

**BEFORE THE HEARINGS PANEL
AT THE RANGIORA TOWN HALL FUNCTION ROOM IN RANGIORA**

IN THE MATTER of the Resource Management Act 1991
(**“the Act”**)

AND

IN THE MATTER of the Resource Management Act 1991
AND

IN THE MATTER of the hearing of submissions on The
Proposed Waimakariri District Plan

Hearing Stream 1

**STATEMENT OF EVIDENCE BY VANCE ANDREW HODGSON
FOR THE NEW ZEALAND PORK INDUSTRY BOARD**

28 APRIL 2023

CONTENTS

SUMMARY STATEMENT	3
QUALIFICATIONS AND EXPERIENCE	3
SCOPE OF EVIDENCE	4
THE NEW ZEALAND PORK INDUSTRY	4
SUBMISSIONS AND COUNCIL RECOMMENDATIONS IN THE S42A REPORTS	5
Hearing Stream 1: Overarching and Part 1 Matters.....	5
Hearing Stream 1: Strategic Directions	6
Hearing Stream 1: Urban Form and Development.....	10

SUMMARY STATEMENT

1. This planning evidence addresses the New Zealand Pork Industry Board (“**NZPork**”) submission and the Waimakariri District Council’s (“**WDC**”) s42A Report response to the submissions on the Proposed Waimakariri District Plan (“**PDP**”), Hearing Stream 1.
2. The scope of my evidence primarily focuses on the structure of Strategic Objective SD-O4 *Rural Land* as it relates to intensive primary production activity and support for the changes recommended by the s42A Report writer to this objective.
3. I understand that an explanation around the term primary production will be provided in the s42A Report on the Rural Zones and that the National Policy Statement for Highly Productive Land 2022 (“**NPS-HPL**”) will also be addressed at the future hearings. The manner in which the NPS-HPL is given effect to is particularly important for the range of pig farming systems that occur across the Waimakariri District.

QUALIFICATIONS AND EXPERIENCE

4. My full name is Vance Andrew Hodgson. I am a director of HPC Ltd, a resource management consultancy based in Waiuku. I have been employed in resource management related positions in local government and the private sector since 1994 and have been in private practice for 19 years. I hold a Bachelor of Resource and Environmental Planning (Hons) degree from Massey University.
5. I have worked in the public sector, where I was employed in student, assistant and senior policy planning roles by the Franklin District Council. I have provided resource management consultancy services to various district and regional councils. The scope of work for the public sector has been broad, covering plan change processes, submissions to national standards/regulations/policy statements and regulatory matters, mediation and appeals.
6. In private practice I regularly advise a range of private clients on statutory planning documents and prepare land use, subdivision, coastal permit, water permit and discharge permit resource consent applications. I have experience in resource consent applications, hearings and appeals on a range of activities, particularly for activities in the rural environment.
7. Living and working in the rural environment of South Auckland / North Waikato, I have had a continuous association with the rural production sector. Since 2013, I have provided resource

management advice to NZPork on policy matters across New Zealand.

8. While these are not proceedings in the Environment Court, I consider the Environment Court's Code of Conduct for Expert Witnesses relevant, and I agree to comply with it. My qualifications as an expert are set out above. I confirm that the issues addressed in this brief of evidence are within my area of expertise, except where I state I am relying on what I have been told by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

SCOPE OF EVIDENCE

9. This evidence provides a planning assessment of those provisions on which NZPork submitted and addresses the Section 42A Report, prepared by WDC for Hearing Stream 1.
10. The planning framework is well described in both the s32 Report and the s42A Reports provided by the WDC. I agree with the analysis. Given the agreement I do not repeat the analysis of the applicability of those planning instruments or the compliance of the PDP with those instruments.
11. The evidence focuses on the following three NZPork submission points and one further submission point considered in the s42A Report for Hearing Stream 1.
 - Overarching and Part 1 Matters: NZPork FS49
 - Strategic Directions: NZPork 169.11
 - Urban Form and Development: NZPork 169.12 & 169.13

THE NEW ZEALAND PORK INDUSTRY

12. Before assessing the submission points, I first set out a brief description of the NZPork and the national and regional activity based on information provided by Penny Cairns the Environmental Advisor for the organisation.
13. NZPork is a statutory Board funded by producer levies. It actively promotes "100% New Zealand Pork" to support a sustainable and profitable future for New Zealand grown pork. The Board's statutory function is to act in the interests of pig farmers to help attain the best possible net on-going returns while farming sustainably into the future.

14. Nationally there are less than 90 commercial pork producers, comprising a relatively small but significantly integrated sector of the New Zealand agricultural economy. In 2018 it was estimated by that the total economic activity associated with domestically farmed pigs was approximately \$750 million per annum.
15. Waimakariri is an important district for pig farming, with almost 10% of the commercial industry based in the district, using a mixture of both indoor and outdoor farming systems. Of the nine commercial farms in the Waimakariri District, four are located in the General Rural Zone, and five in the Rural Lifestyle Zone.
16. The New Zealand pig industry is a highly productive specialised livestock sector, well integrated within New Zealand's primary production economic base. It draws on both downstream and upstream inputs and economic activity from New Zealand's rural sector including feed inputs, equipment and animal health supply, transport, slaughterhouse facilities plus further processing. Currently New Zealand's pig farmers produce around 45,350 tonnes of pig meat per year for New Zealand consumers. This represents around 38% of pig meat consumed by the domestic market, with the other 62% provided by imported pig meat from a range of countries.
17. New Zealand's pork producers are facing a number of economic, social and environmental challenges in order to remain viable. The contribution of imported pork to New Zealand's total pork consumption has increased significantly in recent years, placing further demands on producers who have responded by developing increasingly efficient systems. Currently, nearly all pork produced in New Zealand is consumed locally.
18. There are a mix of farming styles associated with pork production that include: indoor piggeries, outdoor farrowing/barn growers and finishing units and free farmed. Their operations have an important flow-on effect to the community, forming an integral part of the rural economy as they utilise other farming resources such as grains for feed production as well as providing employment. Pig farming is a long-established activity adding diversity to the primary production sector and is an important part of the domestic food supply system.

SUBMISSIONS AND COUNCIL RECOMMENDATIONS IN THE S42A REPORTS

Hearing Stream 1: Overarching and Part 1 Matters

19. In its further submission, NZPork expressed opposition to the relief of CIAL as it related to introducing objectives and policies for

significant strategic infrastructure (specifically the Airport) and for its protection from incompatible uses and reverse sensitivity in the Strategic Directions chapter. The concern for NZPork, is specifically in relation to the wider relief sought by CIAL for rules to be introduced to restrict commercial pig farming within a contour to address bird strike risk.

20. It is the recommendation of the s42A Report writer¹, that the CIAL relief on objectives and policies and rules [254.14, 254.153] be referred to the Noise chapter report author. I support the referral and provide no evidence on those matters here.

Hearing Stream 1: Strategic Directions

SD-O4 Rural Land

21. Through submission 169.11, NZPork expressed a key concern with SD-O4 as proposed, and its reference to 'rural production' (a defined activity in the PDP), rather than 'primary production'.
22. Intensive Indoor Primary Production and Intensive Outdoor Primary Production activities are excluded from the proposed definition of 'Rural Production' which is in direct conflict with the zone framework proposed and orphans intensive farming activities from the Strategic Objective. The change recommended by the s42A writer, provides a fix to this issue. I support the recommendation and set out the reasons why this is necessary, as expressed in the NZPork submission.
23. The plan should provide a clear Strategic Direction and inclusion of Objectives, Policies and Methods that recognise and respond to the resource management issues associated with the rural environment and primary production, including Intensive Indoor Primary Production and Intensive Outdoor Primary Production.
24. Intensive Indoor Primary Production and Intensive Outdoor Primary Production are Primary Production activities.
25. Section 8 (5), Zone Framework Standard of the Ministry for the Environment, November 2019: National Planning Standards, states as follows:

Except for zones that are renamed through mandatory direction 2, a local authority must choose at least one of the zones in table 13 to use in its plan.
26. Table 13: Zone names and Descriptions:

¹ Paragraph 133

General Rural Zone:

Areas used predominantly for primary production activities, including intensive indoor primary production. The zone may also be used for a range of activities that support primary production activities, including associated rural industry, and other activities that require a rural location.

Rural lifestyle zone:

Areas used predominantly for a residential lifestyle within a rural environment on lots smaller than those of the General rural and Rural production zones, while still enabling primary production to occur.

27. The National Planning Standards define Intensive Indoor Primary Production as follows:

means primary production activities that principally occur within buildings and involve growing fungi, or keeping or rearing livestock (excluding calf-rearing for a specified time period) or poultry.

28. No definition for Intensive Outdoor Primary Production is provided in the National Planning Standards, but a definition is proposed in the PDP.

29. The district plan is required by the Canterbury Regional Policy Statement to provide for primary production within the rural zone, and to ensure that this land use is not compromised by reverse sensitivity. There is direction in the methods for Territorial Authorities under Policy 5.3.12 Rural Production, on how to do this in a district plan:

Territorial authorities:

Will:

2. Set out objectives and policies, and may include methods in district plans which:

a. identify areas to be used for primary production, taking into account natural resources through appropriate provisions in district plans.

b. control the adverse effects of subdivision and land-use in rural areas, including by:

i. ensuring subdivision and development does not foreclose the ability to utilise natural resources such as soil which is,

or foreseeably could be, valued for rural productive purposes.

ii. ensuring appropriate separation between consented and permitted rural productive activities and those land-uses which may result in reverse sensitivity effects on rural productive activities.

iii. managing the interface between the edge of environments sensitive to the effects of rural production activities and areas in productive use to reduce...

30. The PDP provides a General Rural Zone within which the predominant land use character should comprise primary production activities. The Rural Lifestyle Zone (within which pig farming activity occurs) has a specified purpose that primary production activities and activities reliant on the natural and physical resources of the rural environment occur while recognising that the predominant character is small rural sites with a more intensive pattern of land use and buildings than the General Rural Zone.
31. I understand from the s42 Report² that an explanation around the term primary production will be provided in the s42A Report on the Rural Zones. As I see it, a clear planning response is necessary for Intensive Indoor Primary Production and Intensive Outdoor Primary Production in both the General Rural Zone and Rural Lifestyle Zone.
32. The submission of NZPork had sought a complete replacement of SD-O4 as drafted, with wording on protection of productive land and versatile soils for primary production. The changes suggested by the s42A Report writer resolve the concerns for NZ Pork on how primary production is addressed from a strategic direction perspective. Of note however, is that the intersect of the NPS-HPL with land use rules for Intensive Indoor Primary Production and Intensive Outdoor Primary Production, will be of particular interest for NZPork on future hearing topics.
33. The evidence of Mr Ian Barugh for NZPork clarifies that Intensive Outdoor Pig Farming is a land-based primary production activity reliant on highly productive land to operate. Land-based primary production is defined in the NPS-HPL as “*production, from agricultural, pastoral, horticultural, or forestry activities, that is reliant on the soil resource of the land*”. Mr Barugh identifies that Intensive Outdoor Pig Farming requires the soil resource to

² Paragraph 152, s42A Proposed Waimakariri District Plan - Strategic Directions.

support the growth of food and for nutrient management for those outdoor farming systems.

34. Recent guidance from MfE on the NPS-HPL³ has highlighted that Intensive Indoor Primary Production was excluded from the definition of land-based primary production as inherently primary production that occurs predominantly inside buildings (such as intensive pork, poultry or mushroom farming) is not “reliant on the soil resource of the land”. The intention stated in the guidance is that Intensive Indoor Primary Production activities (where not a “supporting activity” to land-based primary production) would be encouraged to establish on other rural land that was not HPL.
35. The guidance prompts local authorities to ensure there is sufficient non-HPL land available for primary production activities and other rural activities that do not directly rely on the versatility of the soil but still need to locate in a rural environment.

*As part of taking a best practice approach to integrated management, local authorities are encouraged to think about the rural environment holistically when developing provisions to give effect to the NPS-HPL. The rural sector is a significant contributor to the Aotearoa economy and supports rural communities nationwide. It includes land-based primary production activities but also other primary production activities that are not reliant on the soil resource (such as glasshouses, hydroponic operations, **intensive indoor farming activities**, seasonal worker accommodation) and rural industries that support primary production. Page 56. [National-Policy-Statement-Highly-Productive-Land-Guide-to-implementation-March-2023.pdf \(environment.govt.nz\)](#)*

36. As I understand it, the NPS-HPL applies to land zoned General Rural Zone and not the proposed Rural Lifestyle Zone. Of interest to NZPork in the upcoming hearings will be how the plan gives effect to the NPS-HPL (as far as it can through the PDP) and the land use response for both Intensive Indoor Primary Production and Intensive Outdoor Primary Production on and off HPL. That response may require consequential amendments to the Strategic Directions. While the NPS-HPL is not applicable in the Rural Lifestyle Zone, the zone’s purpose will require an appropriate response to the highly productive land resource in this environment as it is necessary to enable primary production, including Intensive Outdoor Primary Production to occur, as per RLZ-O1.

³ [National-Policy-Statement-Highly-Productive-Land-Guide-to-implementation-March-2023.pdf \(environment.govt.nz\)](#)

Hearing Stream 1: Urban Form and Development

37. Submission 169.13 of NZPork had sought that UFD-P2 be amended to include criteria for the consideration of effects on primary production and HPL. No changes are recommended in the s42A report. The protection of highly productive land will be addressed in the Section 42A for the Rural Zones (Stream 6, October 2023). As above, NZPork will likely call evidence on this matter at that time.
38. Submission 169.13 of NZPork sought that UFD-P10 be extended so it applies to all new development areas. The s42a recommendation is that the new development areas of Woodend, Ravenswood and Pegasus are also referenced in the policy and I support that recommendation.

Vance Hodgson
28 April 2023