



Mackenzie
DISTRICT PLAN REVIEW
TOMORROW'S MACKENZIE
KA AWATEA HŌU

**Section 42A Report Part B: Plan Change 30
(and Variation 2 to Plan Change 23, Variation
3 to Plan Change 26 and Variation 3 to Plan
Change 27)**

**Airport Special Purpose Zone
Glentanner Special Purpose Zone**

Report on submissions and further submissions

Author: Nick Boyes

Date: 24 April 2025

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Appendix 2 - Ecological Memorandum from e3 Scientific regarding Kakī/Black stilt disturbance from rocket powered aircraft at Glentanner Airport

List of submitters addressed in this report:

Submitter Ref	Further Submitter Ref	Submitter Name	Abbreviation
PC29.24		Totally Tourism Ltd	
PC30.02		Heliventures New Zealand Ltd	Heliventures
PC30.03		Timothy Rayward	NZAAA
PC30.05		Forest and Bird	F&B
PC30.06	FS30.07 FS30.08 FS30.09	Glentanner Airport Ltd/Glentanner Station Ltd	Glentanner
PC30.07	FS30.10 FS30.11 FS30.12	Glentanner Park Ltd/Glentanner Ltd	Glentanner
PC30.10	FS30.04	Meridian Energy Ltd	Meridian
PC29.19 PC30.11	FS30.13	Director General of Conservation	DOC
PC30.12		NZ Transport Agency/Waka Kotahi	NZTA
PC30.13		Canterbury Regional Council	CRC
PC30.14		Nova Energy Limited	Nova
PC30.16		New Zealand Defence Force	NZDF
PC30.18		Robyn McCarthy	
	FS30.01	Rayward Aviation Limited	RAL
	FS30.02	James Leslie	
	FS30.03	Dr Michael Speck	
	FS30.14	Air Safaris & Services Limited	ASSL

Abbreviations used in this report:

Abbreviation	Full Text
AIRPZ	Special Purpose Airport Zone
CAA	Civil Aviation Authority
CON	Controlled
CRPS	Canterbury Regional Policy Statement
CRPMP	Canterbury Regional Pest Management Plan
DIS	Discretionary
EIB Chapter	Section 19 - Ecosystems and Indigenous Biodiversity
GSPZ	Glentanner Special Purpose Zone
GSPZ-SP ¹	Glentanner Special Purpose Zone Structure Plan
GRUZ	General Rural Zone
MDC	Mackenzie District Council
MDP	Mackenzie District Plan
MDPR	Mackenzie District Plan Review
NATC	Natural Character Chapter

¹ Please note that the Glentanner Special Purpose Zone Structure Plan was abbreviated to GSP-SP in the notified version of PC30. I recommend this is amended to GSPZ-SP relying on Clause 16(2) of Schedule 1 of the RMA.

NC	Non complying
NFL	Natural Features and Landscapes
NPSET	National Policy Statement on Electricity Transmission
NPS-REG	National Policy Statement for Renewable Electricity Generation
NPSIB	National Policy Statement for Indigenous Biodiversity
NP Standards	National Planning Standards
ODP	Outline Development Plan
ONL	Outstanding Natural Landscape
PC13	Plan Change 13 – Rural Zone – Mackenzie Basin
PC18	Plan Change 18 – Indigenous Biodiversity
PC20	Plan Change 20 – Strategic Direction Chapters
PC23	Plan Change 23 - General Rural Zone, Natural Features and Landscapes, Natural Character
PC26	Plan Change 26 - Renewable Electricity Generation and Infrastructure
PC27	Plan Change 27 - Subdivision, Earthworks, Public Access and Transport
PC29	Plan Change 29 - Open Space and Recreation Zones, Noise, Signs and Temporary Activities, Var 1 to PC23, Var 2 to PC 26, Var 2 to PC27
PC30	Plan Change 30 – Special Purpose Zones, Var 2 to PC23, Var 3 to PC26, Var 3 to PC27
PER	Permitted
RDIS	Restricted Discretionary
RMA	Resource Management Act 1991
SH80	State Highway 80
SONS	Site of Natural Significance
TRAN	Transport

1. Purpose of Report

1. This report is prepared under s42A of the Resource Management Act 1991 (RMA) in relation to those provisions in Plan Change 30 (PC30) that relate to the Airport Special Purpose Zone (AIRPZ) and the Glentanner Special Purpose Zone (GSPZ) to the Mackenzie District Plan (MDP). The proposed Accommodation Special Purpose Zone, Pūkaki Village Special Purpose Zone and Pūkaki Downs Special Purpose Zone, which also form part of PC30, are the subject of separate s42A reports. The purpose of this report is to provide the Hearing Panel with a summary and analysis of the submissions and further submissions received on the relevant aspects of PC30 and to make recommendations in response to those submissions in order to assist the Hearing Panel in evaluating and deciding on the submissions.
2. The analysis and recommendations have been informed by the technical advice received in preparing PC30 and further specialist advice received in relation to matters raised in submissions from e3 Scientific. In preparing this report I have also had regard to the Strategic Direction Chapters, the provisions introduced through Plan Change 18 (PC18) (contained in Section 19 – Ecosystems and Indigenous Biodiversity of the Plan) and the relevant provisions of the other plan changes notified as part of Stages 2 and 3 of the Mackenzie District Plan Review (MDPR).
3. The conclusions reached and recommendations made in this report are not binding on the Hearing Panel. It should not be assumed that the Hearing Panel will reach the same conclusions

having considered all the information in the submissions and the evidence to be brought before them by submitters.

2. Qualifications and Experience

4. My full name is Nick Boyes. I am an independent planning consultant and have been self-employed (trading as Core Planning and Property Ltd) for three years. I hold a Bachelor of Science (majoring in Plant and Microbial Science and Geography) from the University of Canterbury (1997) and a Master of Science (Resource Management) (Hons.) from Lincoln University (1999).
5. I have 26 years' planning experience, which includes working in both local government and the private sector. My experience includes district plan development, including the preparation of plan provisions and accompanying section 32 evaluation reports, and preparing and presenting section 42A reports. I also have experience undertaking policy analysis and preparing submissions on RMA documents. The majority of my work involves preparing and processing resource consent applications and notices of requirements for territorial authorities.
6. As part of the MDPR process, I prepared the plan change, supporting section 32 document and section 42A report relating to PC23 as part of Stage 3. I also prepared the chapters and parts of the section 32 report relating to the AIRPZ and GSPZ being the subject of this section 42A report.
7. Although this is a Council hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2023 and that I have complied with it when preparing this report. I have also read and am familiar with the Resource Management Law Association / New Zealand Planning Institute 'Role of Expert Planning Witnesses' paper. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person. Having reviewed the submitters and further submitters relevant to this topic I advise there are no conflicts of interest that would impede me from providing independent advice to the Hearing Panel.

3. Scope and Format of Report

8. This report considers the submissions and further submissions that were received in relation to the AIRPZ and GSPZ included as part of PC30 (except as explained in the sub-section below). It includes recommendations to either retain provisions without amendment, delete, add to or amend the provisions, in response to these submissions. All recommended chapter text amendments are shown by way of ~~strikeout~~ and underlining in **Appendix 1** of this Report, or, in relation to mapping, through recommended spatial amendments to the mapping. Footnoted references to the relevant submitter(s) identify the scope for each recommended change. Where recommendations are made to either delete or add a provision, new provisions are numbered 'X', and no renumbering has occurred to reflect any additions or deletions. I anticipate that any renumbering requirements will be done in the Hearing Panel's decision version of the provisions.
9. The assessment of submissions generally follows the following format:
 - a) An outline of the relevant submission points;
 - b) An analysis of those submission points; and

- c) Recommendations, including any amendments to plan provisions (and associated assessment in terms of section 32AA of the RMA where appropriate).

10. Clause 10(2)(b), Schedule 1 of the RMA provides for consequential changes arising from the submissions to be made where necessary, as well as any other matter relevant arising from submissions. Consequential changes recommended under clause 10(2)(b) are footnoted as such.

11. Clause 16(2), Schedule 1 of the RMA allows a local authority to make an amendment to a proposed plan without using a Schedule 1 process, where such an alteration is of minor effect, or may correct any minor errors. Any changes recommended under clause 16(2) are footnoted as such.

Submission Points Relating to other Stage 4 Plan Changes

12. Plan Changes 28, 29 and 30 were prepared and notified at the same time on an integrated basis.

13. The following submission points were received on one or more of the other Stage 4 plan changes but are considered to be more relevant to this section 42A report. This report therefore addresses the submission points listed below:

- a. Totally Tourism (24.01 – PC29), insofar as it relates to development of hangars and accommodation at Pūkaki airport.
- b. DOC (19.03 – PC29), in relation to changes sought to NOISE-R12, which proposes to permit noise associated with airport activities and airport support activities in the Airport Area within the GSPZ.

14. Some definitions were proposed in PC30 which were also included in one or more of the other Stage 4 plan changes. Any submissions made on a definition which is used in more than one plan change are considered to be within the scope of each plan change that includes this definition. Submissions on definitions associated with PC30 have been considered in conjunction with the other s42A report authors for other relevant plan changes to ensure integration between the chapters which rely on the same definition.

4. Plan Change 30 Overview

15. PC30 addresses the Special Purpose Zones currently included in Section 9 of the operative MDP. In addition, the opportunity has been taken to consolidate the Tourist G Zone (included in Section 5 (Business Zones)) with the Airport Zone at Glentanner and Open Space G (Glentanner) Zone into a single Glentanner Special Purpose Zone (GSPZ). This is further explained below.

16. This section 42A report addresses the provisions relating to the AIRPZ and GSPZ. Submissions relating to the Pūkaki Downs Tourist Zone, Pūkaki Village Zone and the Special Travellers Accommodation Zone are addressed in a separate section 42A report prepared by Ms Emma Spalding.

Special Purpose Airport (AIRPZ)

17. The Airport Zone included in the current MDP is located at three sites; Pūkaki (Twizel), Glentanner and Takapō/Lake Tekapo. All three sites are located within Te Manahuna/the Mackenzie Basin which is identified as an Outstanding Natural Landscape (ONL) – however, there are no rules within the Airport Zone framework relating to the ONL. The Pūkaki (Twizel)

site is also designated (Designation 69) as the 'Pūkaki Aerodrome' by Mackenzie District Council (as the requiring authority), with most of the site also identified as a Site of Natural Significance (SONS 16).

18. The zone provides for a range of airport and aviation related activities. The establishment of residential accommodation is restricted to a certain size and must be associated with a hangar.
19. Conditions apply which limit activities in relation to noise, glare, lighting, parking, screening and other potential effects of aviation activities on the environment. There are no objectives and policies that relate to the Airport Zone within the MDP.
20. The new AIRPZ proposes to largely continue the same planning framework, while the key changes introduced by PC30 can be described as:
 - The inclusion of an objective and policy framework;
 - Introduction of greater restrictions on residential units, which must be within a hangar building itself;
 - A stricter activity status for residential and commercial visitor accommodation;
 - Removal of the AIRPZ from the ONL Overlay to maintain the status quo, i.e., to reflect that there are no rules within the Airport Zone pertaining to the ONL, and there is no intent to apply the provisions now contained in the NFL Chapter to activities within the AIRPZ;
 - The inclusion of design and appearance standards to all new built form;
 - The inclusion of additional rules and standards for Pūkaki Airport given it is within the Hydro Electricity Inundation Hazard Overlay; and
 - Consolidating the Airport Zone at Glentanner, along with the current Tourist G and Open Space G Zoning, into a single Special Purpose Zone (as described further below).

Glentanner Special Purpose Zone (GSPZ)

21. The Glentanner Special Purpose Zone (GSPZ) consolidates the planning framework by seeking to include the Tourist G, Open Space G and Airport zonings within a single zone, applying to the land at Glentanner.
22. Development in the Tourist G Zone is currently managed to ensure that adverse effects regarding natural hazard risk (flood risk and landslip/erosion) are avoided. The purpose of the zone is to provide for commercial and visitor accommodation activities associated with the existing tourism and aviation activities at the site (Glentanner Holiday Park and Glentanner Airport). There are no permitted activities in the Tourist G Zone, with visitor accommodation, commercial activities and residential activities being a controlled activity where standards are met. The matters subject to Council's control are building design, including exterior cladding colours and materials, natural hazard risk and landscaping. Any activity not provided for as a CON activity in the Tourist G Zone is a NC activity.
23. The Open Space G Zone essentially complements development in the Tourist G Zone. The purpose of the zone is to provide for passive and/or active recreation, enhance the environment, protect wildlife and plants, and to protect development from flooding and erosion. Again, there are no permitted activities in the Open Space G Zone. Recreational activities (excluding buildings), protective works against erosion and flooding and works for the

protection of wildlife plant species and environmental enhancement are provided for as a CON activity in the Open Space G Zone.

24. PC30 seeks to introduce a Glentanner Special Purpose Zone Structure Plan (GSPZ-SP), with defined areas for Airport, Tourist Development and Ecological Open Space. The Tourist Development Area located south of Twin Stream is identified as being subject to natural hazard risk, with accompanying provisions requiring RDIS resource consent for any proposed activity. A Preliminary Geotechnical and Natural Hazards Assessment of this area was undertaken and the resultant report attached to the section 32 assessment.
25. Rather than being CON, building and structures within the Tourist Development Area are proposed to be permitted, subject to a series of standards, which include design and appearance controls.
26. Built form and activities that would likely compromise the open space values of the Ecological Open Space are discouraged by the use of a NC activity status.
27. The rules for the Airport Area are largely the same as those applying to the AIRPZ described above. A 'No Build Area' is included on the GSPZ-SP in order to avoid built form in areas where it would be visible from adjoining State Highway 80 (SH80).

5. Procedural Matters

28. At the time of writing this section 42A report there have not been any pre-hearing conferences, Clause 8AA meetings or expert witness conferencing in relation to submissions on this topic.
29. Informal discussions have been held with many of the landowners within the AIRPZ and GSPZ, particularly the owners of the Lake Tekapo Airport and Glentanner; as well as the Department of Conservation (DOC) to better understand the matters raised in their submission.

6. Statutory Framework

30. The assessment under the RMA for this Plan Change includes whether:
 - a) it is in accordance with the Council's functions (s74(1)(a));
 - b) it is in accordance with Part 2 of the RMA (s74(1)(b));
 - c) it will give effect to any national policy statement or operative regional policy statement (s75(3)(a) and (c));
 - d) the objectives of the proposal are the most appropriate way to achieve the purpose of the RMA (s32(1)(a)); and
 - e) the provisions within the plan change are the most appropriate way to achieve the objectives of the District Plan (s32(1)(b)).
31. In addition, assessment of the plan change must also have regard to:
 - a) any proposed regional policy statement, and management plans and strategies prepared under any other Acts (s74(2));
 - b) the extent to which the plan is consistent with the plans of adjacent territorial authorities (s74 (2)I); and
 - c) in terms of any proposed rules, the actual or potential effect on the environment of activities including, in particular, any adverse effect (s76(3)).

32. The assessment of the plan change must also take into account any relevant iwi management plan (s74(2A)).
33. Specific provisions within the RMA and in other planning documents that are relevant to PC30 are set out in the section 32 Report. These documents are discussed in more detail within this report where relevant to the assessment of submission points.
34. The assessment of submission points has also been undertaken in the context of the section 32 Report prepared for PC30. All recommended amendments to provisions since the initial section 32 evaluation was undertaken must be documented in a subsequent section 32AA evaluation and this has been undertaken, where required, in this report.

7. Assessment of Submissions

Structure of Report

35. The report firstly sets out the provisions within PC30 (applying to the AIRPZ and GSPZ) where no changes were sought. The remaining submissions received on the AIRPZ and GSPZ Chapters are dealt with by Chapter, with consideration of each chapter following the basic structure of:
 - a) Introduction section and broad submissions on the whole chapter;
 - b) Objectives;
 - c) Policies;
 - d) Rules;
 - e) Standards and Matters of Discretion; and
 - f) Mapping.
36. The report then deals with definitions introduced by PC30.
37. The Appendices at the end of the report include all the changes arising from the recommendations made as a result of assessing all submissions and further as discussed in this report.

Further Submissions

38. Further submissions have been considered in the preparation of this report, but in general, they are not specifically mentioned because they are limited to the matters raised in original submissions and therefore the subject matter is canvassed in the analysis of the original submission. Further submissions will only be mentioned where they raise a valid matter not addressed in an original submission; and individual recommendations on further submissions are not set out in this report. Instead, recommendations on the primary submissions indicate whether a further submission is accepted or rejected as follows:
 - Where a further submission supports a primary submission and the primary submission is recommended to be accepted, or where a further submission opposes a primary submission and the primary submission is recommended to be rejected, the further submission is recommended to be accepted.
 - Where a further submission supports a primary submission and the primary submission is recommended to be rejected, or where a further submission opposes a primary

submission and the primary submission recommended to be accepted, the further submission is recommended to be rejected.

- Where a further submission supports or opposes a primary submission and the primary submission is recommended to be accepted in part, then the further submission is recommended to be accepted in part.

General Submissions on PC30 and Related Variations

39. General submissions from Nova (14.10, 14.11) and DOC (11.01) support or support in part Variation 2 to Plan Change 23, Variation 3 to Plan Change 26, and Variation 3 to Plan Change 27 and seek they be retained as notified.
40. The general submission from Meridian (10.01) notes that PC30 goes some way towards meeting the requirements of the NPS-REG and sections 7(i) and 7(j) of the Act, however, in the submitters view they do not go far enough. Various amendments are sought as set out in the more specific aspects of Meridian's submission discussed in the balance of this report below.
41. Submissions on the Variations from CRC (13.02, 13.03, 13.04, 13.05, 13.06, 13.07, 13.08) supports INF-R8, Table NATC-1, SUB-R10, SUB-R11, SUB-R11A, the Earthworks Introduction and EW-R3 respectively; and seeks that these provisions be retained as notified.
42. A submission from Transpower (09.01) is concerned that as a consequence of amendments to the directions in the Earthworks Introduction, Standard EW-S6 'Proximity to the National Grid', will no longer apply to some activities where zones and provisions are exempt from the Earthworks provisions. For the avoidance of doubt, the submitter considers that EW-S6 (and accompanying policy direction) must apply to all earthworks activities in the District in order to give effect to Policy 10 of the NPSET to protect the National Grid from activities that may compromise its operation, maintenance, upgrading and development. In regard to this submission, it is noted that AIRPZ-R6 and GSPZ-R10 each relating to 'Earthworks' require compliance with EW-S6 in order to be a permitted activity.
43. I recommend that all the submissions referred to above are accepted, and note that no changes are required.

8. Provisions where no Change Sought

44. The provisions listed in Error! Reference source not found. within PC30 (AIRPZ and GSPZ) were either not submitted on, or any submissions received sought their retention. As such, they are not assessed further in this report, and I recommend that the provisions are retained as notified (unless a clause 10(2)(b) or clause 16(2) change is recommended).

Table 1: PC30 Provisions with no submission or where no change was sought

Section	Provision	Supporting Submissions
AIRPZ	AIRPZ-R1	CRC (13.13), Meridian (10.08)
	AIRPZ-R2	CRC (13.13), Meridian (10.09)
	AIRPZ-R6	CRC (13.13)
	AIRPZ-R7	CRC (13.13)
	AIRPZ-R11	CRC (13.13), Meridian (10.16)
GSPZ	GSPZ-R1	CRC (13.18), F&B (05.11)
	GSPZ-R3	CRC (13.18)
	GSPZ-R7	CRC (13.18), F&B (05.16)

GSPZ-R8	CRC (13.18), F&B (05.16)
GSPZ-R9	CRC (13.18), F&B (05.17)
GSPZ-R11	CRC (13.18)
GSPZ-R14	CRC (13.18)
GSPZ-R18	CRC (13.18), F&B (05.24)
GSPZ-S2	CRC (13.19)
GSPZ-S3	CRC (13.19)
GSPZ-S6	CRC (13.19)
GSPZ-S7	CRC (13.19)
GSPZ-S8	CRC (13.19)
GSPZ-S9	CRC (13.19)
GSPZ-S10	CRC (13.19)

45. The submissions listed in Error! Reference source not found. below sought the retention of a definition, as such, they are not assessed further in this report, and I recommend that the provisions are retained as notified (unless a clause 10(2)(b) or clause 16(2) change is recommended).

Table 2: PC23 Definitions where no change sought

Definitions	Airport building	CRC (13.01), Meridian (10.03)
	Airport support activity	CRC (13.01), Meridian (10.04)
	Aviation related visitor accommodation	CRC (13.01)

9. Special Purpose Airport Zone (AIRPZ) Chapter

Overview of Submissions

46. A total of 14 submissions were lodged on the AIRPZ Chapter, making up 55 individual submission points.

47. Four of those submission points related to the entire Chapter; with Nova (14.05) in support, DOC (11.03) supporting in part; and Heliventures (02.01) and Robin McCarthy (18.01) opposed.

48. Nova (14.01) supports the proposed additions, extended application, and deletion of definitions and seeks that they be retained as notified.

49. The submission from Totally Tourism Ltd made on PC29 (24.01) raises general submission points more relevant to the matters addressed by the AIRPZ provisions (PC30). The submitter owns two sections on DeHavilland Drive at Pūkaki Airport and opposes any changes that negatively impact tourism and aviation operations. The submitter does not wish to see changes that impact on their ability to develop hangars and accommodation on their site from that proposed at the time of purchase or to reduce their value. The submitter also notes that there is an agreed helicopter taxiway next to the sections to hover/taxi to the airfield which they wish to see retained.

50. Matters related to any agreements regarding a helicopter taxiway next to the submitter's properties are not a relevant consideration within the scope of the MDP and are not considered further. As set out above, PC30 includes the introduction of greater restrictions on residential units, which must be within a hangar building; as well as stricter (NC) activity status for residential and commercial visitor accommodation and the inclusion of design and appearance standards to all new built form. To that extent it is assumed that Totally Tourism Ltd opposes those aspects of PC30.

51. I recommend that these general submissions are all accepted in part only, on the basis of the changes I recommend having considered the more specific relief sought in other submissions as set out in the balance of this report below.
52. Other key changes sought in submissions (which are discussed in more detail in the following sections of this report) relate to:
 - The scale of residential, staff and commercial visitor accommodation appropriate in the zone.
 - Greater acknowledgement of the potential Hydro Inundation Hazard applying to Pūkaki Airport.
 - The level of recognition given to the landscape character, visual amenity and natural values of Te Manahuna/Mackenzie Basin.

AIRPZ Objectives (AIRPZ-O1 and AIRPZ-O2)

Submissions

53. CRC (13.09, 13.10) supports both AIRPZ-O1 and AIRPZ-O2 on the basis that they give effect to the Canterbury Regional Policy Statement (CRPS) Objectives 5.2.1 and 5.2.2. The CRC seeks that each of these objectives are retained as notified.
54. The submission from Meridian (10.05) is concerned that AIRPZ-O1 is too broad and could be read to include activities that are not related to airport activities, airport support activities and aviation related residential or visitor accommodation (for example, non-airport related commercial and industrial activities). Meridian considers that the potential risks posed by the location of the Pūkaki Airport in the Hydro Inundation Hazard Overlay warrants constraining the activities undertaken at the Pūkaki Airport to core airport and airport related activities only. Meridian seeks that AIRPZ-O1 is split into two, with a new objective relating to Pūkaki Airport (being the only airport subject to the Hydro Inundation Hazard Overlay), as follows:

Concerning airports located inside the Hydro Inundation Hazard Overlay, the efficient use and development of airport zoned land and facilities for airport activities, airport support activities, aviation related residential units or activities, or aviation related visitor accommodation supports the economic and social well-being of Te Manahuna/the Mackenzie District.

55. In terms of AIRPZ-O2.1, Meridian (10.06) considers it duplicates the content of AIRPZ-O1 and on that basis should be deleted. Meridian also consider that AIRPZ-O2.2 is unclear in its use of “*and related supporting activities*”. The submitter considers this provision would be clearer by using the term “*airport support activities*” which is a defined term in PC30.
56. The submission from DOC (11.04) refers to AIRPZ-O1, Clause 4. On that basis it is assumed that this submission actually relates to AIRPZ-O2.4. DOC considers this objective fails to recognise and protect the ecological values of surrounding land which could be affected by airport activities; noting that PC18 only controls specific impacts on vegetation, so cannot be relied upon to protect those values. On that basis the submitter seeks direct recognition in the zone provisions for “natural values”.

Analysis

57. In terms of the changes sought by Meridian to AIRPZ-O1, the concern has been raised in regard to the Pūkaki Airport being within the identified Hydro Inundation Hazard Overlay. However, the relief sought is more general. The resulting rule framework makes it clear what activities

are anticipated and those that are actively discouraged in the zone. Any development that is not airport related must meet the threshold of being an efficient use. Any such use that is likely to result in a threat to life or property or otherwise constrain the ability of the AIRPZ to be used for airport and aviation related activities, is unlikely to be considered an efficient use.

58. Should any change be made, I do not support the relief sought that splits the objective into 2 parts (one each for airports inside or beyond the Inundation Overlay). I consider that the more appropriate relief would be to amend the AIRPZ-O1 to read as follows:

The efficient use and development of airport zoned land and facilities for airport activities, airport support activities, aviation related residential units or activities, or aviation related visitor accommodation to supports the economic and social well-being of Te Manahuna/the Mackenzie District.

59. However, for the reasons discussed above, I do not consider such changes to be necessary and recommend that AIRPZ-O1 remains as notified and the submission from Meridian (10.05) be rejected.

60. AIRPZ-O2.1 refers to “economic and social benefits”, whilst AIRPZ-O1 refers to “economic and social well-being”. On that basis, whilst I acknowledge that there is a degree of duplication, I do not consider that AIRPZ-O2.1 should be deleted. I agree that the reference to “*related supporting activities*” in AIRPZ-O2.2 would be more effective to refer to “*airport support activities*”, being a defined term in PC30. I therefore recommend this changes and that submission Meridian (10.06) is accepted in part.

61. The submission from DOC seeks that reference to ‘natural values’ is added to AIRPZ-O2.4. As set out in the submission, PC18 includes provisions relating to removal of indigenous vegetation. These PC18 district wide rules will continue to apply to all activity within the AIRPZ. I am concerned that the inclusion of ‘natural values’ within AIRPZ-O2.4 could be used to frustrate the future development of the zone for airport and aviation related activity, particularly in relation to impacts from noise from aircraft. The use of land for aviation activity inevitably has impacts on natural quiet and therefore the ‘natural values’ of adjacent land. It was for that reason that AIRPZ-O2.4 is restricted to landscape character and visual amenity, primarily through the introduction of greater controls on the design and appearance of built form within the AIRPZ.

62. I do not recommend that reference to natural values is added to AIRPZ-O2.4 and recommend that the submission from DOC (11.04) is rejected.

63. The support from CRC (13.09, 13.10) is noted. On the basis that I have not recommended any changes to AIRPZ-O1 as a result of other submissions, I recommend that this submission is accepted. Given the change recommended to AIRPZ-O2, I recommend that 13.10 is accepted in part.

Recommendations

64. I recommend, for the reasons given above, that AIRPZ-O1 is retained as notified.

65. I recommend, for the reasons given above, that the reference to “*related supporting activities*” in AIRPZ-O2.2 is amended to refer to “*airport support activities*”, as follows:

2. *Recognises the functional needs and operational needs of airport activities and airport support related supporting activities;*

66. The above recommended amendments are set out in **Appendix 1**.

67. In terms of a section 32AA evaluation, the recommended minor amendments are to improve drafting and retain consistency with definitions introduced through PC30 itself. They do not alter the general intent and therefore the original section 32 evaluation still applies.

AIRPZ Policies (AIRPZ-P1 and AIRPZ-P2)

Submissions

68. CRC (13.11, 13.12) supports both AIRPZ-P1 and AIRPZ-P2 on the basis that they give effect to the CRPS Objectives 5.2.1 and 5.2.2 and Policies 5.3.3, 5.3.8 and 5.3.9. CRC seeks that each of these policies are retained as notified.

69. NZTA (12.01) supports the requirement set out in AIRPZ-P1 for airport activities to avoid adverse effects on the safety and efficiency of State Highway 8. NZTA seeks that AIRPZ-P1 is retained as notified.

70. As already discussed above in terms of AIRPZ-O2.4, DOC (11.05) opposes AIRPZ-P1 as in their view it fails to recognise and protect the ecological values of surrounding land which could be affected by airport activities and seeks to have reference to “natural values” added.

71. Similarly, the submission by Meridian (10.07) relating to AIRPZ-P2 raises the same issues as discussed above in relation to AIRPZ-O1. Being that the policy is too broad and could lead to the establishment of activities that are not related to airport activities, airport support activities and aviation related residential or visitor accommodation (for example, non-airport related commercial and industrial activities). The submitter considers that the potential risks posed by locating the Pūkaki Airport in the Hydro Inundation Hazard Overlay warrants constraining the activities to core airport and airport related activities only.

Analysis

72. For the reasons already discussed above, I do not recommend that the changes sought by DOC (11.05) and Meridian (10.07) are made to AIRPZ-P1 and AIRPZ-P2 respectively. I therefore recommend that these submissions are rejected.

73. The support from CRC (13.11, 13.11) and NZTA (12.01) is noted. On the basis that I have not recommended any changes to AIRPZ-P1 or AIRPZ-P2 as a result of other submissions, I recommend that these submissions are accepted.

Recommendation

74. I recommend, for the reasons given above, that AIRPZ-P1 and AIRPZ-P2 are retained as notified.

AIRPZ Rules

Submissions

75. CRC (13.13) supports AIRPZ-R1 to AIRPZ-R11 and seeks that each of these rules are retained as notified. Meridian (10.14, 10.15) supports AIRPZ-R9 and AIRPZ-R10, particularly with respect to the Pūkaki Airport which lies within the Hydro Inundation Hazard Overlay. Meridian seeks that these rules are retained as notified. Meridian also supported various rules that were otherwise not submitted on as noted in Table 1 above.

76. Meridian (10.13) opposes AIRPZ-R8 on the basis that it makes activities not otherwise listed a DIS activity. In terms of Pūkaki Airport (located in the Hydro Inundation Hazard Overlay) the submitter opposes this rule and considers that the resultant activity status for any other activity not otherwise listed should be NC.

77. Heliventures (02.05, 02.06) opposes AIRPZ-R9 and AIRPZ-R10 and seeks they be deleted in their entirety.

78. The submissions on the remaining rules applying to the AIRPZ (namely AIRPZ-R3, AIRPZ-R4, AIRPZ-R5) fall into two categories:

- Submissions from Meridian (10.10, 10.11, 10.12) seeking greater restrictions on residential, staff and visitor accommodation given the potential risks posed by the location of the Pūkaki Airport in the Hydro Inundation Hazard Overlay. Meridian seeks that the maximum occupancy of an airport building be limited to a combined total of not more than 6 people per night, made up of residential persons, staff and aviation related visitors.
- Submissions from Heliventures (02.02, 02.03, 02.04) seeking that the provisions relating to Residential Activity, Staff Accommodation and Commercial Visitor Accommodation respectively be relaxed. Namely through the notified 150m² restriction on total gross floor area being replaced by a requirement that such use not exceed 50% of a buildings total gross floor area; and otherwise, that the resultant activity status be changed from DIS to RDIS, with the new matters of discretion sought being:
 - The extent to which the residential activity complements or supports airport activities on the site.*
 - The extent to which the residential activity forecloses the ability of the site to accommodate airport activities.*
 - The extent to which the residential activity constrains airport activities on other sites.*
 - Measures to avoid or mitigate adverse effects on airport activities.*

79. Heliventures considers that PC30 fails to recognise that commercial visitor accommodation is a key and complimentary component of many airports, providing travellers with convenient accommodation at the start or end of their journey or when using airport services. Heliventures considers that the limitation to a total combined gross floor area of 150m² unnecessarily constrains the extent to which aviation related visitor accommodation can be provided on site, effectively foreclosing it being provided in combination with residential activities and staff accommodation.

80. The submitter is highly critical of the Council's section 32 report accompanying PC30, which in their view does not contain sufficient information to warrant the highly restrictive approach. The submitter goes on to describe the approach of PC30 to commercial visitor accommodation as "*non-sensical*" given that it enables approximately 238 people to be accommodated at the airport with no restrictions to address reverse sensitivity matters. The proposed changes sought by the submitter allow up to 50% of the all-built form within the AIRPZ to be used for residential, staff and visitor accommodation; subject to a legal instrument (no-complaint covenant) and a management plan.

Analysis

81. The requested amendments to AIRPZ-R3, AIRPZ-R4, AIRPZ-R5 sought by Meridian highlight a difference in approach taken in AIRPZ-R3 when compared to AIRPZ-R4 and AIRPZ-R5. AIRPZ-R3 includes a 150m² maximum combined total gross floor area restriction but does not otherwise include any restriction limiting the maximum occupancy. In contrast, AIRPZ-R4 and AIRPZ-R5

limit both maximum total combined gross floor area and maximum occupancy; to six staff and six guests respectively. This means that the occupancy restrictions apply in addition to the occupancy for residential purposes, which is not otherwise restricted beyond the 150m² maximum combined total gross floor area.

82. Initial versions of the AIRPZ chapter put out for consultation included provision for 150m² of residential, staff and visitor accommodation. Cumulatively this provided for up to 450m² that could be used for human occupation. This scale of activity was considered to result in potential reverse sensitivity and distributional impacts on the provision of residential and commercial accommodation within adjoining townships (namely Twizel). As a result, the provisions were amended to ensure that the “*maximum combined total gross floor area of any residential, staff accommodation and aviation related visitor accommodation does not exceed 150m²*”.
83. These changes are not necessarily reflected in the second clause of AIRPZ-R4 and AIRPZ-R5. Meridian seeks that the restriction on occupancy is amended to be a total combined occupancy (therefore including all residential, staff and visitor accommodation), but only within an airport located within the Hydro Inundation Hazard Overlay, i.e., Pūkaki Airport.
84. In contrast to the above, the changes sought by Heliventures seek to make the provisions more permissive in terms of residential and commercial visitor accommodation.
85. It is noted that Heliventures currently has a resource consent application lodged with the MDC to construct a helicopter hanger and associated facilities, along with staff, client and visitor accommodation on land at Pūkaki Airport (being 15 and 17 Harry Wigley Drive)². The submitter states that this consent provides an example of how an airport activity can be suitably provided on site in tandem with ancillary and complementary staff, client and commercial visitor accommodation.
86. In my view the changes proposed, which would more effectively facilitate the submitters resource consent proposal, are not appropriate and enable a scale of residential and commercial occupation that goes against the primary purpose of the AIRPZ, which is for airport and airport support activities. I also do not agree with the point made in the submission that the rules introduced through PC30 go against the Council’s decisions to grant consent to three visitor accommodation activities at Pūkaki Airport. The provisions included in PC30 form a threshold by which individual proposals are to be assessed on their merits via the resource consent process. In my view previous resource consent approvals do not indicate that the proposed provisions are not effective or efficient in terms of section 32. Furthermore, it is noted that the 150m² restriction proposed in PC30 mirrors the same requirement applying to residential purposes in Rule 3.3.14.c of the operative MDP.
87. In my view the number of previous resource consents indicates that the provision for residential and commercial visitor accommodation within the AIRPZ needs to be carefully managed. A high proportion of the ‘hangar’ buildings constructed at Pūkaki Airport are already used for visitor accommodation, which has the potential to constrain legitimate airport use moving forward. No complaint covenants have their place but are not as effective in the context of a transient population. In my view the use of such legal instruments and management plans have limitations in an airport setting.
88. Overall, I consider the changes sought by Heliventures go too far in providing for residential, staff and/or commercial visitor accommodation, particularly in the context of Pūkaki Airport

² MDC resource consent reference RM240144.

given that it is located within the Hydro Inundation Hazard Overlay. Granting the relief sought would allow an intensity of development that would compromise achievement of AIRPZ-O1 and AIRPZ-O2.

89. The focus of these provisions is on the maximum combined total gross floor area, which in my view is easier to monitor than occupation numbers. The floor area can be checked at the building consent stage and is therefore efficient to enforce and reduces administration costs. Monitoring occupancy requires information being provided by the landowner or spot checks being undertaken by the Council. The proposed change to allow up to 50% of a buildings total gross floor area is in my view not appropriate. Hangar buildings are inevitably large footprint buildings, utilising 50% of this floor area for residential, staff or visitor accommodation with no cap on occupancy numbers would inevitably lead to potentially greater than the 238 persons at Pūkaki Airport referred to in the Heliventures submission.
90. Public and stakeholder feedback received in the early stages of PC30 was clear that the focus of the AIRPZ was the provision for airport and supporting activities, with limited provision for residential and staff accommodation. Commercial visitor accommodation was to be avoided, except for limited provision for those that arrive by aircraft and wish to be accommodated at the airport before departing. This was considered to be an important function of airports within the Mackenzie District given that “out of town” pilots often use the airports for re-fuelling and/or to avoid bad weather. This was what prompted the new definition and limited provision for ‘aviation related visitor accommodation’ within the proposed rules.
91. Overall, the standards as notified are considered to be the most effective way to provide limited opportunity for sensitive land uses within an airport setting whilst avoiding reverse sensitivity, adverse effects on the commercial centres of nearby townships, and minimising unnecessary risks associated with Pūkaki Airport being in the Hydro Inundation Hazard Overlay. On that basis I recommend that the provisions remain unchanged and the submissions from Meridian (10.10, 10.11, 10.12, 10.13) and Heliventures (02.02, 02.03, 02.04, 02.05, 02.06) are rejected.
92. The supporting submissions from CRC (13.13) and Meridian (10.14, 10.15) in terms of AIRPZ-R9 and AIRPZ-R10 are noted. On the basis that no changes are recommended, I recommend that these submissions are accepted.

Recommendations

93. I recommend, for the reasons given above, that AIRPZ-R1 to AIRPZ-R11 be retained as notified with no amendment.

AIRPZ Standards, Related Definitions and Mapping

Submissions

94. CRC (13.14) supports AIRPZ-S1 to AIRPZ-S9 and seeks that each of these standards are retained as notified. NZTA (12.02) supports AIRPZ-S1 relating to the road boundary setbacks and matter of discretion to assess the effects on the safety and efficiency of the road network and reverse sensitivity effects if the standard is not met. NZTA seeks that this standard is retained as notified. Heliventures (02.07) seeks the inclusion of a new standard (AIRPZ-S10) to support the changes to the rules discussed above.
95. In terms of submissions on definitions relating specifically to PC30; the CRC (13.01) support the definitions of the terms ‘airport activity’, ‘airport building’, ‘airport support activity’ and ‘aviation related visitor accommodation’. No changes are sought to these definitions and the

submitter seeks they are retained as notified. NZDF (16.01) supports the definition of 'airport activity' and seeks it be retained as notified. Meridian (10.02, 10.03, 10.04) supports the definitions of 'airport activity', 'airport building' and 'airport support activity' on the basis that they are comprehensive and appropriately reflect the types of activities that operationally must be located in an airport facility.

96. DOC (11.02) opposes the definition of the term 'airport activity' as in the submitter's view it includes activities beyond the expected scope of airports, such as aviation research and more specifically recent use for rocket-powered supersonic flight. The submitter states that Dawn Aerospace describes a flight from Glentanner Airport on 12 November 2024 as "*the first civil aircraft to fly supersonic since 'the Concorde'*", which in the submitter's view is "*clearly beyond what would reasonably be anticipated for a small rural airport*". The submitter seeks that the definition be amended to limit it to conventionally powered aircraft used for normal purposes as follows, or words to like effect:

means land and buildings used wholly or partly for the landing, departure, and surface movement of aircraft for rural, tourism and passenger activities (including fixed wing, helicopter, rotary, hot air balloons and unmanned aerial vehicles, but excluding rocket-powered vehicles)...

...d. Aviation research and testing laboratories...

97. In terms of the mapping related to the AIRPZ, Timothy Rayward (03.01) submits that the EPlan should reflect the application of the rules. In particular, the submitter is concerned that the planning maps show a Scenic Viewing Area over Lake Tekapo Airport when the Outstanding Natural Landscape Overlay has already been removed. The rules included in the Natural Features and Landscapes Chapter only apply to land identified as either ONL, ONF, and FMA. On that basis the inclusion of the AIRPZ within the scenic viewing area and visual vulnerability mapping carried over from PC13 does not trigger any rules (in the absence of the land being ONL). The submitter seeks that the scenic viewing layers be removed from the Lake Tekapo Airport land zoned as AIRPZ.

Analysis

98. The inclusion of an additional standard (AIRPZ-S10) sought by Heliventures (02.07) to support the various other changes to the rules sought by the submitter has been considered above. Given this consideration and recommendation to reject those submissions, I consequently recommend that this submission is also rejected for the same reasons.

99. The support for the standards applying to the AIRPZ from CRC (13.14), and NZTA (12.02) is noted. On the basis that no changes are recommended to the standards, it is recommended that these submissions be accepted.

100. In terms of the definitions, there is submitter support for the new definitions of the terms 'airport building', 'airport support activity' and 'aviation related visitor accommodation'.

101. The definition of 'airport activity' received submissions in support from CRC (13.01), NZDF (16.01) and Meridian (10.02). The opposition to this definition from DOC (11.02) appears to be in response to a specific concern in relation to existing activity undertaken by Dawn Aerospace at Glentanner Airport. In my view the concern being raised may be legitimate, but the relief sought is not the most efficient or effective way in which to address any such concerns. The definition of airport activity applies to all three existing airports within the Mackenzie District.

The change to the definition would restrict the ability to utilise rocket powered vehicles, aviation research and testing laboratories within any AIRPZ in the Mackenzie District.

102. Various further submissions lodged opposing the relief sought by DOC set out valid reasoning as to why the relief sought has far reaching implications beyond any particular site related concern related to activities undertaken by Dawn Aerospace at Glentanner³.
103. In summary these include:
 - To restrict the use of airports to only rural, tourism and passenger activities would exclude a large portion of legitimate airport activity, including recreational flights, flight training, flight testing, survey, photography and gliding activity.
 - Aviation research activities have and continue to provide significant economic benefits to the Mackenzie District and New Zealand. These benefits would be greatly jeopardised if the submitter's proposal is taken on board.
 - Aviation research is extremely varied, it is not just limited rocket powered aircraft, it can and does include electric aircraft, non-powered aircraft, lighter than air aircraft, as well as conventionally powered aircraft.
 - Aviation research by necessity requires ground-based infrastructure such as airports, for air vehicles to take-off or launch from, and land and recover. All of the district's airports provide favourable conditions for various aviation research activities. The Glentanner airport infrastructure provides unique aerospace advantage of no controlled airspace from surface through to space. This does not exist elsewhere in New Zealand.
 - Aviation research is already highly (and rightfully) regulated by Civil Aviation Authority (CAA), on a case-by-case basis. Therefore, PC30 should not further impose additional regulations on the use of airports, particularly when air operations of all types are already governed by CAA rules.
 - Various aviation research has been taking place for the last 30 years or more at airports based in the Mackenzie Basin. Aviation research projects are pre-existing activities, the importance of these was fully discussed during stake holder engagement on AIRPZ's. The aviation research has involved a wide range of aircraft from large balloons to fully autonomous electric powered VTOL aircraft.
104. In my view the relief sought in the DOC submission is inappropriate for the reasoning set out in the various further submissions summarised above. In my view there are potentially more efficient and effective planning mechanisms to provide the relief sought than to amend the definition of airport activity as sought. It is noted that the specific nature of the concern raised in the DOC submission is further discussed in relation to the provisions applying to the GSPZ in the following section of this report. Overall, I recommend that the definition of airport activity remain as notified, and the submissions from CRC (13.01), NZDF (16.01), Meridian (10.02) are accepted and the submission from DOC (11.02) be rejected.
105. As part of PC23 the ONL Overlay was removed from the Special Purpose Zones. This was on the basis that rules relating to the ONL only applied to the Rural Zone when introduced through Plan Change 13 (PC13). The changes required by the National Planning Standards (NP Standards)

³ Refer FS30.01 Rayward Aviation Limited, FS30.02 James Leslie, FS30.03 Dr Michael Speck, FS30.07 Glentanner Airport Ltd/Glentanner Station Ltd, FS30.11 Glentanner Park Ltd/Glentanner Ltd, FS30.14 Air Safaris & Services Limited.

meant that these rules are now included in the Natural Features and Landscapes (NFL) Chapter introduced as part of PC23. The submission from Timothy Rayward (03.01) seeks that the Scenic Viewing Area mapping is similarly removed from the AIRPZ at Lake Tekapo Airport. I note that this mapping is of no consequence as no rules attach to such mapping given that the submitter's property is not identified as ONL. I therefore recommend that the submission from Timothy Rayward (03.01) is accepted, and the Scenic Viewing Area mapping is removed from Lake Tekapo Airport. I do note that the submission makes reference to the visual vulnerability mapping, but that its removal does not form part of the relief sought. In that regard I note that the visual vulnerability mapping is included over urban areas (such as Takapō/Lake Tekapo) and the Special Purpose Zones not otherwise included in the ONL overlay. In that context removing this layer from the Lake Tekapo Airport Special Purpose Zone would create something of an anomaly when compared to the balance of the mapping.

Recommendations

106. I recommend, for the reasons given above, that Standards AIRPZ-S1 to AIRPZ-S9 are retained as notified.
107. I recommend, for the reasons given above, that the definition of 'airport activity' is retained as notified.
108. I recommend, for the reasons given above, that the Scenic Viewing Area mapping is removed from the AIRPZ at Lake Tekapo Airport. This recommended mapping amendment is set out in **Appendix 1**.
109. In terms of a section 32AA evaluation, the recommended mapping amendments are to reflect the provisions that apply to the site as set out in PC23 and do not alter the general intent and therefore the original section 32 evaluation still applies.

10. Special Purpose Glentanner Zone (GSPZ) Chapter

Overview of Submissions

110. A total of 17 submissions were lodged on the GSPZ Chapter, making up 97 individual submission points.
111. Four of those submissions are general in nature or otherwise apply to the entire GSPZ Chapter; with Glentanner (06.01, 07.01) and Nova (14.04) supporting the GSPZ Chapter and seeking it be retained as notified. F&B (05.01) made a general submission on the basis that in their view the GSPZ is too heavily focussed on enabling primary production, commercial tourism, recreation, residential, accommodation and airport activity and development. The submitter considers that enabling these activities without careful management does not protect or maintain the natural character values and indigenous biodiversity values which make the site unique. F&B are of the view that increased development, and in particular increased frequency, aircraft type and noise from aircraft need to be carefully managed to ensure the zone meets sections 6 and 7 of the Act and NPSIB obligations. Detailed relief sought for all other F&B submission points is included within the balance of their submission. On that basis no detailed analysis is required on this 'general' submission point.
112. I recommend that these submissions are accepted in part only, on the basis of the changes recommended having considered the relief sought in the more specific submissions as set out below.

113. Other key changes sought in submissions (which are discussed in more detail in the following sections of this report) relate to:

- Minor changes in terminology to reflect the CRPS.
- Greater recognition of the potential impacts of development within the GSPZ on SH80.

GSPZ Introduction

Submissions

114. F&B (05.02) seeks various amendments to the GSPZ Introduction, on the basis that the text is too heavily focussed on the activities that the zone provides for rather than the natural environment values of the zone that need to be protected. The relief sought as follows:

The Glentanner Special Purpose Zone (GSPZ) is located west of Lake Pūkaki to the north and south of Twin Stream. The Zone is located within the wider Te Manahuna/the Mackenzie Basin which is recognised for its outstanding natural landscape values and predominance of significant indigenous vegetation and fauna.

The purpose of the GSPZ is to provide for commercial tourism development, residential and visitor accommodation, and airport activity, and a range of rural and recreation activities where in a carefully managed way that has minimal environmental impacts on the natural character and indigenous biodiversity values associated with area are minimal. The zone also provides for a range of rural and recreation activities.

Activities in the GSPZ therefore need to be comprehensively assessed to ensure built form is located in appropriate locations, while having regard to that recognise the zone's natural hazards, and protect natural character, landscape values, indigenous biodiversity, ecological enhancement and servicing constraints characteristics.

The GSPZ is divided into three five Land Development Areas that are referenced throughout the Chapter and displayed in the accompanying Structure Plan (Figure GSPZ-1: Glentanner Special Purpose Zone Structure Plan (GSP-SP)). Development constraints to avoid hazards from landslip erosion and flooding have been applied to the area south of Twin Stream.

115. CRC (13.16) supports in part the Introduction as notified, seeking that the reference to “landslip erosion” be amended to “landslides” in order to maintain consistency with the Natural Hazards Chapter (PC28) and other provisions in the GSPZ Chapter.

Analysis

116. Many of the changes sought by F&B in my view make no material difference to the meaning of the text. Reference to the GSPZ-SP clearly identifies that there are only three Land Development Areas identified thereon. Any reference to five in the Introduction is therefore confusing. In my view the fact that Rules contained in the GSPZ Chapter differentiate between areas north and south of Twin Stream does not make them separate Land Development Areas.

117. The final sentence of the Introduction relating to erosion and flooding is important as it introduces a key aspect that affects the future development of this area. In my view deleting this text as sought by F&B does not make the introductory text any more effective or efficient.

118. The typo in the first sentence is noted, and this change can be made pursuant to Clause 16(2), Schedule 1 of the RMA.

119. The key substantive aspect of the changes to the Introduction sought by F&B relates to the inclusion of the ‘natural character’ and ‘indigenous biodiversity’ within the introductory text.

This is related to the key concern raised in the submission around the use of Glentanner Airport by rocket powered aircraft.

120. Natural character is not the same as natural features and landscapes or amenity values and is typically assessed as being an integral part of any landscape that contains surface water. In an RMA context, it concerns that part of landscapes associated with the coastal environment, wetlands and lakes and rivers and their margins. As with landscape, natural character is influenced by how people experience the natural processes, elements and patterns.
121. The Natural Environment Values section of the MDP introduced through PC23 includes separate Chapters dealing with ONL and Natural Character. Indigenous biodiversity is also specifically addressed within the provisions introduced through PC18 (currently under appeal). On that basis, there are specific provisions which apply district-wide, dealing with such matters, most notably PC18.
122. I note that the GSPZ-SP also protects natural character by including Ecological Open Space adjacent to the Tasman River delta and Twin Stream, with the only exception being the southern extent of the existing runway, where built form is otherwise unlikely given CAA requirements. Notwithstanding, I recommend that this area is also shown as a 'no build area' on the Structure Plan as assessed further below. On that basis a reference to natural character in the third paragraph of the Introduction addressing built form is considered appropriate and the GSPZ Structure Plan will accord with the provisions contained in the NATC Chapter.
123. As discussed above in the context of the submission from DOC on the AIRPZ, I am concerned that the inclusion of the reference to 'natural character' and 'indigenous biodiversity' values in terms of the purpose of the GSPZ could be used to frustrate the future development of the identified Airport Area, particularly in relation to impacts from noise from aircraft. The use of land for aviation activity inevitably has impacts on natural quiet and therefore the 'natural character' value of adjacent land. In my view a broader reference to the management of environmental impacts is more appropriate in the context of an 'Introduction' to the GSPZ Chapter.
124. On that basis I recommend that some amendments are made to the Introduction text and therefore the submission from F&B (05.02) be accepted in part.
125. I consider that the change sought by ECan (13.16) regarding the use of the term to describe landslides is appropriate and I recommend that that this submission be accepted.

Recommendations

126. I recommend, for the reasons given above, that the Introduction to the GSPZ is amended as follows:
 - The typo in the first sentence is corrected so as to refer to Twin Stream.
 - The second paragraph is amended to read:

The purpose of the GSPZ is to provide for commercial tourism development, residential and visitor accommodation, and airport activity and a range of rural and recreation activities where in a carefully managed way that has minimal environmental impacts are managed. The zone also provides for a range of rural and recreation activities.
 - The word 'therefore' is deleted from the third paragraph.
127. The term 'landslip erosion' is replaced with 'landslides'.

128. The above recommended amendments are set out in **Appendix 1**.
129. In terms of a section 32AA evaluation, the recommended amendments are to improve drafting and do not alter the general intent and therefore the original section 32 evaluation still applies.

GSPZ Objectives (GSPZ-O1 and GSPZ-O2)

Submissions

130. A general submission point from DOC (11.06) relates to the GSPZ Objectives, policies and rules GSPZ-R12 and GSPZ-R13 in particular. The submission opposes the provisions in part, stating that whilst the objectives and policies are generally appropriate for the zone, and recognise the environmental values and reasonably anticipated uses of the zone, when read in conjunction with the proposed definition of 'airport activity' the provisions would provide for activities which are not appropriate and pose a risk to the critically threatened Kakī / Black stilt and other threatened species in the area. The submission refers to the risk associated with failure or crash of the vehicle (presumably the rocket powered vehicle in particular), and restrictions on conservation activities due to a required exclusion area. DOC states that permitting this activity would fail to avoid, remedy or mitigate effects, and would be inconsistent with sections 6(c) and section 31(1)(b)(iii) of the RMA and with Objectives 9.2.1-9.2.3 and associated policies and methods of the CRPS. DOC seeks that if the relief sought in relation to the amendments to the definition of airport activity is not accepted, the provisions relating to the GSPZ should be amended to "*restrict their application to conventionally powered aircraft used for normal purposes*".
131. In contrast to the comments regarding the CRPS made by the DOC submission, CRC (13.17) supports all the objectives and policies applying to the GSPZ on the basis they give effect to the CRPS; and seeks that they be retained as notified.
132. F&B (05.03, 050.4) opposes both GSPZ-O1 and GSPZ-O2 on the basis that they focus on ecological enhancement activity and not the preservation of natural character and protecting and maintaining indigenous biodiversity. In the submitter's view the objectives need to be amended to ensure Council meets its obligations under the RMA to preserve natural character, protect significant indigenous biodiversity, and maintain, enhance and restore indigenous biodiversity. It considers that GSPZ-O2.5 should refer to 'protecting' ONL values to align with section 6(b) of the RMA. The submitter also seeks that structural changes to ensure the Plan appropriately expresses outcomes sought for those activities that are provided for in the GSPZ. The relief sought is as follows:

GSPZ-O1 Zone Purpose

The GSPZ contains primary production, commercial tourism, recreation, residential and visitor accommodation, conservation, and airport development activities together with rural, recreation and ecological enhancement activities natural character and indigenous biodiversity values, which are managed in an integrated way.

GSPZ-O2 Zone Character and Amenity-Values

The GSPZ is a desirable tourism, residential and airport/aviation destination, which: ~~1.~~ contains a range of primary production, commercial tourism, residential, recreational and airport related buildings and structures consistent with;

2. *Maintains*~~sing~~ a predominance of open space over built form;
3. *Recognising, Protecting* and enhancing indigenous biodiversity values;

4. *Recognising and appropriately managing the risks from natural hazards; and*
5. *Protecting Retains the outstanding natural landscape values of the wider Te Manahuna/Mackenzie Basin ONL that surrounds the GSPZ.*
6. *Preserving the natural character values of Twin Stream, Lake Pūkaki and the Tasman River.*

Analysis

133. The general submission point from DOC (11.06) raises the concern regarding the use of Glentanner Airport, and in particular by rocket powered aircraft and the risk they pose to the critically threatened Kākī / Black stilt and other threatened species in the area. This is also the primary concern raised in the submissions by F&B and the various changes they seek to the GSPZ Chapter.
134. To assess these issues the Council received a Memorandum from e3 Scientific recording the observations of Peter Langlands, who was present on the Tasman River delta adjacent to Glentanner Airport on 24 July 2024 when a rocket powered aircraft was in use. The Memorandum is attached in **Appendix 2**. Those observations have informed the assessment of the various submission points outlined below when recommending any changes to the notified provisions.
135. From the outset I consider it important to note that the activity currently undertaken at Glentanner Airport is permitted under the operative MDP. This means that regardless of any changes made to the GSPZ provisions, Dawn Aerospace may continue to use Glentanner Airport for such use in accordance with section 10 of the RMA (existing use rights). In my view it is also relevant when considering this matter that Glentanner Airport has been operating for a number of years, and for a period of time operated a domestic service at a much greater scale and intensity of flight movements than occurs today. Helicopter movements are frequent and involve lower altitude flying over the area of concern to the submitters during both take-off and landing. Submissions from Glentanner (06.01, 07.01) both support the GSPZ provisions as notified.
136. The submission from DOC refers to the risk associated with failure or crash of the vehicle (presumably the rocket powered vehicle in particular), and any resultant restriction on conservation activities due to a required exclusion area. All activity undertaken by Dawn Aerospace needs to comply with the approvals provided by the CAA, which manage any risk. In my view the risk to conservation efforts from any incident/crash are little different to that of normal aviation activity undertaken at Glentanner, and in the situation where that occurred, I consider that any exclusion and consequential risk to conservation efforts would be a secondary consideration. This submission point by DOC (11.06) also includes specific relief sought in relation to GSPZ-R12 and GSPZ-R13, so the recommendation whether to accept or reject this submission point is deferred to the consideration of those provisions as set out below.
137. GSPZ-O1 is concerned with the zone purpose. The purpose of the zone is primarily to provide for a range of commercial tourism and aviation activities. However, this is to be undertaken in an environmentally sympathetic manner, as is evident by the larger areas now identified as Ecological Open Space when compared to the previous Open Space G Zone. The location of the GSPZ adjacent to Twin Stream, Te Awa Whakamau / the Tasman River and Lake Pūkaki means that natural character is a consideration when considering the location of development within the zone. As discussed above this is primarily achieved through maintaining areas of ecological open space adjacent to these surface water bodies as shown on the GSPZ-SP which accord and

exceed those included in the NATC Chapter introduced through PC23. On that basis, I consider that inclusion of natural character in the specific wording of GSPZ-O1 is appropriate.

138. Conservation activity is permitted in the GSPZ, so in my view, recognition of this in GSPZ-O1 is also appropriate and I recommend that term is added. I also support the change from the use of the term airport development to airport activities, which more appropriately utilises a defined term introduced through PC30.
139. In terms of GSPZ-O2, I recommend that the heading remain 'Zone Character and Amenity Values' as this wording is consistent with every other Zone Chapter in the Plan. In terms of the structural changes proposed, I consider that the changes sought do not make any material change, but could potentially be interpreted to elevate tourism, residential and airport/aviation activity at the expense of the other matters listed therein. On that basis I recommend that the structure of GSPZ-O2 remain as notified.
140. The F&B submission raises whether the term 'recognises' or 'protects' is more appropriate in the context of section 6 of the RMA. I note that GSPZ-O2.3 already refers to the 'protection' and 'enhancement' of indigenous biodiversity values. The submitter seeks that this also include 'recognises', but I do not consider that is necessary as the Structure Plan identifies the areas of ecological open space and the use of the term 'protection' indicates an elevated status in any case. GSPZ-O2.5 uses the term 'retains' in the context of the ONL values "*that surround the GSPZ*". This term was preferred given that the GSPZ is not within the ONL itself and therefore not subject to the provisions set out in the NFL Chapter seeking to protect ONL values in accordance with section 6(b) of the RMA. Notwithstanding, provisions applying to the GSPZ seek to control the location, scale and appearance of built form so as to be sympathetic to the surrounding ONL values.
141. For similar reasoning I do not recommend the addition of "*Preserving the natural character values of Twin Stream, Lake Pūkaki and the Tasman River*" to GSPZ-O2. These features are located outside the zone, and the provisions to protect such features are more appropriately found in the NFL Chapter of the MDP.
142. On that basis, I recommend that the submissions from F&B (05.03, 05.04) are accepted in part.
143. The support of CRC (13.17) is noted, and I recommend that this submission be accepted in part given the changes recommended in line with the above.

Recommendations

144. I recommend, for the reasons given above, that the GSPZ-O1 is amended as follows:
 - That reference to 'recreation' and 'conservation' activities be added to GSPZ-O1.
 - That 'airport development' be replaced with 'airport activities' in GSPZ-O1.
 - That reference to natural character and biodiversity values is added to GSPZ-O1.
145. The above recommended amendments are set out in **Appendix 1**.
146. In terms of a section 32AA evaluation, the recommended amendments are to improve drafting and do not alter the general intent and therefore the original section 32 evaluation still applies.
147. I recommend, for the reasons given above, that the GSPZ-O2 is retained as notified.

GSPZ Policies (GSPZ-P1 to P4 and New)

Submissions

148. As noted above, the submission from CRC (13.17) supports all the objectives and policies applying to the GSPZ on the basis they give effect to the CRPS; and seeks that they be retained as notified.
149. NZTA (12.03) opposes GSPZ-P1 and requests that it be deleted and replaced with a new policy for an Outline Development Plan (ODP) process so the effects of developing the zone on the adjoining State Highway can be appropriately assessed.
150. F&B (05.05, 05.06, 05.07, 05.08) opposes each of the GSPZ policies as notified and seeks various amendments. According to the submitter, GSPZ-P1.1.i. should use “*in general accordance with*”. GSPZ-P1.1.ii. should ensure scale and design are compatible with the natural character and indigenous biodiversity values. The F&B amendment sought is based on “*removing unnecessary wording*” so the policy uses the wording in GSPZ-O1 and GSPZ-O2 titles being character, values and purpose. In terms of GSPZ-P1.3, F&B considers that infrastructure being developed should be compatible with the character, values and purpose of the GSPZ. They consider GSPZ-P1.7 should be rearranged for readability.
151. In relation to GSPZ-P3, F&B considers that all activities should be avoided in the Ecological Open Space areas as these are most likely to produce adverse effects on biodiversity and natural character values. The submitter is also concerned around the measurability and enforcement of the existing level of pastoral intensification and agricultural activities. The submitter considers that further intensification and conversion should not be provided for without assessment of biodiversity values. The policy should be clear that continued primary production and agricultural conversion activities should be that which is lawfully established.
152. The submission from F&B seeks that GSPZ-P4 is amended to meet Council’s obligations under section 6 of the RMA around preserving natural character, protecting outstanding natural landscapes and protecting and maintaining indigenous biodiversity. They consider that an increased frequency of loud aircraft will inevitably disturb indigenous species. The relief sought is as follows:

In the Airport Area, as shown on the Structure Plan in Figure GSPZ-1:

1. *Provide for airport activity and airport support activity to operate in a safe and efficient manner, where it is compatible with the character, values and purpose of the GSPZ while maintaining the function, character and amenity of the GSPZ.*
2. *Recognise that land adjacent to State Highway 8 used as a taxiway is visually vulnerable and avoid built form within the areas identified on the Structure Plan in Figure GSPZ-1 as ‘No Build’.*
3. *Recognise that airport activity may cause adverse effects on indigenous biodiversity and natural character values and airport activity should be appropriately managed to ensure indigenous biodiversity and natural character values are protected.*

153. In terms of GSPZ-P2 to P4, F&B seeks a sentence up front about where the policy applies to.
154. F&B (05.09) seeks the introduction of two new policies; one for commercial forestry and woodlots, the other for planting of wilding conifers. The GSPZ includes rules for commercial forestry and woodlots and the planting of wilding conifers (GSPZ-R18 and GSPZ-R19), which the submitter supports, however they also consider that policies providing direction to plan users

is missing. In their view this direction will be particularly important if either activity is proposed in the future. The submitter considers the new policies should signal that both activities should be avoided.

Analysis

155. The request by NZTA (12.03) to delete GSPZ-P1 and replace it with a new policy requiring an Outline Development Plan (ODP) so the effects of developing the zone on the adjoining State Highway can be appropriately assessed is not considered an effective or efficient way to facilitate development within the GSPZ. Whilst it is acknowledged that an ODP process is in place for the Pūkaki Downs and Pūkaki Village Special Purposes Zones, the GSPZ differs in that much of the development anticipated under the zoning is already in place, including existing access onto SH80. Furthermore, any new access onto SH80 would be required to comply with the rules set out in the Transportation Chapter introduced through PC23. This existing rule framework is in place to assess the location and standard of access from the state highway network. Therefore, I do not recommend any such changes proceed and that the submission from NZTA (12.03) is rejected. I do note that the submitter has made other submission points relating to the inclusion of an additional rule and matter of discretion when considering an application within the GSPZ (as assessed further below).
156. Various changes are sought by F&B as summarised above. In terms of GSPZ-P1, I prefer the notified wording that built form is located as per the Structure Plan as opposed to being in general accordance with it. The borders of the various Land Development Areas shown on the Structure Plan have been identified in conjunction with the landowner and there should be no reason for activities to take place beyond those boundaries. Built form directly impacts on amenity values, so I do not recommend that reference to 'amenity' is deleted from GSPZ-P1.ii or GSPZ-P1.4. Similarly, I do not support the deletion of the reference to "*the outstanding natural landscape values of the wider Te Manahuna/the Mackenzie Basin ONL*" from those clauses. The presence of the ONL adjacent to the site is the key reason why design and appearance controls have been introduced for all built form within the GSPZ. I also prefer the wording making specific reference to water quality and landscape values when considering matters related to servicing; as opposed to the more general reference to character, values and purpose of the GSPZ as sought by F&B.
157. I do not support the additional sentence at the commencement of GSPZ-P2, P3 and P4 stating where the policy applies to – that is already obvious from the heading of the Policy itself. Such wording is therefore superfluous and repetitive.
158. In my opinion, the amendment to GSPZ-P3 seeking clarification that reference to primary production and/or grazing should refer to that lawfully established has merit, but regardless of what term is used, the policy requires additional reference to a date to provide context. However, I do not consider that the term 'pastoral intensification' should be replaced by 'primary production' as is sought by the submitter. Primary production is a permitted rural activity, whereas pastoral intensification is not permitted as of right and is managed within the majority of the Te Manahuna/Mackenzie Basin ONL through the NFL Chapter provisions. For the same reason, I do not consider that reference to lawfully established stock grazing is required, that activity is otherwise permitted in any case.
159. In terms of the broader issues raised in the DOC and F&B submissions it is GSPZ-P4 relating to the 'Airport Area' that is particularly relevant. In my view the change sought to GSPZ-P4.1 by F&B is largely semantic and makes no material difference. The new clause sought around

recognising that airport activity may cause adverse effects on indigenous biodiversity and natural character values is in my view an effective way of signalling that airport activity does have effects beyond the boundary of the GSPZ, namely through noise. Accordingly, I recommend that this wording is added to the policy. However, whether (and the extent to which) airport activity is required to be carefully managed to protect these values is more problematic.

160. The Memorandum from e3 Scientific attached as **Appendix 2** makes it clear that the Te Awa Whakamau/Tasman Delta adjacent to the GSPZ is one of the primary Kakī / Black stilt feeding and breeding locations. Observations record that Kakī / Black stilt respond to the rocket launch by flying into the air and forming a flock, which is a similar response observed for any unexpected loud aerial threat. During the breeding season this response results in displacement of birds off nests. The time birds are off the nest matters both in terms of vulnerability to predation by kahu/harrier hawk, and to ensure eggs and chicks are protected from the elements. Once this threat response has been initiated, birds will only return to previous behaviour once they have established that the kahu/harrier hawk is absent. The Memorandum also sets out that kahu/harrier hawk are more likely to predate nests at dawn and dusk, so these times should be avoided. My understanding is that Dawn Aerospace are present on the site infrequently for a few days at a time. The Memorandum sets out that this is not frequent enough for Kakī / Black stilt to become accustomed to the disturbance and are therefore likely to continue initiating threat responses to subsequent rocket launches. On that basis a restriction to no more than one rocket launch in any 24-hour period within the breeding season is recommended.
161. Therefore, it is recommended that rocket powered launches at Glentanner are restricted to between the hours of 9:00am and 3:00pm, with no more than one rocket launch in any 24-hour period, during the Kakī / Black stilt breeding season (which runs from August to December inclusive). Outside of the breeding season (i.e., the months of January to July), no restrictions are recommended to apply. On that basis I recommend that amendments are made to GSPZ-P4 to introduce such restrictions via GSPZ-R12 'Airport Activity'.
162. On the basis of the above assessment, I recommend that the submissions from F&B (05.05, 05.06) are rejected, and submissions (05.07 and 05.08) are accepted in part.
163. I acknowledge that GSPZ-R18 and GSPZ-R19 include rules making both commercial forestry/woodlots and the planting of wilding conifers NC activities. As the submission from F&B points out, there are no policies in place specifically dealing with such activities. I am not convinced that such policy is required in the context of the GSPZ, but note that if considered appropriate, existing GRUZ-P7 could simply be replicated and included as new GSPZ-P5. I do not consider that a specific policy dealing with commercial forestry / woodlots is required, as in my view the existing GSPZ framework (namely GSPZ-O1 'Zone Purpose', GSPZ-O2 'Zone Character and Amenity Values'; and GSPZ-P1 'Development in the GSPZ') are sufficiently capable of providing guidance against which any future resource consent for commercial forestry activity can be assessed. Therefore, I recommend that the new policies sought in the submission from F&B are rejected. However, I do note that the use of the term primary production (in GSPZ-O1, GSPZ-O2 and GSPZ-R6) includes "forestry activities" in accordance with the NP Standards definition of that term. Therefore, as a consequential amendment arising from the F&B submission, I recommend that an exclusion for 'commercial forestry' activity be added to the above provisions to reflect the Rule framework and GSPZ-R18 in particular. I therefore recommend the F&B submission point (05.09) be accepted in part.

164. The support of CRC (13.17) is noted, and I recommend that this submission be accepted in part given the changes recommended in line with the above assessment.

Recommendations

165. I recommend, for the reasons given above, that GSPZ-P1 and GSPZ-P2 are retained as notified.

166. I recommend, for the reasons given above, that GSPZ-P3 is amended as follows:

- Include reference to avoiding 'airport activities' within the Ecological Open Space Land Development Area.
- Include reference to the date of notification of Stage 4 of the MDPR to provide context to the reference to existing pastoral intensification and agricultural conversion in the area south of Twin Stream.

167. I recommend, for the reasons given above, that the following text is added to GSPZ-P4:

- *Recognise that airport activity may cause adverse effects on indigenous biodiversity and natural character values beyond the zone boundary and manage airport activity to ensure these values are protected.*

168. Add an exclusion for commercial forestry activity when referencing primary production in GSPZ-O1, GSPZ-O2 and GSPZ-R6 as a consequential amendment relying on F&B (05.09).

169. The above recommended amendments are set out in **Appendix 1**.

170. In terms of a section 32AA evaluation, the recommended amendments to GSPZ-P3 are improve drafting and do not alter the general intent and therefore the original section 32 evaluation still applies. In relation to GSPZ-P4, the additional clause is to ensure that policy better achieves the Objectives for the GSPZ relating to integrated management of resources and the protection of indigenous biodiversity values and retention of the outstanding values of the wider Te Manahuna/Mackenzie Basin ONL that surrounds the GSPZ.

GSPZ Rules

Submissions

171. F&B (05.10) submit that all GSPZ rules must state "*where the activity complies with the following standards*" and identify the relevant standards. The submitter considers that as drafted, some activities are not subject to setbacks from waterbodies where they should be; in particular, airport activity and primary production. This could be through a cross reference to the NATC setback rule.

172. The submission from CRC (13.18) supports all the rules applying to the GSPZ and seeks that they be retained as notified.

173. NZTA (12.04) seeks a new RDIS rule for the approval of an ODP to ensure the effects of developing the zone on the State Highway can be appropriately assessed by including the form and location of State Highway access, with any non-compliance resulting in a NC activity status.

174. F&B (05.12) is concerned that airport buildings increase airport activity on the site, which has the potential to adversely impact indigenous biodiversity and natural character. Therefore, this should be considered through a resource consent process. The relief sought is to make all airport buildings a RDIS activity under GSPZ-R2 and include matters of discretion relating to protecting indigenous vegetation, indigenous flora habitat, and preserving natural character.

The submitter supports the retention of the NC activity status for airport buildings in the Ecological Open Space Area and Tourist Development Area.

175. In terms of GSPZ-R4 and GSPZ-R5, F&B (05.13, 05.14) is concerned that recreational and rural tourism activities would adversely affect indigenous biodiversity and natural character. The submitter seeks these rules include additional standards and limit such activity to the Tourism Development Area only. The submitter also suggests Council may benefit from advice from an ecologist on an appropriate level of such activity in areas throughout the GSPZ.
176. F&B (05.15) seek that areas of Ecological Open Space north and south of Twin Stream be shown on the Structure Plan and is generally concerned around the lack of standards around permitted primary production. The submitter seeks:
 - a) A new RDIS rule managing intensification and new primary production in the Tourist Development Area and Airport Area with matters of discretion including indigenous biodiversity and natural character.
 - b) A NC rule for intensification and new primary production in the Ecological Open Space Areas.
 - c) Amendment to the PER activity text so that only existing and lawfully established primary production is enabled.
177. F&B (05.18) raise various concerns with GSPZ-R10 relating to Earthworks. Including that earthworks are exempt if they are subject to an approved building consent. The submitter is of the view that this circumvents the consideration of effects on indigenous vegetation and habitat of indigenous fauna and seeks the deletion of the first part of GSPZ-R10.1. F&B are also concerned with the “large” volume and area of earthworks permitted. The submitter considers that earthworks across large areas are likely to affect indigenous vegetation and habitat likely to be present in the areas and that Council must seek advice to establish whether the permitted volume and area of earthworks is appropriate. Thirdly, as drafted F&B consider that it is not clear whether the volume and area limits apply across the Tourist Development and Airport Areas cumulatively or in each area and this should be explicitly stated. F&B state that indigenous fauna and vegetation is likely to be present in the Tourist Development Area and Airport Zone or affected by activities within them. They consider that natural character would also most likely be affected by earthworks and state that matters of discretion therefore must include any adverse effects on indigenous flora and fauna and natural character values.
178. The submitter considers that earthworks in all areas should be undertaken outside of breeding season to ensure indigenous species are not injured or disturbed; with a new standard sought to that effect. They consider advice should be sought from an ecologist given that Kakī / Black stilt are present in the surrounding environment. For earthworks within the Ecological Open Space Area, the submitter considers an area limit should apply and earthworks should be subject to the same EW Chapter standards particularly EW-S1, EWS2, EW-S3, EW-S4 and EW-S5. Earthworks on the southern side of Twin Stream should be for the continued use of that area for lawfully establishing primary production only. Finally, the submitter supports a NC activity status where earthworks do not meet PER activity standards in areas identified as Ecological Open Space.
179. Rule GSPZ-R12 deals with Airport Activity, F&B (05.19) seeks greater restrictions on such activity around the number, type, timing and noise emissions of aircraft to ensure effects are appropriately managed. The submission refers to reports from F&B members that rocket

powered aircraft taking off from Glentanner are extremely noisy and would no doubt affect indigenous biodiversity. The submitter considers that enabling airport activity without any standards is not appropriate. F&B seeks that Airport Activity is made a RDIS activity so effects on indigenous biodiversity and natural character are appropriately managed. Similarly, F&B (05.20) seeks the introduction of standards to GSPZ-R13 to manage effects on indigenous biodiversity and natural character.

180. F&B (05.21, 05.22) seeks that any 'Activities not otherwise Listed' and 'Buildings and Structures not otherwise Listed' in terms of GSPZ-R15 and GSPZ-R16 respectively, become NC activities, as opposed to DIS as notified.
181. F&B (05.23) considers that GSPZ-R17 is not required as Airport Support Activity provides for any ancillary industrial activity. The submitter is concerned that "*providing for industrial activity that is ancillary to airport support activity may lead to industrial activity developing on the site that is barely related to activities occurring on site*". The submitter seeks that GSPZ-R17 is deleted.
182. F&B (05.19) opposes GSPZ-R19 on the basis that "*rule should be specific about what species are to be subject to this rule*". The submitter seeks that the rule is amended to be clear what species of conifers the rule controls the planting of.
183. DOC also made a submission on PC29 (19.03) opposing and seeking changes sought to NOISE-R12, which proposes to permit noise associated with airport activities and airport support activities in the Airport Area within the GSPZ. The submitter is concerned this noise rule would permit any level of noise associated with use of the Glentanner Airport; namely the recent use for rocket-powered supersonic flight, which is significantly noisier than existing or normally anticipated use of the airport, and poses a risk to the critically threatened Kakī / Black stilt and other species. As outlined above, the submitter considers that allowing for unlimited noise with no controls would fail to avoid, remedy or mitigate effects, and would be inconsistent with section 6(c) and section 31(1)(b)(iii) of the RMA and with Objectives 9.2.1-9.2.3 and associated policies and methods of the CRPS. As noted above, this submission is considered to relate more to the GSPZ Chapter and is therefore considered in this section 42A report.

Analysis

184. The rules in the GSPZ require compliance with the standards listed therein. These standards typically relate to built form (i.e., buildings and structures) as opposed to activities themselves. That is why many of the rules included in the GSPZ (i.e., those that relate to activities as opposed to buildings and structures) do not require compliance with those standards. In terms of setbacks from surface waterbodies in particular, it is noted that at the commencement of the Rules section the PC30 includes the following text:

Note for Plan Users: For certain activities, consent may be required under rules in this Chapter as well as other District-Wide Matters Chapters in the Plan. Unless expressly stated otherwise, consent is required under each of those rules. The steps plan users should take to determine what rules apply to any activity, and the status of that activity, are provided in Part 1 – How the Plan Works.

185. This includes the rules contained in the NATC Chapter around setbacks from surface waterbodies. I note that these rules were amended by Variation 2 notified together with PC30 to include specific reference to the GSPZ in Table NATC-1. Beyond that point, I note that the Structure Plan is such that Ecological Open Space is provided adjacent to the surrounding surface waterbodies, so any new buildings in the GSPZ would inevitably comply with the NATC

Standards in any case. In terms of activities, most notably airport activity, I do not consider that this should be subject to any such setback and note that would be impossible to monitor and once above a certain height would be beyond the jurisdiction of the MDP in any case.

186. No other aviation activity undertaken in the Mackenzie District is subject to such setbacks; including all low flying undertaken by both CRC and DOC when spraying wilding conifers and lupins in riverbeds. In my view the proposed restriction on airport activity is not an effective or efficient way to achieve the objectives for the GSPZ. I recommend that the submission from F&B (05.10) is rejected.
187. The submission from NZTA (12.04) for a new rule is not supported for the same reasons as discussed above in regard to submission point NZTA (12.03). Therefore, I do not recommend that any new ODP rules are included and that the submission from NZTA (12.04) is similarly rejected; noting that the submitter has made another submission point relating to the inclusion of an additional matter of discretion when considering an application within the GSPZ (as assessed further below).
188. In my view the changes sought to GSPZ-R2 to make all airport buildings an RDIS activity represents a significant derogation of the existing development rights that have been in place under the Special Purpose Airport Zone. I note the general submissions received from Glentanner (06.01, 07.01) support the provisions as notified. The F&B submission states that additional buildings will inevitably increase the scale of airport activity. However, airport activity is the subject of a separate rule (GSPZ-R12). Any effects on indigenous biodiversity from constructing an airport building are primarily addressed via the identification of the Airport Area on the Structure Plan, which avoids the areas of any significant indigenous vegetation within the GSPZ. Furthermore, development of airport buildings will also be assessed against the rules included in PC18. Beyond that, I do not consider it is appropriate to impose a stricter activity status on the built form within the GSPZ in order to address any concerns relating to an activity on indigenous biodiversity and natural character beyond the extent of the GSPZ, as this is not effective or efficient. Therefore, I recommend that the submission from F&B (05.12) is rejected.
189. Recreational activity is defined by PC23 as follows:
means the use of land, air, water and buildings for the primary purpose of recreation and entertainment but does not include commercial aviation activity or commercial activities.
190. Rural Tourism activity is defined by PC23 as follows:
means the use of land and/or buildings for agri-tourism, eco-tourism, nature tourism, wine tourism and adventure tourism activities, which may be provided at a tariff, with participants attracted to experience farming or conservation activities and/or the rural or natural environment. It includes:
 - a) *guiding, training, education and instructing;*
 - b) *ancillary services such as booking offices and transportation;*
 - c) *ancillary retail activity, including sale of alcohol to participants;*
 - d) *walking and cycling tracks and associated accommodation; and*
 - e) *facilities to provide opportunities for viewing scenery.*
191. The potential impact of these activities on indigenous biodiversity is managed through the provisions introduced via PC18. Notwithstanding, the F&B submission (05.13, 05.14) seeks that these activities are limited to the Tourist Development Area only, along with the introduction

of standards within GSPZ-R4 and GSPZ-R5 to manage effects on indigenous biodiversity and natural character.

192. The existing activities undertaken at Glentanner within the area covered by the GSPZ are clearly focused on the provision of tourism and recreational opportunities. On that basis I do not agree with the submitter that such activities should be limited to the Tourist Development Area. The use of the areas identified as ecological open space for recreation, and *guiding, training, education and instructing* accords with the above definitions and also the purpose of the GSPZ. Furthermore, in my view the use of such areas has potential wider benefits for conservation management and indigenous biodiversity. On that basis I recommend that no changes are made to the provisions as notified and that the submissions from F&B (05.13, 05.13) are rejected.
193. The volume and area standards for earthworks included in the GSPZ are based on those of the GRUZ introduced via PC23 (see EW-R3). The first part of the rule (GSPZ-R10) was included to recognise that the nature of the GSPZ is such that built form is more likely and that the scale of buildings (namely hangars) is such that typical land preparation works might otherwise exceed these standards. Therefore, an exemption for works otherwise approved via the building consent process was included. It should be noted that in such circumstances the building itself would still need to be permitted under the balance of the GSPZ provisions, and also those district wide standards applying, namely in this case those relating to indigenous biodiversity protection introduced via PC18.
194. Specifically in relation to earthworks in the Ecological Open Space Area, the provision as notified restricts all such earthworks on the North side of Twin Stream to "*the maintenance and repair of existing fence lines, tracks, reticulated stock water systems (including troughs) or infrastructure*". In my view that is a specific list and largely accords with the list of earthworks provided for under EW-R1 'Earthworks for Maintenance or Repair of Existing Activities'. On that basis I am of the view that no further restrictions (or amendments to the rule) are necessary. In terms of GSPZ-R10.3, I do not consider that reference to earthworks ancillary to the continued use of the area South of Twin Stream for lawfully established primary production is required. The continued use of that land for primary production (excluding commercial forestry) is included within the GSPZ rule framework. Therefore, I recommend that the submission from F&B (05.18) rejected.
195. The key rule relating to the concerns raised by both DOC and F&B is in my view GSPZ-R12 'Airport Activity'. It is noted that the general submission from DOC (11.06) also refers to GSPZ-R13 'Airport Support Activities'. I consider the nature of the activities included in the definition of 'airport support activities' is such that no adverse indigenous biodiversity or natural character effects beyond the GSPZ boundary are likely.
196. F&B seeks that GSPZ-R12 makes all airport activity an RDIS activity so effects from Airport Activity on indigenous biodiversity and natural character are appropriately managed. I do not consider that this approach is the most efficient and effective way of dealing with any concerns relating to activities undertaken at Glentanner adversely affecting the Kakī / Black stilt. As set out in the Memorandum attached as **Appendix 2** and already discussed above, the issue is in my view restricted to the use of rocket powered aircraft and only during the breeding season, which runs from August to December inclusive.
197. Rather than change the activity status and require resource consent for all such activity, I recommend that GSPZ-R12 is amended to introduce a condition restricting the use of rocket powered aircraft within the Kakī / Black stilt breeding season to one launch during any 24-hour

period to be undertaken during certain times of the day to reduce predation risk. Any activity not meeting those restrictions being a RDIS activity to enable the effects on Kakī / Black stilt to be further assessed by way of a detailed ecological assessment. On that basis I recommend that the submissions from F&B (05.19), as well as that element of the general submission made by DOC (11.06) and the DOC (19.03) submission made on NOISE-R12 (PC29), are all accepted in part.

198. In terms of GSPZ-R13, airport support activity is defined in PC30 as:

means land and buildings used for terminal support and airport accessory uses, such as car parking, conference rooms, restaurants, shops, recreation facilities, rental car storage and maintenance, service stations, bus and taxi terminals and other commercial activities which directly serve development and personnel at the airport. It does not include any accommodation related activity.

199. Therefore, I consider such activity to be focused on built form and activities undertaken within the GSPZ itself. I do not consider that such uses would have any impact on indigenous biodiversity values and natural character of the adjacent surface waterbodies used by Kakī / Black stilt for feeding or breeding purposes. On that basis I do not consider it to be efficient or effective to introduce any additional performance standards to this rule. I recommend that GSPZ-R13 is retained as notified and the submission from F&B (05.20) is rejected, as well as that element of the general submission point made by DOC (11.06).

200. In terms of changing the status of GSPZ-R15 and GSPZ-R16 to NC for any activities and buildings and structures not otherwise listed, I do not consider that to be necessary and would result in a different plan assessment framework applying to the GSPZ compared to all other zones included in the MDPR, where such activities are DIS. I therefore recommend that these rules remain as notified and the submissions from F&B (05.21, 05.22) are rejected.

201. I do not consider that GSPZ-R17 requires deletion as sought. F&B states that the definition of airport support activity (as outlined above) provides for industrial activity within the GSPZ. I do not see any particular reference to industrial activity within the definition as is being suggested. Furthermore, based on the recommendations above, any deletion of GSPZ-R17 would mean that such industrial activity becomes DIS as opposed to NC. I therefore recommend that GSPZ-R17 is retained as notified and the F&B submission (05.23) is rejected.

202. I note that wilding conifers is a defined term introduced through PC23. This definition is largely based on the species listed in the Canterbury Regional Pest Management Plan (CRPMP) and was supported by ECan. On that basis I consider it is clear what species of conifers are controlled through GSPZ-R19 and no further amendments are necessary. Accordingly, I recommend that the submission by F&B (05.25) is also rejected.

203. The support of CRC (13.18) is noted, and I recommend that this submission be accepted in part given the changes recommended in line with the above assessment.

Recommendations

204. I recommend, for the reasons given above, that GSPZ-R10.3 is retained as notified.

205. I recommend, for the reasons given above, that GSPZ-R12 is amended to introduce a condition restricting the use of rocket powered aircraft to certain times of the day and to one launch in any 24-hour period during the Kakī / Black stilt breeding season, which runs from August to December. With any activity not meeting these restrictions defaulting to be a RDIS activity so that the effects can be further assessed by way of detailed technical assessment.

- 206. The above recommended amendments are set out in **Appendix 1**.
- 207. In terms of a section 32AA evaluation, the recommended amendment to GSPZ-R12, the proposed change is to address a section 6(c) matter in terms of the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna, namely Kakī / Black stilt, a critically threatened species present on the adjoining Te Awa Whakamau / Tasman River delta. The proposed amendment to GSPZ-R12 is considered to be the most efficient and effective way to address this issue as it effects only rocket powered aircraft, enabling the other rotary and fixed wind flight operations to continue unrestricted, and only restricts rocket powered aircraft during the key breeding season.
- 208. I recommend, for the reasons given above, that all other rules remain as notified.

GSPZ Standards and Matters of Discretion

Submissions

- 209. F&B (05.26) seeks that all matters of discretion where compliance with a standard is not achieved should include the protection of significant indigenous vegetation and habitat of fauna, natural character and maintenance of indigenous biodiversity. This is particularly in relation to boundary setbacks, height, coverage, fencing, outdoor storage.
- 210. In relation to GSPZ-S1, F&B (05.27) seeks clarity whether internal setbacks are taken from boundaries of the Tourist Development, Airport and Ecological Open Space Areas, or property boundaries within the GSPZ. The relief sought also includes the introduction of setback for Airport Activity buildings and structures from the Ecological Open Space Area and all external boundaries and the introduction of setbacks for all built form from the Ecological Open Space Area.
- 211. In terms of GSPZ-S4, F&B (05.28) is concerned that the 10% coverage standard would allow some 56,294.7m². The submitter seeks further investigation into an appropriate site coverage to preserve natural character, protect indigenous vegetation and fauna and maintain indigenous biodiversity.
- 212. In terms of fencing provided for under GSPZ-S5, F&B (05.29) is concerned that stone walls up to 1.2m in height would lead to habitat fragmentation and seek deletion of this standard.
- 213. The submission from CRC (13.19) supports all the standards sought to be introduced applying to the GSPZ and seeks that they be retained as notified.
- 214. NZTA (12.05) seeks the insertion of a matter of discretion including an equivalent of PDSPZ-MD3 'Access and Infrastructure', being:

The effective, efficient and safe operation of the road network, and suitability of onsite parking, loading, manoeuvring and access, including the form and location of access off the State Highway.

Analysis

- 215. As discussed above, I do not consider that matters of discretion within the standards need to include the protection of significant indigenous vegetation and habitat of fauna, natural character and maintenance of indigenous biodiversity as sought by F&B. The standards relate to buildings or structures (aside from Outdoor Storage and Wastewater), which are within the GSPZ itself. On the basis that all such buildings will be required to be located in an area that either meets the provisions relating to indigenous vegetation removal or resource consent

obtained, I do not consider that any such additional matters of discretion are required to protect such values. There are other mechanisms already provided for within the MDP to achieve this outcome.

216. In terms of GSPZ-S1, the setbacks are from either road or internal boundary setbacks. Boundary is a defined term. I do not consider that additional setbacks from the identified Land Development Areas shown on the Structure Plan are required as these are a management tool for the distribution of buildings/structures and activities within the GSPZ itself. Therefore, I recommend that the submission from F&B (05.27) is rejected.
217. In relation to the concern that the 10% site coverage standard is too permissive, this standard effectively acts in combination with the other Standards to control built form, in particular GSPZ-S8 setting a maximum Building Footprint standard. This is not unusual, for example GRUZ-S3 allows 5% site coverage for all sites greater than 1ha. Given the size of rural properties in the Mackenzie District this would potentially provide for significant areas of built form. Given that the GSPZ is development focussed, a 10% maximum coverage is considered to still enable significant areas of open space, in addition to the areas included in the Ecological Open Space, where built form is to be avoided altogether. On that basis I recommend that GSPZ-S4 remains as notified and the submission from F&B (05.28) be rejected.
218. I do not consider that the provision for stone walls up to 1.2m in height should be deleted from GSPZ-S5. Stone walls reflect the farming heritage within the Mackenzie District and the scale of any such fencing is unlikely to pose a significant obstacle in terms of habitat fragmentation. Otherwise, PC18 district wide rules would also apply to such activity. I therefore recommend that GSPZ-S5 be retained as notified and the submission from F&B (05.29) be rejected.
219. In terms of the matter raised by NZTA, there are no standards within the GSPZ that relate to access and car parking where the additional matter of discretion sought could reasonably be included. This is because all such rules and associated standards relating to transport and the State Highway network are included in the TRAN Chapter introduced through PC27. Rules therein relate to the provision of vehicle crossings and vehicle accessways (TRAN-R2 and TRAN-R3) as well as parking, manoeuvring, and loading areas associated with a non-residential activity (TRAN-R6). On that basis I do not consider that any additional requirements are needed within the GSPZ and recommend that the submission from NZTA (12.05) is rejected.
220. The support of CRC (13.19) for the Standards is noted, and I recommend that this submission be accepted.

Recommendations

221. I recommend, for the reasons given above, that the standards relating to the GSPZ are retained as notified.

GSPZ Structure Plan

Submissions

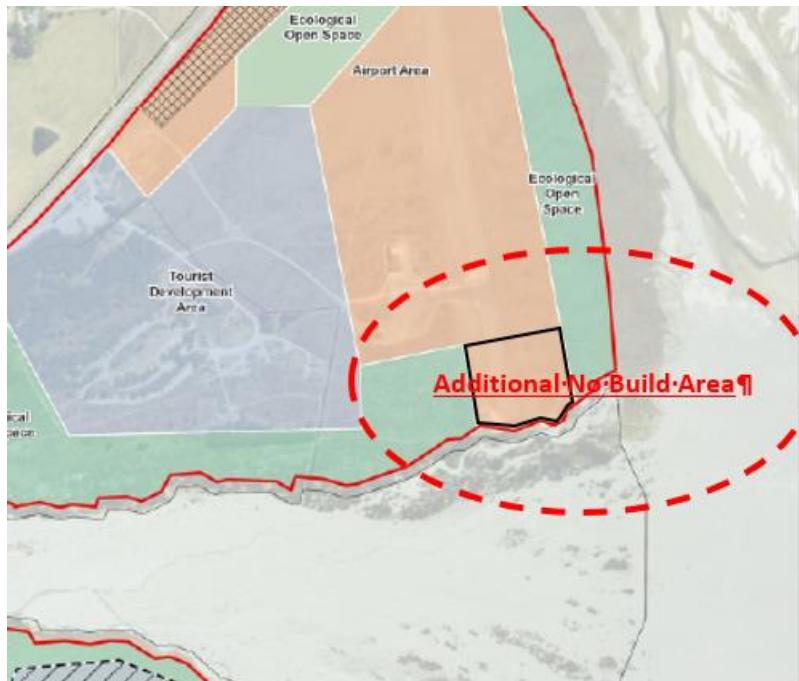
222. DOC (11.07) supports the GSPZ Structure Plan in part subject to submission point 11.06 regarding the scope of airport activity provided for. The submitter considers that the proposed Structure Plan appropriately recognises the airport and tourism use of the zone and its ecological values and seeks that it be retained as notified subject to its other relief sought.

Analysis

223. The support of DOC (11.07) for the Structure Plan is noted, and I recommend that this submission be accepted in part given the change recommended to include an additional 'No Build Area' at the southern end of the existing runway adjacent to the Twin Stream as considered above. This being a consequential amendment arising from F&B submissions (05.01 and 05.02).

Recommendations

224. I recommend, for the reasons given above, that GSPZ-SP is amended to include an additional 'No Build Area' at the southern end of the existing runway adjacent to the Twin Stream:



225. The above recommended amendment to the GSPZ Structure Plan (Figure GSPZ-1) is set out in **Appendix 1**.

226. In terms of a section 32AA evaluation, the recommended amendments are to improve drafting and do not alter the general intent and therefore the original section 32 evaluation still applies.