New Plymouth coast which were likely to be subject to coastal flooding, due to the impacts of storm surge and sea level rise. In terms of Port Taranaki the report found that the area would be subject to inundation in 2115 during 100 year ARI events. The report recommended that in areas identified as being subject to coastal flooding that any building be subject to a resource consent if the ground level at which any building is located is below 4m Taranaki Vertical Datum 1970 (TVD70) as established by site survey be a certified surveyor as referenced to TVD70.

First Pass Coastal Erosion Assessment and Identification of High Risk Areas (2018) undertook a “first pass” coastal erosion assessment to identify areas potentially susceptible to coastal erosion. In terms of the Port, no erosion hazard was calculated or shown on planning maps, as the structures within the port are assumed to mitigate the erosion rates to zero. The New Plymouth Airport is in proximity to a cliffed shoreline which is identified in this report as highly unstable. This preliminary screening exercise captured the end of the New Plymouth Airport runway as part of the area identified as being susceptible to coastal erosion. The susceptible extent varies across the scenarios. Refer to the Coastal Environment s32 report for further information.

4.5.2 New Plymouth District Plan Review: Coastal Policy Area (2016, amended 2018) Bluemarble

Bluemarble were engaged to review the location and extent of the Coastal Policy Area. As part of this, the study looked at NZCPS, Regional Landscape Study (2015) prepared by TRC, the Buckland report, the South Taranaki District Council Section 32 Coastal Environment Report, and the Inventory of Coastal Areas of Local or Regional Significance in the Taranaki Region 2004.

The main findings were, regarding landscape and natural character values, that:

- The definitions in the existing Operative District Plan for ‘coastal environment’ remain relevant and valid.
- The assessment criteria in NZCPS 2010 (as opposed to NZCPS 1994) are to be used in assessing landscape character.
- The areas identified in the TRC Regional Coastal Study as outstanding natural character or outstanding natural features and landscapes should be automatically included within the Coastal Policy Area.
- The negative landscape impacts that are identified in Mary Buckland’s 2010 review are relevant and valid.
- The Inventory of Coastal Areas of Local or Regional Significance in the Taranaki Region 2004 should be automatically included within the Coastal Policy Area.

Refer to the Coastal Environment s32 report for further information.

4.5.3 Building Heights – Port Taranaki 2018, Bluemarble

The purpose of this study was to inform possible height limits for the Port Concept Plan. Specifically the assessment looked at:

- A view catchment of the Port and its context.
- Public viewpoints that have significant views of the Port.
- Private viewpoints that have significant views of the Port.
- Landscape and visual impact of proposed building heights.

The report made recommendations on proposed height limits giving particular consideration to the proximity of the Port to residential areas, Ngāti Te Whiti land, and open space areas, Mt Moturoa, Paritutu and Nga Motu (Sugar Loaf Islands) within the context of the Port being an operational strategic asset. Refer to Appendix 1 for a copy of this report.

4.5.4 New Plymouth District Council District Plan Review – Urban Viewshafts 2017, Bluemarble

The objectives of this review were:

1. To provide overall discussion on the methodology, desirability and workability of viewshafts as an urban design/amenity mechanism;
2. Reassess the current Operative District Plan viewshafts in order to determine their relevance or otherwise;
3. To provide recommendations for each viewshaft, i.e. retain, alter, remove; and
4. To provide recommendations on any new viewshafts.

The report recommended various changes to the way in which the District Plan manages viewshafts and also recommended changes to various viewshaft splays and height limits. In summary, 15 viewshafts are to be retained and/or amended, 3 new viewshafts are to be added and 4 viewshafts are to be removed. Refer to the Viewshafts s32 report for further information.

5 Consultation

Extensive consultation has been undertaken as part of this District Plan Review process with key stakeholders and the local community. Refer to the General Overview/Strategic Objectives Section 32 Report for details on the methods that were used to carry out that consultation.

5.1 General Consultation

In particular considerable stakeholder engagement has occurred directly with the Airport, Hospitals and Port who have inputted into the drafting of the provisions and provided information on their specific site requirements and future development plans.

5.1.1 Draft District Plan (2016)

An initial Draft District Plan was released in October 2016. Containing draft objectives, policies and a summary of rules, this draft grouped the District's major transport/logistics, petroleum production, storage and handling facilities, recreation and healthcare related facilities under one zone called Major Facilities.

A summary of key feedback from the community on the major facilities chapter of this draft plan is set out below:

- Facility owners and operators generally supported the concept of a Major Facilities Zone with distinct objectives and policies, with suggested matters for further consideration including:
 - Identification of major facilities in the district and clearly defining what is covered by the term.
 - Increased recognition in the objectives and policies of both the functional need for Port Taranaki to be located where it is and provision to enable realisation of the development capacity of the port.
 - Ensure that concept plans can cater for changing circumstances
- Interest groups such as Climate Justice Taranaki raised concerns regarding such matters as:

- Special provisions being introduced which would provide for the ongoing operation and further development of identified major facilities.
- Whether the facilities covered would include major oil, gas and petrochemical facilities such as Methanex and Todd Energy McKee or Mangahewa Expansion Train 2 production stations.
- Lack of consideration of safety and health effects posed by major facilities on neighbouring communities.

5.1.2 Draft Digital District Plan (2018)

Still bundling the District's major transport/logistics, petroleum production, storage and handling facilities and healthcare related facilities under one zone called "Major Facilities", a revised version of the Draft District Plan containing amended objectives and policies along with a detailed set of corresponding rules was released to the community for comment. A summary of key feedback received on the major facilities chapter of the Draft Digital District Plan is set out below:

- Port Taranaki and the New Plymouth Airport queried the generic objectives and policies proposed, and suggested that that these should be replaced by facility specific objectives and policies.
- A limited number of stakeholders such as Port Taranaki and PEPANZ queried the relevance and/or workability of specific objectives, policies and rules (e.g. maximum height), and suggested alternative wording.
- New Plymouth Airport suggested that the proposed limitation of airport related retail and commercial activities solely to the terminal should be abandoned and consideration given to enabling these activities to establish across the wider airport.
- Port Taranaki and Methanex queried the clarity of a few related definitions (e.g. petroleum production, Port mixed use commercial, recreation and community activities, marine related industrial activities).

5.2 Consultation with Iwi Authorities

Ngā Kaitiaki provided feedback on the (then) Major Facilities Zone of the Draft District Plan in both 2016 and 2017. The comments from Ngā Kaitiaki on the Draft District Plan are summarised below:

- As almost all major facilities within the district contain many natural and cultural features or values of importance it was noted that it is essential that mana whenua are engaged at the beginning of the process to inform issue identification, and inform the development of provisions moving forward through the development of concept plans
- It is anticipated that some concept plans will facilitate additional development of some major facilities such as:
 - Additional development of Port Taranaki in relation to Mikotahi, Okawa, Waitapu, Paritutu and the Hongihongi Stream.
 - Extensions to Pohokura and the kainga, urupā and important waterbodies adjoining or within that land holding.
 - Te Ngahoro Pah and wetland areas within the Tank Farm Area.
 - Pa and Kainga within and adjoining both Methanex sites.
- As specific rules (like structure planning for growth) may be required to guide development it was noted that it is imperative that potentially affected

communities continue to be consulted about the development and operation of major facilities.

Ngā Kaitiaki (particularly Puketapu hapū and Ngāti Te Whiti hapū) have identified that the New Plymouth Airport and Port contain sites of natural and cultural importance. Wāhi tapu sites, natural and landscape features and the coast have been the foremost consideration in the review of the Port and New Plymouth Airport activities.

6 Key Resource Management Issues

The key resource management issues that need to be addressed in relation to the airport, hospitals and port are:

- Explicitly recognising the specialised nature of the activities allied with these facilities and the important contribution they make to the district and wider regional/national economy.
- Ensuring that these facilities and associated activities are afforded sufficient operational and development flexibility to meet their current and future needs.
- Managing the impact of existing activities and any future development on the adjacent receiving environment, particularly where the facility borders a residentially zoned property.

7 Proposed District Plan Provisions (Objectives, Policies and Methods/Rules)

Being an effects based plan, the structure of the Operative District Plan is somewhat complex and difficult to understand. This is especially evident where specialised facilities and related activities such as those described in the report are not explicitly recognised and instead managed within the more generic Business, Residential, Industrial, Open Space and Rural Environment Areas of the Operative District Plan. This variable and 'non-specific' approach to local, regional and/or nationally significant facility management has the potential to pose problems to the ongoing use and development of these facilities, particularly where the zoning and associated rules inadequately recognise their unique operational/developmental needs and associated environmental effects. Likewise, the effects of the facilities on the surrounding environment and amenity values could be better managed.

The District Plan Review has set out to make a number of changes in order to:

- Make the Plan more accessible to the community.
- Improve the legibility of the Plan and facilitate better decision making processes.
- Address the main gaps and flaws in the existing provisions, taking practical steps to fill gaps, remove redundancies and generally streamline provisions to ensure the Proposed District Plan can be implemented efficiently.
- Place a stronger focus on objectives and policies as these provide the decision making framework for resource consent applications.
- Simplify the provisions by providing separate, tailor made provisions for individual zones.
- Simplify the rule structure, using a traffic light system to quickly identify activity statuses as well as creating a logical flow through the different activity types.

The proposed provisions are set out in the Airport, Hospital and Port Zones of the Proposed District Plan. These provisions should be referred to in conjunction with this evaluation report. The proposed provisions are summarised below.

7.1 Strategic Objectives

The applicability/relevance of all the proposed Strategic Objectives will need to be considered for all development proposals requiring resource consent under the Proposed District Plan. Of particular relevance to the Airport, Hospital and Port Zones are the following proposed Strategic Objective:

UFD-21 Industrial, airport, port and large-scale major facilities are able to operate efficiently and effectively and the contribution they make to the economic and social well-being and prosperity of the district is recognised.

7.2 Zoning Structure

Following the National Planning Standards framework, introduce Airport, Hospital and Port Zones that specifically recognise and respond to the requirements of existing nationally, regionally or locally significant transport/logistic and healthcare facilities located in the District.

7.3 Objectives and Policies

Overarching objectives and activity/facility specific objectives that:

- Recognise existing nationally or regionally significant major transport/logistic and healthcare facilities in the district.
- Ensure the operational and functional needs are provided for, while ensuring the adverse environmental effects of activities are avoided, remedied or mitigated.
- Ensure the facilities are not constrained or compromised by other activities.

A suite of policies that:

- Identify the role and function of each zone.
- Identify the activities that are compatible, potentially compatible and incompatible with the zone and where, if appropriate, they can locate.
- Manage effects.
- Recognise where relevant/applicable sensitive activities, identified features and the coastal environment.
- Recognise the incorporation of mātauranga māori principles into the design, development and/or operation of activities in the Airport, Hospital and Port Zones.

7.4 Rules

The Airport, Hospital and Port Zones do not contain any rules. Instead, the rules that are applicable are contained within site specific precincts.

7.5 Precincts

Precincts are a spatial layer that have been introduced under the National Planning Standards. Precincts can be used to spatially identify and manage an area where additional placed-based provisions apply to modify or refine aspects of the policy

approach or outcomes anticipated in the underlying zones. Precincts for each of the Airport, Hospital and Port Zones have been applied for each major facility that broadly illustrate the nature and scale of existing and future on-site development. Information contained in the precincts include:

- Height zones.
- Connectivity.
- Special features (outstanding natural landscapes, significant natural areas, waterbodies, historic heritage, etc.).
- New building platforms.
- Future areas for site expansion/development.
- Landscaping and screening.

7.5.1 Precinct specific rules include:

- Activity tables particular to each of the zones that identify the status of specific activities (i.e. permitted, restricted discretionary, discretionary), along with corresponding effects standards and matters of discretion.
- Aside from the Hospital Zone, sensitive activities such as residential and childcare facilities are not permitted within the zones.
- Aside from ancillary commercial activities, activities such as retailing and entertainment will not be permitted within the zones. General retail activities will be a discretionary activity in the Hospital Zone.
- Sensitive activities will not be permitted in any site within the zones subject to noise and risk contours.
- Assessment criteria to guide the exercise of discretion regarding activities and development requiring a resource consent.

7.5.2 Precinct specific effects standards include:

- Maximum building height.
- Height in relation to boundary.
- Minimum building setbacks.
- Landscaping requirements.
- Minimum permeable area.

The precinct specific rules, effects standards and assessment matters provide a clear framework to manage facilities and seek to strike a balance between efficient site use and development and avoiding or minimising adverse effects on neighbouring areas, particularly residential or rurally zoned properties. If a proposed activity/development falls within the parameters of the rules/precinct, resource consent is not required.

7.6 Definitions

To help clarify the intent of the provisions, manage activities or align with the National Planning Standards, new definitions have been introduced for:

- Airport activities (NPDC specific definition) (NPDC Proposed Plan definition)
- Airport retail and commercial activities (NPDC Proposed Plan definition)
- Port activities (NPDC Proposed Plan definition)

- Port mixed use commercial, recreation and community activities (NPDC Proposed Plan definition)
- Major healthcare activities(NPDC Proposed Plan definition)
- Medical and health services (Planning Standards definition)

Generic National Planning District Plan-wide definitions such as height, site, site access etc. are also applicable to the zone.

8 Approach to Evaluation

Section 32 (1)(c) of the RMA requires that this report contain a level of detail that corresponds with the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of this proposal.

In particular, it requires that:

- Any new proposals need to be examined for their appropriateness in achieving the purpose of the RMA.
- The benefits and costs, and risks of new policies and rules on the community, the economy and the environment need to be clearly identified and assessed.
- All advice received from iwi authorities, and the response to the advice, needs to be summarised.

Further, the analysis has to be documented to assist stakeholders and decision-makers understand the rationale for policy choices under consideration.

8.1 Evaluation of Scale and Significance

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

8.2 Explanation Summary

In summary:

- The proposed zones align with the direction set in that National Planning Standards.
- The proposed zones are specifically tailored to major transport/logistic, and healthcare related activities and associated facilities. This represents a departure from the current approach in the Operative District Plan.
- The Airport, Hospital and Port Zones contain special features and cultural values that have national importance under section 6 of RMA.
- The proposed zones will largely have a localised effect, with those predominantly affected by the provisions being facility operators and adjacent landowners. However, as many of these sites contain natural and/or cultural features or values of importance to tangata whenua, their interests in this regard are also likely to be affected by the zone provisions.
- The changes are consistent with approaches adopted in other second-generation District Plans produced elsewhere around New Zealand.
- The RPS contains specific policy direction relevant to the proposal, particularly in relation to safe and efficient operation of regionally significant infrastructure (INF-OBJ 1, INF-POL 1 & 2).
- The changes could result in reduced compliance costs for facility owners/operators due to a potential reduction in the number of consents required. Equally, they could also lead to greater land use/development flexibility due to the tailored, site specific nature of the provisions proposed.

Overall, it is considered that the scale and significance of the proposal is low-medium. Given this, the level of detail in this report corresponds with the scale and significance of the environmental, economic and cultural effects that are anticipated from the implementation of the Airport, Hospital and Port Zone provisions.

9 Evaluation of Objectives

Existing Objective(s)	Appropriateness to achieve the purpose of the Act
<p><i>General</i></p> <p>Obj 1 To ensure activities do not adversely affect the environmental and amenity values of areas within the district or adversely affect existing activities.</p> <p>Obj 2 To avoid, remedy or mitigate the adverse effects of light overspill and glare, noise, and the consumption of liquor on amenity values and health.</p> <p><i>Residential B</i></p> <p>Obj 6 To ensure:</p> <ul style="list-style-type: none"> • Sufficient space is available to protect residential amenity. • Visual and aural amenity is protected. • Traffic generation is consistent with the character of the residential area. <p><i>Business B/D</i></p> <p>Obj 7 To ensure the attractive, vibrant, safe, efficient and convenient character of the business environment is maintained.</p> <p><i>Industrial A/D</i></p> <p>Obj 9 To maintain a level of amenity within the industrial environment which is consistent with the character of the area and provides a safe working environment.</p> <p><i>Rural</i></p> <p>Obj 4 To ensure the subdivision, use and development of land maintains the elements of rural character.</p>	<p>The existing objectives fail to address the resource management issues relevant to the airport, hospitals and port. In particular they do not specifically recognise or address the specialised nature of major, large-scale transport/logistics and healthcare related facilities and associated activities located in the District, or that their associated effects may differ from those that typically occur in the areas in which they are located. Consequently, the current framework of objectives provides insufficient direction and guidance to decision makers regarding the intended outcomes and specific activities and effects to be managed in relation to these facilities.</p> <p>Although the generic focus of the objectives on the overall amenity and character of each zone partially achieves the purpose of the RMA, the contribution that these facilities make towards the social, cultural and economic wellbeing of the district, or the health and safety of its residents, is not expressly recognised.</p> <p>The lack of clearly expressed outcomes for these facilities also creates ambiguity and uncertainty. This reduces the utility of the objectives and could lead to unintended environmental and economic consequences. This, in turn, could impose unreasonable costs on facility owners and operators, as well as unanticipated remedial costs on the wider community if facility specific effects are inappropriately managed.</p> <p>The current suite of objectives also fail to give effect to the specific policy direction in the RPS relating to the safe and efficient operation of regionally significant infrastructure. In light of the above the existing objectives are not considered appropriate in achieving the purpose of the RMA in relation to the management of the airport, hospitals and port.</p>

<p><i>Open Space (Port Taranaki)</i></p> <p>Obj 8 To recognise and provide for differing open space requirements in the district in an integrated manner that ensures the character of open space areas are maintained.</p>	
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Proposed Objective(s)	Appropriateness to achieve the purpose of the Act
<p><i>Airport Zone</i></p> <p>AIRPZ-01 New Plymouth Airport is regionally and nationally important infrastructure and the contribution it makes to the economic and social well-being of the district, region and nation is recognised.</p> <p>AIRPZ-02 New Plymouth Airport's special operational and functional needs are provided for, while ensuring the adverse effects of airport activities on the environment are avoided, remedied or mitigated.</p> <p>AIRPZ-03 The safe and efficient operation, maintenance and repair or upgrading of New Plymouth Airport is not constrained or compromised by other activities.</p> <p><i>Hospital Zone</i></p> <p>HOSZ-01 Taranaki Base Hospital Campus and Southern Cross Hospital New Plymouth are regionally important hospitals and the contribution they make to the economic, health and social well-being of the region and district is recognised.</p> <p>HOSZ-02 Taranaki Base Hospital Campus' and Southern Cross Hospital New Plymouth's special operational and functional needs are provided for, while ensuring the adverse environmental effects of</p>	<p>The purpose of the RMA is to promote the sustainable management of natural and physical resources by managing the use, development and protection of physical resources in a way which enables people and communities to provide for their social, economic and cultural well-being. Under section 7(b), (c) and (f) of the RMA, this includes the efficient use and development of natural and physical resources, the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment. The airport, hospitals and port are significant resources in the New Plymouth District. Specific zoning and associated provisions for these resources will enable them to be used efficiently, e.g. having flexibility to develop and adapt, standard operational activities being able to operate without resource consent, etc. These efficiencies will contribute to economic well-being. Ensuring that these resources are designed in a way that respects their surrounding environments, particularly the hospitals and port which are next to residential areas, and incorporating mātauranga māori principles where possible, will help to maintain and enhance amenity values and the quality of the environment. In turn this will help people and communities to provide for their social and cultural well-being.</p> <p>The objectives specifically and clearly set out the outcomes anticipated for the Airport, Hospital and Port Zones, and address the resource management issues identified by specifically recognising the national, regional and local contribution they make to social and economic well-being, and that they have unique operational requirements. The objectives also balance the requirements of these facilities with the need to ensure that any corresponding adverse effects on the environment are appropriately managed and, conversely, that their operation is not unduly compromised by incompatible activities or those that might generate reverse sensitivity effects, the latter of which will be managed through provisions applying across the district or within relevant adjoining zones (e.g. Residential).</p>

Proposed Objective(s)	Appropriateness to achieve the purpose of the Act
<p>activities undertaken at each hospital are avoided, remedied or mitigated.</p> <p>HOSZ-O3 The safe and efficient operation, maintenance and repair, or upgrading and expansion of Taranaki Base Hospital Campus and Southern Cross Hospital New Plymouth are not constrained or compromised by other activities.</p> <p><i>Port Zone</i></p> <p>PORTZ-O1 Port Taranaki is a regionally and nationally important port and the contribution it makes to the economic and social well-being of the district, region and nation is recognised.</p> <p>PORTZ-O2 Port Taranaki's special operational and functional needs are provided for, while ensuring the adverse environmental effects of activities undertaken at the Port are avoided, remedied or mitigated.</p> <p>PORTZ-O3 The safe and efficient operation, maintenance and repair or upgrading of Port Taranaki is not constrained or compromised by other activities.</p>	<p>The proposed zones align with the direction set in that National Planning Standards. Further, the proposed objectives give effect to the specific policy direction in the RPS relating to the safe and efficient operation of regionally significant infrastructure, provide plan users and decision makers with increased certainty as to the outcomes anticipated under the District Plan. They are considered reasonable and relevant in that they are unlikely to impose unreasonable costs on the facilities and the wider community and will assist the Council to more effectively undertake its statutory functions in relation to these important physical resources. They are also consistent with the approach adopted in similar 2nd generation district plans.</p> <p>In light of the above the objectives are considered appropriate in achieving the purpose of the RMA in relation to the management of the airport, hospitals and port.</p>

Evaluation of Alternative Options	Appropriateness to achieve the purpose of the Act
<p>Do not define expectations for the airport, hospitals and Port</p>	<p>This option would hinder decision makers when assessing resource consent applications as they would have little guidance on what outcomes are expected. It would also fail to properly recognise the regionally and nationally important role these facilities play and the contribution they make to the economic and social well-being of the district, region and nation. This option would also fail to properly cater for the special operational and functional needs of these major, large-scale transport/logistics and healthcare related facilities.</p>

Summary

The proposed objectives achieve the purpose of the RMA as they recognise the social and economic contribution that the airport, hospitals and port make at a national/regional/local level and reflect clear statements of intent regarding their ongoing use and development. They align with the direction set in the National Planning Standards. Additionally, they give effect to the RPS, particularly objectives ENE OBJ 1, ENE POL 1 and ENE METH 10, CNC OBJ 2 and INF OBJ 1. The proposed objectives also provide certainty as to the outcomes anticipated under the Proposed District Plan provisions and align with contemporary planning practice applied elsewhere throughout New Zealand.

10 Evaluation of Options to Achieve the Objectives

Options to achieve the District Plan objectives relating to Airport, Hospital and Port Zones	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
<p>Option A: Proposed approach</p> <ul style="list-style-type: none"> Specific zones that recognise existing nationally or regionally significant major transport/logistic and healthcare facilities, provide for their efficient, ongoing use and development and ensure any adverse effects are appropriately managed. Facility specific standards tailored to the operational requirements of each site that manage the effects of associated 	<ul style="list-style-type: none"> Directly recognises and enables the continued, functional use of the sites for their primary purpose. Provides facilities with increased flexibility to develop and adapt, thereby leading to improved efficiencies in land use. Enables standard operational activities to be undertaken without the need to obtain resource consent. Precincts encourage a more holistic, integrated 	<ul style="list-style-type: none"> Developmental cost to facilities preparing site specific precinct plans. Administrative cost to prepare and process future precinct plan updates (i.e. plan change). Adjacent residential/rural property owners may be unreceptive due to the perceived adequacy of the approach to manage adverse effects (e.g. loss of neighbourhood amenity). 	<ul style="list-style-type: none"> The proposed rules and standards are effective as they recognise the important functional contribution these facilities make to the district and explicitly respond to the operational and development requirements of each facility, including clearly identifying activities that are permitted as of right along with relevant thresholds that trigger the need for resource consent. This, in turn, offers increased clarity and certainty to facilities as well as the 	<ul style="list-style-type: none"> It is considered that there is sufficient information on which to base the proposed policies and methods. The risk of not acting is that the operation and development of major facilities might be unduly restricted or additional compliance costs may be incurred.

Options to achieve the District Plan objectives relating to Airport, Hospital and Port Zones	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
<p>activities and development (e.g. building height, noise, traffic).</p> <ul style="list-style-type: none"> Preparation of site specific precincts to encourage comprehensive and coordinated development. 	<p>approach to site development.</p> <ul style="list-style-type: none"> Provides increased certainty and clarity to facilities regarding the nature and scale of on-site activity and development anticipated. Provides the community with increased certainty regarding the development aspirations of facilities. Tailored rules, effects standards and assessment matters provide a clear framework to manage facilities and seek to strike a balance between efficient site development and avoiding or minimising adverse effects on neighbouring areas, particularly residentially or rurally zoned properties. 		<p>community more generally, and provides flexibility to enable these facilities to develop and adapt while ensuring that any impacts on adjacent areas are minimised.</p> <ul style="list-style-type: none"> The proposed option is also an efficient method of achieving the objectives as the facility specific nature of the associated provisions (including related precincts) could result in reduced operational and development related compliance costs. 	

Options to achieve the District Plan objectives relating to Airport, Hospital and Port Zones	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
	<ul style="list-style-type: none"> • Potential reduction in time/cost to facility and Council of preparing and processing resource consent applications. • Potential to increase economic growth and employment opportunities through enabling managed expansion, including associated construction activities. 			
<p>Option B: Status quo</p> <ul style="list-style-type: none"> • Non-specific policies and standards in the Business, Industrial, Residential, Open Space and Rural Environment Areas focused on managing a generic range of activities and associated effects in these areas. 	<ul style="list-style-type: none"> • Although not facility specific, the current plan provisions enable the effects associated with the operation and development of these major facilities to be generically managed. • Facilities and Council staff are familiar with current provisions, resulting in reduced administrative costs. 	<ul style="list-style-type: none"> • Provides an inadequate level of clarity and certainty to the community regarding the development aspirations of the facilities. • Adequacy of rules and standards to effectively manage the activities and effects associated with the operation and development of major facilities, resulting in the unintentional triggering of resource consents 	<ul style="list-style-type: none"> • The existing rules and standards are largely ineffective as they fail to adequately recognise and explicitly respond to the operational requirements of each facility, including clearly identifying activities that are permitted as of right along with relevant thresholds that trigger the need for resource consent. This, in turn, offers reduced clarity and certainty to facility owners/ operators as well as the community 	<ul style="list-style-type: none"> • The risk of acting is that the resource management issues relating to the facilities would continue to be inadequately addressed by this option, potentially resulting in these facilities being used and developed in a way that is inconsistent with their primary function and having an unintended negative impact on their surrounding environs.

Options to achieve the District Plan objectives relating to Airport, Hospital and Port Zones	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
		<p>and uncertainty of outcome.</p> <ul style="list-style-type: none"> • Compliance costs associated with imposition of unessential restrictions on facility related use and development. • Limited, non-facility specific range of assessment matters currently available, thereby constraining the scope of matters that Council can consider when processing a resource consent. • Potential for less efficient use of existing major facility sites, including land, buildings and associated infrastructure. • Potential limitations on economic growth and employment opportunities due to retention of provisions that are unresponsive to the current and future 	<p>more generally, and a less effective means of managing adverse effects, particularly on adjacent residentially or rurally zoned properties. It also fails to recognise the important functional contribution these facilities make to the district.</p> <ul style="list-style-type: none"> • This option is also an inefficient method of achieving the objectives as it is likely to result in less efficient use and development of these facilities and incur more operational and development related compliance costs than the proposed approach. 	

Options to achieve the District Plan objectives relating to Airport, Hospital and Port Zones	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
		operational and development needs/ demands of facility owners/operators.		
<p>Option C: Status quo + targeted regulatory refinements</p> <ul style="list-style-type: none"> Retention of the existing zoning framework and introduction of specific standards that reflect and align with the operational and development requirements of major facilities (e.g. height, carparking). 	<ul style="list-style-type: none"> Implicitly recognises the functional use of the sites. Offers potential to provide facilities with a greater degree of flexibility to develop and adapt relative to the status quo, thereby leading to improved efficiencies in land use. Could enable standard operational activities to be undertaken without the need to obtain resource consent. Tailored rules, effects standards and assessment matters would provide a clearer framework to manage facilities and seek to strike a balance between efficient site development and avoiding or minimising 	<ul style="list-style-type: none"> Provides an inadequate level of clarity and certainty to the community regarding the development aspirations of facility owners/operators. Potential limitations on economic growth and employment opportunities as reliance on the existing zoning framework with more targeted standards may be insufficient to meet the current and future operational and development needs/ demands of facilities. Adjacent residential/ rural property owners may be unreceptive due to the perceived adequacy of the approach to manage adverse effects (e.g. 	<ul style="list-style-type: none"> This option would be partially effective in enabling facilities to respond to their operational and development requirements through more clearly identifying activities that are permitted as of right along with relevant thresholds that trigger the need for resource consent. This, in turn, has the potential to offer facilities and the community more generally with greater clarity and certainty, as well as greater flexibility for these facilities to develop and adapt. It is also partially effective in recognising the important functional contribution these 	<ul style="list-style-type: none"> The risk of acting is that the resource management issues relating to major facilities would only be partially addressed by this option, potentially resulting in these facilities being used and developed in a way that is inconsistent with their primary function.

Options to achieve the District Plan objectives relating to Airport, Hospital and Port Zones	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
	<p>adverse effects on neighbouring areas, particularly residentially or rurally zoned properties.</p> <ul style="list-style-type: none"> Potential reduction in time/cost to facility owners/operators and Council of preparing and processing resource consent applications. 	<p>loss of neighbourhood amenity).</p> <ul style="list-style-type: none"> May afford insufficient protection of areas/sites of cultural significance to iwi located on facility sites. 	<p>facilities make to the district.</p> <ul style="list-style-type: none"> This option would also be a less efficient method of achieving the objectives as lack of provision for facility specific precincts could lead to less efficient use and development of these facilities and more operational and development related compliance costs being incurred than the proposed approach. 	
<p>Quantification Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified.</p> <p>Given the assessment of the scale and significance of the proposed changes above it is considered that quantifying costs and benefits would add significant time and cost to the s32 evaluation processes. The evaluation in this report identifies where there may be additional cost(s), however the exact quantification of the benefits and costs discussed was not considered necessary, beneficial or practicable.</p>				
<p>Summary The above table demonstrates that Option A is the most appropriate method to achieve the objectives relating to identified facilities in the district. The existing regulatory approach to managing these facilities in the Operative District Plan is generic and lacks sufficient specificity and clarity to effectively and efficiently address the major facility related resource management issues identified. Consequently, an alternative approach is proposed that more explicitly recognises the specialised nature of the facilities and their contribution to the district and wider regional/national economy, and enables more flexible use and development of existing facilities and associated activities while ensuring that any associated effects are appropriately managed. It is also one that gives clear effect to the National Planning Standards and the RPS, particularly objectives ENE OBJ 1, ENE POL 1 and ENE METH 10, CNC OBJ 2, INF OBJ 1 and associated policies CNC POL 3 and INF POL 1 & 2.</p>				

11 Summary

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

- It aligns with the policy direction in the NZCPS regarding provision for activities that have a functional need to locate and operate in the coastal environment, as well as the RPS regarding the safe and efficient operation of regionally significant infrastructure and energy production.
- It aligns with the policy direction in the National Planning Standards because provision is made for separate zones that specifically recognise and respond to the requirements of existing nationally, regionally or locally significant transport/logistic and healthcare facilities located in the District.
- Specific objectives and policies provide for the efficient, ongoing use and development of the zones and their associated activities, while ensuring that adverse effects on adjacent properties are appropriately managed.
- Rules, effects standards and assessment matters provide a clear framework to manage facilities and seek to strike a balance between efficient site use and development and avoiding or minimising adverse effects on neighbouring areas, particularly residentially or rurally zoned properties.
- Encouraging the development of precincts increases the level of certainty and clarity to the facilities and the community generally regarding the nature and scale of site specific activity/development anticipated.

Overall, it is considered that the set of proposed provisions is the most appropriate given that the benefits outweigh the costs, and there are considerable efficiencies to be gained from adopting the preferred provisions. The risks of acting are also clearly identifiable and limited in their extent.

12 Appendices

Appendix 1: Building Heights – Port Taranaki May 2018