

Proposed Selwyn District Plan



Section 32 Report

General Industrial Zone & Port Zone

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1. Executive Summary

Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Resource Management Act 1991 ('the Act' or 'the RMA'), and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. The analysis set out in this report is to fulfil the obligations of the Council under s32 of the Act.

This section 32 evaluation report relates to the district's industrial areas, which comprise the General Industrial Zone and Port Zone.

The proposed General Industrial Zone includes areas currently zoned Business 2, Business 2B and the majority of the Business 2A Zone. Part of the current Business 2A Zone is proposed to be zoned Large Format Retail, and is therefore considered in the Section 32 Report for commercial and mixed use zones.

That part of the current Business 2A Zone that applies to Lyttelton Port Company Limited's (*LPC*) Midland Port located at 686 Jones Road, Rolleston (27 hectares), and Port of Tauranga Limited's (*PoT*) MetroPort at 5 Illinois Drive, Rolleston (15 Hectares) is proposed to be zoned Port Zone.

The provisions for these zones are intended to provide a framework for land use and development activities within each of these zones, setting out the outcomes sought within each zone, the direction as to how the outcomes are to be achieved, and a suite of rules to manage activities within each zone. In relation to the General Industrial Zone, this includes identified Precincts that apply to part of the General Industrial Zone at Rolleston and to the General Industrial Zone at Lincoln.

The Strategic Objectives of particular relevance to the General Industrial Zone and Port Zone Chapters include:

- **SD-DI-O1: Sensational Selwyn**

Selwyn is an attractive and pleasant place to live, work, and visit, where development:

1. takes into account the character of individual communities;
2. is well-connected, safe, accessible and resilient; and
3. enhances environmental, economic, cultural and social outcomes for the benefit of the entire district

- **SD-DI-O2: District Well-being and Prosperity**

Selwyn's prosperous economy is supported through the efficient use of land, resources and infrastructure, while ensuring existing activities are protected from incompatible activities

- **SD-DI-O5: Vibrant and Viable Centres**

Selwyn's hierarchy of activity centres are the preferred location for shopping, leisure, cultural, entertainment and social interaction experiences in accordance with their anticipated role within the Activity Centre Network.

- **SD-IR-O1: Community Needs**

The important infrastructure needs of the community are fulfilled and protected.

- **SD-IR-O2: Effects of Important Infrastructure**

The development, upgrade, maintenance and operation of all is enabled in a way that minimises adverse effects, while having regard to the practical constraints and the logistical and technical practicalities associated with infrastructure.

The General Industrial Zone and Port Zone chapters will assist the Council to fulfil its statutory functions and responsibilities as required by the Act through the following proposed objectives, policies and rules:

- Objectives that:
 - describe the role of each zone (GIZ-O1, GIZ-O3, PORTZ-O1 and PORTZ-O3); and
 - describe how the effects of activities within the Zone are to be addressed (GIZ-O2, PORTZ-O2).
- Policies that provide direction on:
 - the types of activities that are anticipated within the zones (GIZ-P1, GIZ-P2, GIZ-P3, GIZ-P4, PORTZ-P1, PORTZ-P2, PORTZ-P3); and
 - how activities within them are to be managed, including at the interface between with other zones (GIZ-P5, GIZ-P6, PORTZ-P4).
- Rules that:
 - generally enable activities that are anticipated within the zone;
 - restrict those activities which may not be suitable;
 - manage the location and scale of development;
 - manage the interface with residential and rural areas.
- Definitions for 'Industrial Activity', and 'Port Activities', 'Important Infrastructure', and 'Reverse Sensitivity'.
- Zones on Planning Maps that identify those areas which have an Industrial zoning or a Port zoning, and includes precincts within the Rolleston and Lincoln General Industrial zones.

Appendix 1 sets out the linkages between all provisions in the General Industrial Zone and Port Zone chapters.

2. Overview and Purpose

This s32 evaluation report should be read in conjunction with the s32 'Overview Report', which also includes an overview of the s32 legislative requirements, the methodology and approach to the s32 evaluations and the process that the Council has undertaken to date through its District Plan Review, including consultation and engagement.

2.1 Introduction to the resource management issue(s)

The evaluation of the appropriateness of the Industrial Chapter is based on the following four key issues:

1. Issue 1 – The district's industrial areas being used for a range of non-industrial activities.
2. Issue 2 - Activities within industrial areas can generate a range of effects that are often greater in character and intensity than other urban activities.

3. Issue 3 – The Midland Port and Metroport sites are important infrastructure that need to be able to continue to operate efficiently and effectively.

2.2 Regulatory and policy direction

Part 2 of the RMA

In carrying out a s32 analysis, an evaluation is required of how the proposal achieves the purpose and principles contained in Part 2 of the RMA. Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources. Sustainable management includes managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety. In achieving this purpose, authorities need also to recognise and provide for the matters of national importance identified in s6, have particular regard to other matters referred to in s7 and take into account the principles of the Treaty of Waitangi referred to in s8.

A number of provisions have been included in the General Industrial Zone and Port Zone Chapter in response to the requirements in Part 2, including provisions aimed at: avoiding, remedying and mitigating the adverse effects of activities within these zones on the environment (section 5(2)(c)); ensuring that the natural and physical resources of these industrial areas are used and developed efficiently (section 7(b)); and the amenity values and quality of these areas, as well as surrounding rural and residential areas are maintained and enhanced (section 7(c) and (f)).

National Instruments

The following national instruments are relevant to this topic / issue:

1. National Policy Statement on Urban Development 2020 (NPSUD)

Objective 1 of the NPSUD seeks that urban environments provide choices that will meet the needs of people and communities and future generations for a range of working environments and places to locate businesses. Objective 4 seeks that urban environments are provided that, over time, develop and change in response to the changing needs of people and communities and future generations. Policy P3 directs that the efficient use of urban land and infrastructure is promoted.

2. The National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS)

The NESCS is a nationally consistent set of planning controls and soil contaminant values. It ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed. The NESCS is likely to apply to activities within the General Industrial and Port zones, particularly where a land use change is proposed, soil disturbance is involved, or the activity includes the removal or replacement of a fuel storage system.

National Planning Standards and/or Guidance Documents

The following aspects of the National Planning Standards are relevant to this topic / issue:

1. 8: Zone Framework Standard, which specifies that the Council can only use the zones which are provided for within table 13 of the standard, except for a special purpose zone. The latter can only be created when the proposed land use activities or anticipated outcomes of the additional zone:

are significant to the district, region or country; and are impractical to be managed through either another zone or a combination of spatial layers. This is relevant to the Special Purpose Knowledge Zone, which is not an identified zone in table 13 of Standard 8.

2. 12: District Spatial Layers Standard, which sets out the spatial layers that can be used within the Proposed District Plan. These allow for the use of zones, overlays, precincts, specific controls, development areas, designations and heritage areas where these meet the function of the layer described in Table 18. This is relevant to the General Industrial and Port Zone provisions because they include the use of precincts and specific controls.

Regional Policy and Plans

The following regional planning documents are relevant to this topic / issue:

1. Canterbury Regional Policy Statement

Chapter 5 of the CRPS relates to land-use and infrastructure, with some of the provisions applying to all parts of the Selwyn District, and others to those areas outside Greater Christchurch. The following provisions are particularly relevant to the framework for the General Industrial and Port zones:

- Objective 5.2.1 (entire region) which seeks that development is located and designed so that it functions in a way that encourages sustainable economic development by enabling business activities in appropriate locations; and avoiding conflicts between incompatible activities.
- Policy 5.3.1 (outside Greater Christchurch) which directs that development patterns: encourage business opportunities within urban areas; are of a character and form that support urban consolidation; and maintain and enhance the sense of identity and character of the urban areas.
- Policy 5.3.2 (outside Greater Christchurch) which directs that development is enabled which avoids or mitigates reverse sensitivity effects and conflicts between incompatible activities.

Chapter 5 also provides specific direction in relation to regionally significant infrastructure, the definition of which includes infrastructure defined as 'strategic infrastructure'. The CRPS defines strategic infrastructure as follows:

means those necessary facilities, services and installations which are of greater than local importance, and can include infrastructure that is nationally significant. The following are examples of strategic infrastructure:

- *Strategic transport networks*
- *...*
- *Port of Lyttelton*
- *...*

Strategic transport networks are defined as explicitly identifying 'significant regional transport hubs', which would include MetroPort, as well as the Port of Lyttelton

As such, the following objective is also relevant to the Port Zone:

- Objective 5.2.1 (entire region) which seeks that development is located and designed so that it functions in a way that encourages sustainable economic development by avoiding adverse effects on regionally significant infrastructure, or where avoidance is impracticable, effects on such infrastructure are remedied or mitigated.

Chapter 6 of the CRPS relates to the Recovery and Rebuilding of Greater Christchurch, and therefore applies to those parts of the District that are within the Greater Christchurch area. The following provisions are particularly relevant to the framework for industrial areas:

- Objective 6.2.5 which seeks that the development and distribution of commercial activity avoids significant adverse effects on the function and viability of Key Activity Centres and neighbourhood centres.
- Objective 6.2.6 which seeks that: areas used for existing industrial activities are to be used primarily for that purpose, rather than as a location for new commercial activities, with the latter primarily directed to Key Activity Centres and neighbourhood centres; a range of business activities are provided for in appropriate locations; and business development adopts appropriate urban design qualities in order to retain business, attract investment and provide for healthy working environments.
- Policy 6.3.1(6) which directs that development that adversely affects the function and viability of, or public investment in, Key Activity Centres is avoided.
- Policy 6.3.6 which directs that business activities are provided for in a way that: promotes the utilisation and redevelopment of existing business land; reinforces the role of Key Activity Centres; directs new commercial activities primarily to Key Activity Centres and neighbourhood centres where the activities reflect and support the function and role of those centres, or in circumstances where locating out of those centres will not give rise to significant adverse distributional or urban form effects; recognises that existing business areas provide for a range of business activities, depending on the desired amenity of the business areas and their surrounds; ensures reverse sensitivity effects and conflicts between incompatible activities are identified and avoided or mitigated against; encourages self-sufficiency of employment and business activities within communities; and incorporates good urban design principles appropriate to the context of the development.

As strategic infrastructure, the following provisions are also relevant to the Port Zone:

- Objective 6.2.1 seeks that the land use and infrastructure framework achieves development that does not adversely affect the operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs; and optimizes use of existing infrastructure.
- Policy 6.3.5(3) which directs that the efficient and effective functioning of infrastructure is maintained, and the ability to maintain and upgrade that infrastructure is retained.
- Policy 6.3.5(4) which directs that only new development should be provided that does not affect the efficient operation, use, development, and appropriate upgrade of existing strategic infrastructure.

Chapter 14 of the CRPS relates to air quality and is relevant to the framework for the General Industrial and Port zones, because of the nature of activities anticipated within these zones. While most of the direction in the chapter relates to the regional council's functions, the following provisions are relevant to the Selwyn District Plan:

- Policy 14.3.5 which directs that the encroachment of new development on existing activities discharging to air is avoided where the new development is sensitive to those discharges, unless reverse sensitivity effects can be avoided or mitigated; and that new activities which require resource consent to discharge to air are located away from sensitive land uses and

receiving environments unless the adverse effects of the discharge can be avoided or mitigated. Method (6) of the policy directs that district plan provisions ensure that activities discharging contaminants to air are appropriately located and that provision is made to protect established activities that discharge to air (which have adopted the best practicable option to address effects) from reverse sensitivity effects.

2. Canterbury Land and Water Regional Plan (CLWRP)

The CLWRP contains objectives, policies and rules that manage land and water around the region and biodiversity within the beds of lakes, rivers and wetlands. In particular, it manages activities that relate to water quantity and quality (including land use activities that can affect water quality), and various activities within the bed of lakes and rivers. The District Plan must not be inconsistent with the CLWRP. Some aspects of activities located within industrial areas may also be regulated under the CLWRP, for example, in relation to stormwater discharges or hazardous substances.

3. Canterbury Air Regional Plan (CARP)

The CARP manages discharges to air within the Canterbury Region, seeking to manage them in the best practicable manner. This includes provisions relating to discharges of contaminants to air broadly, as well as specific provisions relating to: outdoor burning; industrial, trade and commercial activities; large scale fuel burning devices; and heating appliances. The District Plan must not be inconsistent with the CARP. If an activity within the General Industrial zone involves the discharge of contaminants to air, it will also be regulated under the CARP, for example, those that discharge odour, involve the storage of petroleum products, or include a laundry vent.

Mahaanui Iwi Management Plan

The Mahaanui Iwi Management Plan does not include any policy guidance or outcomes of particular relevance to the issues identified. It is noted that the Plan does include provisions relating to aspects of activities that are anticipated within industrial areas, for example, the discharge of contaminants to air, land or water. However, it is noted that the District Plan is responsible for broadly managing land uses (e.g. providing zones for industrial or related activities), with the effects of discharges from industrial activities managed by the regional council.

Local policies, plans or strategies

The following plans and strategies are relevant to this topic:

1. Selwyn 2031 District Development Strategy

The purpose of Selwyn 2031 is to provide an overarching strategic framework for achieving sustainable growth across the district to 2031. Its Vision is “To grow and consolidate Selwyn District as one of the most liveable, attractive and prosperous places in New Zealand for residents, businesses and visitors.” One of the key strategic directions identified to achieve this vision relates to “A Prosperous Community”. The Strategy includes the following three key growth concepts, all of which are relevant to the framework for industrial activities within the District Plan:

- Establishment of a township network, which is intended to provide a support framework for managing character, scale and intensity of growth across the district as a whole. Within this network, Rolleston is expected to function as the primary industrial base of the district, with Lincoln also having a range of industrial activities and supporting surrounding townships, with other townships providing services to smaller townships and surrounding rural areas.

- Establishment of an activity centre network, which provides a support framework for managing the scale and intensity of business areas throughout the district's townships.
- Encouraging self-sufficiency at a district-wide level.

The Strategy identifies that the development of the Izone Industrial Park at Rolleston has helped to support population growth, create employment and attract large businesses.

Strategic Direction 2.3 also seeks the continued improvement of strategic freight networks, with the Strategy identifying that the Port is part of the district's key transport routes, which are important for supporting and providing for economic growth in the District.

The Strategy identifies a range of implementation actions, which include amending the District Plan provisions to manage the distribution of commercial activities that could adversely affect the function or viability of, or investment in, identified Activity Centres and neighbourhood centres. Key outcomes anticipated by the actions include:

- Key economic activities being strengthened by protecting the function of the District's Key Activity Centres;
- Ensuring an appropriate scale and distribution of rural, retail and industrial activities;
- Facilitating development within existing or identified priority business areas within Rolleston and Lincoln; and
- Achieving safe, functional and attractive business environments.

2. Malvern and Ellesmere Area Plans

The purpose of these plans is to provide high-level planning direction to guide the growth and sustainable management of each township in the Ellesmere and Malvern areas through to the year 2031 and identify initiatives to assist in the delivery of Selwyn 2031. They identify a range of issues and opportunities to help inform the ongoing strategic planning and management of growth for each township within the areas, and are intended to help inform the district plan review, other council planning and funding processes, and public and private investment decisions. They include issues and opportunities specifically relating to business development, both commercial and industrial.

The Area Plans identify a broad range of implementation steps to deliver social, economic, cultural and environmental outcomes for each township, including investigating the appropriateness of resource management regulatory controls as part of the district plan. These are focused more on the provision and growth of townships (including provision of industrial land) rather than the planning framework for these areas. However, they reinforce the activity centre network identified in Selwyn 2031 and consider how the role of each township within this network relates to its growth and development.

3. Rolleston Structure Plan

The Rolleston Structure Plan seeks to manage the rapid growth that has and will likely occur in Rolleston, ensuring that existing and future development in Rolleston is integrated in order to ensure that sustainable development occurs and makes the best use of resources. The Structure Plan does not include any direction relating directly to the development of the industrial area, but does include reinforcing the town centre as the focus for commercial activities.

4. Lincoln Structure Plan

The Lincoln Structure Plan determines when, where and how the town of Lincoln will grow over the next three decades, providing a strategic framework to guide the development process as the Township grows, facilitating an integrated approach to managing the area's resources. While the Structure Plan is predominantly focused on growth, it identifies various issues relating to employment, and includes the following aims in relation to employment and activity centres:

- Stimulate employment creation through the provision of a wider range of employment opportunities than is currently available in order to meet the projected job demands from population driven growth.
- Strengthen village character by retention of small-scale local retailing in the town centre.

The Structure Plan includes identification of industrial and other employment opportunities, in locations with good accessibility and minimal visual impact and buffered from incompatible activities. Following the Structure Plan process, additional land has been zoned for Industrial development (Business 2B).

Any other relevant legislation or regulations

It is considered that the following legislation / regulations are relevant to this topic:

1. Hazardous Substances and New Organisms Act 1996 (HSNO Act)

The purpose of the HSNO Act is to protect the environment, and the health and safety of people and communities, by preventing or managing the adverse effects of hazardous substances and new organisms. It is driven by two key principles:

- (a) the safeguarding of the life-supporting capacity of air, water, soil, and ecosystems:
- (b) the maintenance and enhancement of the capacity of people and communities to provide for their own economic, social, and cultural well-being and for the reasonably foreseeable needs of future generations.

Activities anticipated within the General Industrial and Port zones include those that involve hazardous substances and to which the HSNO Act will apply. Previously, territorial authorities also had a function under the RMA to control any actual or potential effects of the use, development, or protection of land, including for the purposes of *"the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances"*. However, this specific function has been removed through amendments to the RMA. Therefore, the HSNO Act, not the RMA manages the adverse effects associated with hazardous substances. However, at a broader level, the District Plan manages where activities are located, taking into account the range of effects they may generate, how these relate to the surrounding environment and the sensitivity of some land uses to others.

3. Resource Management Issue Analysis

3.1 Background

There are three key issues related to the Industrial Chapter, as identified in Section 2.1 above and expanded on below.

The **first issue** is that the district's industrial areas are being used for a range of non-industrial activities. There are few limitations in the Operative District Plan on the district's industrial areas being used for non-industrial activities. This raises the potential for activities to establish in the industrial area that are sensitive to the types of activities undertaken in such areas, and which are likely to result in reverse sensitivity effects. This approach is not consistent with SD-DI-O1 and SD-DI-O2 in terms of ensuring that the land and resources associated with industrial areas are used efficiently and in a way that encourages sustainable economic growth and minimises potential for reverse sensitivity. In relation to the Port Zone, this also does not align with SD-IR-O1 which seeks that Strategic Infrastructure and Regionally Significant Infrastructure are protected from incompatible development and reverse sensitivity effects. This is also inconsistent with the broader direction in the CRPS to avoid or mitigate reverse sensitivity effects and conflicts between incompatible activities, and the specific direction in relation to air discharges, that district plan provisions ensure that activities discharging contaminants to air are appropriately located and that provision is made to protect established activities from reverse sensitivity effects.

The potential for commercial activities to be located within industrial areas also has the potential to undermine the economic efficiency of the commercial network within the District and the viability and vibrancy of town centres. This, in turn, is inconsistent with the direction in the CRPS to primarily direct new commercial activities to Key Activity Centres and neighbourhood centres, and not locate to them within industrial areas. The potential for commercial activities to be located within industrial areas could also hinder the achievement of SD-DI-O5, as it does not align with reinforcing the anticipated role of existing centres within the Activity Centre Network as the preferred location for shopping, leisure, cultural, entertainment and social interaction experiences. It also risks growth that may not align with the network of townships hierarchy in Selwyn 2031.

The **second issue** is that activities within industrial areas can generate a range of effects that are often greater in character and intensity than other urban activities. These are likely to include increased nuisance effects such as noise, odour, traffic and the presence of hazardous substances. While these effects are generally anticipated within an industrial zone, there is the potential for effects to extend beyond the zone boundary and adversely impact the amenity of neighbouring properties. Given the nature of activities within industrial areas, built development in these areas is also likely to be of a large scale. Again, while this is anticipated within the zone, it can adversely impact the amenity of neighbouring properties and dominate the public realm. The direction in the CRPS is for development to be located and designed to avoid conflicts between incompatible activities.

The **third issue** is that the Midland Port and Metroport sites are important infrastructure that need to be able to continue to operate efficiently and effectively. Currently, the Business 2A provisions applying to these sites are not specifically targeted to their activities, with the existing operations currently provided for by a combination of existing resource consents and the operative Business 2A zone provisions. Compared to other industrial and business activities, Inland Port operations are more singular in terms of their purpose, have very specific environmental considerations associated with their operations, such as reliance on rail and road infrastructure and multi-level container stacking, and an inability to internalise all noise and amenity effects. Such operations are also specifically notated in the CRPS as Strategic Infrastructure which requires greater recognition and protection given the importance to local, regional and national economic well-being. SD-IR-O1 and SD-IR-O2 also seek that important infrastructure and their benefits are recognised and appropriately enabled.

3.2 Evidence Base - Research, Consultation, Information and Analysis undertaken

Research

The Council has reviewed the current District Plan, commissioned technical advice, obtained assistance from various internal and external experts and utilised this, along with internal workshops and community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. This advice includes the following:

Title	Selwyn Business Zone Policy Assessment
Author	Tim Heath & Phil Osborne (Property Economics)
Brief Synopsis	<p>Provides an assessment of the Business 1 and Business 2 zones within the District, as they relate to the commercial centre network, to consider the suite of planning policies that are appropriate to deliver an economically efficient network, and appropriately manage potential economic effects of future commercial development, in the context of the RMA and the envisaged role and function of each centre identified in the Selwyn 2031. It identifies the role and function of each centre, and how they interrelate, and recommends that the District Plan include strong policy provisions that ensure that the role, function and viability of higher order centres are not undermined by new commercial development.</p> <p>In relation to industrial land, the report recommends that the Industrial Zone enable all industrial activity to be developed and restrict the potential for non-industrial uses.</p>
Conclusion	Within the Industrial Zone, industrial activity should be enabled and the potential for non-industrial uses restricted.
Link to Document	https://www.selwyn.govt.nz/_data/assets/pdf_file/0011/279371/BS004-Selwyn-Centre-Policy-Assessment.pdf
Title	BS002 – Business Interface
Author	Jonathan Clease (Planz Consultants)
Brief Synopsis	<p>This report considers the issues resulting from, and management of, interfaces between commercial and industrial areas with more sensitive residential or rural zones, and amenity-related matters where mixed use is provided for in commercial zones. It reviews the current Operative District Plan provisions applying to interfaces between industrial zoned sites with Residential and Rural zones and considers on-the-ground outcomes.</p> <p>It identifies that Business 2 zones generally reflect long-established industrial locations, with the more recently established Business 2A and Business 2B zones having been purposefully located away from residential areas, and with site-specific rules managing interfaces with adjoining zones. It concludes that the streetscape</p>

	amenity of Business 2 zoned land is generally poor, noting that a number of these zones are not yet fully developed.
Conclusion	The report makes several recommendations for how the interface of industrial zones and other areas, particularly residential areas, can be better managed.
Link to Document	https://www.selwyn.govt.nz/_data/assets/pdf_file/0008/279296/BS002.pdf
Title	Planning Analysis – Planning options for providing for LFR activity at the Business 2A zone (BS007)
Author	Michael Rachlin (Selwyn District Council)
Brief Synopsis	This report considers the appropriateness and efficiency and effectiveness of the planning provisions applicable to an area of land within Rolleston developed for trade and large format retail activities. It identifies that there is a tension between the enabling rule package providing for large format retail and trade activities and the policy direction in the District Plan applicable to the site, namely the retention of the underlying industrial (Business 2A) zoning and associated policy framework still apply to the site.
Conclusion	The report recommends that the range and scale of activities provided in the Operative District Plan provisions are retained, and that the policy framework and some specific rules and definitions are reviewed.
Link to Document	https://www.selwyn.govt.nz/_data/assets/pdf_file/0004/279301/Planning-Analysis-Large-Format-Retail-and-Trade-Retail-Centre-at-Business-2A-zone.pdf
Title	Preferred Option Report for the Development of the Business Zone Framework
Author	Paula Hunter (Stantec New Zealand)
Brief Synopsis	Contains the preferred options for the zoning framework to replace the existing business (commercial and industrial) zones in the District Plan. It identifies: issues with the existing business zone types and distribution; how higher order documents seek to manage business activities in towns and settlements; criteria to evaluate the options; options for the zoning framework in relation to the draft National Planning Standards; and an evaluation of options.
Conclusion	The report recommends what zones should be included in the business zone framework. The recommended zones also include additional options depending on the outcomes of the National Planning Standards.
Link to Document	https://www.selwyn.govt.nz/_data/assets/pdf_file/0005/281966/Preferred-Option-Report-BS202.pdf
Title	Preferred Option Report for Interfaces with Non-Business Zones and Achievement of Urban Design Best Practice in Town Centres
Author	Andrew Cumberpatch (Stantec New Zealand)

Brief Synopsis	Contains the preferred options for managing activities in business zones in relation to interfaces with non-business zones and urban design in town centres. It builds on baseline reports BS002 and BS003 and a further assessment undertaken by the Council's Senior Urban Designer.
Conclusion	The preferred option includes strengthening the existing range of built form standards applying to industrial zones to better manage the interface of these industrial areas with more sensitive zones and reflects the recommendations in BS002.
Link to Document	https://www.selwyn.govt.nz/_data/assets/pdf_file/0004/281965/Preferred-Option-Report-BS203-FINAL.pdf

This information has been used to inform the District Plan Review and this s32 evaluation.

Consultation and Engagement

Through the development of the proposed provisions, the Council undertook the following consultation and engagement specifically on this matter:

- Consultation with landowners, partners and the general public in August and September 2018 regarding the preferred option for the management of areas where business and non-business-zoned areas meet, and urban design in commercial and industrial zones. All parties were generally supportive of the preferred approach.
- Consultation with landowners, partners and the general public in August and September 2018 regarding the preferred option for the Business Zone framework,. All parties were supportive of the preferred approach of aligning the Business Zone Framework with the proposed National Planning Standard, in a manner that recognises the Township Hierarchy in the Selwyn 2031 District Development Strategy.
- Industry stakeholders were provided with an opportunity to comment on the draft preferred option reports for the Development of the Business Zone Framework, including the 'Are we on the right track' summary document. LPC provided substantial feedback endorsing the application of a Special Purpose Port zone to their operational area at Midland Port, the need to insert provisions that recognise Port interests, and to provide for mechanisms (such as operational noise contours) to prevent noise-sensitive activities from establishing proximate to operational Port areas.
- Consultation with Environment Canterbury on draft provisions and a draft section 32 assessment in February 2019 which have been considered and resulted in minor amendments.

RMA First Schedule Consultation

The RMA requires councils to undertake pre-notification consultation with those parties identified in Schedule 1, clause 3, during the preparation of a proposed district plan. These parties include:

- the Minister for the Environment;

- those other Ministers of the Crown who may be affected by the proposed plan;
- local authorities who may be so affected; and
- the tangata whenua of the area who may be so affected, through iwi authorities.

As a result of this consultation, written feedback was received from Christchurch City Council, Environment Canterbury and Department of Conservation. An overview of their feedback and a summary of recommended amendments to draft provisions is contained in a report that was presented to the District Plan Committee on 18 March 2019, as per details below.

Title	First Schedule Consultation (March 2019)
Authors	Justine Ashley, District Plan Review Project Lead, with input from Topic Leads, Selwyn District Council
Brief Synopsis	This report provides a summary of the pre-notification feedback received from RMA First Schedule consultation on the draft Proposed District Plan provisions and the subsequent amendments recommended by Topic Leads.
Link to Document	https://www.selwyn.govt.nz/_data/assets/pdf_file/0008/352196/First-Schedule-Consultation-Report-to-DPC.pdf

Iwi Authority Advice

Clause 4A of Schedule 1 of the RMA sets out the specific requirements for local authorities to consult with iwi authorities before notifying a proposed plan and to have particular regard to any advice received from those iwi authorities. Access to the draft ePlan and Planning Maps was provided to the iwi authority (Te Rūnanga o Ngāi Tahu) on 17 December 2019 and feedback was invited until 28 February 2020. While no formal response was received from the iwi authority during this pre-notification consultation period, Te Rūnanga o Ngāi Tahu had previously indicated that they were satisfied that Mahaanui Kurataiao Limited were providing the necessary input into draft provisions on behalf of Te Taumutu Rūnanga and Ngāi Tūāhuriri Rūnanga. In addition, the detailed feedback that has been provided by Te Taumutu Rūnanga Advisory Group is also acknowledged in this context.

3.3 Operative District Plan Provisions

The Operative District Plan provides for industrial activities through the Business 2, Business 2A and Business 2B zones. The largest area of industrial-zoned land is located to the north of Rolleston, which comprises the Business 2A Zone, as well as a portion of Business 2 land. The Business 2B zone is located in Lincoln, south of the university, and is currently vacant land yet to be developed. There are Business 2-zoned areas of land located within Coalgate, Darfield, Doyleston, Dunsandel, Leeston and Southbridge which contain long-established industrial activities. In some of these locations, the zoned area includes land that is yet to be developed (vacant) or currently contains other activities (for example, historic residential activities).

The objective and policy framework applicable to the Business 2/2A/2B zones includes provisions broadly relating to townships, seeking that these are pleasant places to live and work in (Objectives B3.4.1), a variety of activities are provided for that maintain the character and amenity values of the relevant zone (Objective B3.4.2), and that reverse sensitivity effects are avoided (Objective B3.4.3). The policy relating specifically to the Business 2/2A/2B zones is Policy B3.4.6, which reads:

- (a) To provide Business 2 and 2B Zones with few requirements for aesthetic or amenity values, but which have sufficient provisions: to safeguard people's health and well-being and to avoid pollution of natural resources or potential 'reverse sensitivity' effects.*
- (b) To provide a Business 2A Zone which can cater for business activities requiring large footprint buildings and/or sites but which have sufficient provisions to safeguard people's health and well-being and avoid pollution of natural resources or potential 'reverse sensitivity' effects.*

As described in the Overview Report, the Operative District Plan is largely an effects based plan and under the current Business 2 and 2A Zone framework, standards are used to determine what is appropriate based on the character and amenity values that the community seeks to protect, as opposed to listing activities that are permitted, or are subject to some type of consent application (although there are some exceptions). Provided an activity can meet the required standards, generally there is no reason to preclude it from a particular zone, even though that particular activity is not generally associated with it.

As such, in the Business 2 and Business 2A zones, any activity is permitted, unless it is specifically identified otherwise. In the Business 2A Zone, this includes a range of industrial activities being specifically identified as controlled activities (for example meat processing, cement manufacture and various types of manufacturing), and subject to consideration of nuisance effects. In both the Business 2 and Business 2A zones, dwellings are limited to those for custodial purposes as a controlled activity, and various activities are also identified as discretionary, including activities requiring an offensive trade license, visitor accommodation and hospitality activities. In addition, scrap yards, tannery, fellmongering or hide curing, wool scouring or washing are also specifically discretionary activities within the Business 2A Zone.

In the Business 2B Zone, activities are only permitted if they are specifically listed. This includes any industry or goods storage that is not an offensive trade, and a range of trade or yard-based retailing activities and equipment hire. Non-specified activities require a discretionary activity consent.

In all three zones, mining or quarrying, correction facilities and treatment or disposal of solid or liquid waste delivered or conveyed onto the site are non-complying activities.

Within the Business 2A zone, there are some restrictions on the type and level of retailing and related commercial activities provided for, generally limiting this to ancillary retail, ancillary offices, trade suppliers, service stations, and food and beverage outlets. In addition, there are some site-specific provisions for an identified area located at the north-east corner of Jones and Hoskyns Road, to allow for large format retail and trade retail up to specified thresholds, and additional provisions for food and beverage outlets.

The rule framework applicable to the Business 2, 2A and 2B zones includes provisions aimed at providing for the functional requirements of industry, while managing effects at the interface with more sensitive zones. These includes controls relating to landscaping, heights, recession planes, setbacks and screening. Within the Business 2A and 2B zones, these include some site-specific landscaping controls relating to both internal boundaries with other zones and well as road boundary treatment.

With specific regard to the inland ports, the height limit of 15m for buildings and 25m for structures limits the provision of container stacks to no more than five containers high, as the definition of buildings is considered to capture containers due to their size.¹ The operative provisions relating to height also do not differentiate between permanent fixed structures and structures like containers, where container storage is somewhat transient, with the height of individual stacks being subject to change as loading and unloading occurs throughout the site.

3.4 Analysis of best practice – how other councils are addressing the same issue

A review of current practice in respect of how the interface between business zones and other zones has been undertaken, together with a review of the following District Plans:

- Christchurch, Waimakariri and Ashburton

These plans were chosen to determine whether the Operative District Plan is significantly out of step with that of neighbouring councils. The details of the review are contained in BS002 – Business Interface. In summary, the findings of the review are:

- The Operative District Plan’s approach to managing the interface between industrial and residential land is not significantly out of step with that of other councils, with all plans requiring compliance with recession plane performance standards along residential zone boundaries and all having a 15m building height limit.
- Unlike other plans, the Operative District Plan does not have a requirement for landscaping internal boundaries adjoining a residential zone or road boundary.

In relation to the inland port, a review of current practice in respect of this matter is limited, as Inland Ports in New Zealand are a relatively recent development. However, the Ruakura Inland Port, Hamilton (485ha) does provide such a template and there are examples of specific zones for ports that have a coastal location. Therefore, a review of the following District Plans has been undertaken:

- Hamilton District Plan – Ruakura; Christchurch District Plan – Port of Lyttelton; Dunedin District Plan – Port Chalmers; and Tauranga City Plan – Port of Tauranga.

For the coastal ports at Port Chalmers, Lyttelton and Tauranga a bespoke Port zone has been provided to enable and recognise Port activities, as well as seek to avoid noise sensitive activities from establishing proximate to Port operations. In terms of activities, these zones generally provide for a range of permitted activities, including ‘port activities’ which incorporates loading, unloading and storage of cargo;

¹ The definition of building under the Operative District Plan includes any structure, whether permanent, moveable or immovable. While an exclusion is provided for structures less than 10m² in area and 2m in height, the containers are typically 2.44m(w) x 6.1m(l)x 2.6m(h) and therefore exceed this.

ancillary activities associated with the operation of the facilities; as well as industrial activities. Residential activities are restricted through a non-complying activity status. In terms of height limits:

- Port Chalmers and Port of Tauranga: Containers are not exempt from height limits, but these are generally set in operational areas at 30m and 25m respectively;
- Lyttelton Port of Christchurch: Quayside and container cranes, lighting towers and container storage (except containers located within Height Area C – foreshore adjoining Lyttelton Town Centre) have no height limits.
- For the inland port at Ruakura, a specific ‘Ruakura Logistics Zone’ is provided. The Purpose of the zone is to provide for the establishment of an ‘Inland Port’ (Sub Area A) and an adjoining logistics area (Sub Area B). The attributes of the area include its connections to adjoining supporting infrastructure including the existing rail infrastructure and the Waikato Expressway, allowing it to be intermodal. The zone seeks to provide for inland port and logistics activities, while addressing the adverse effects of these activities. In terms of activities, logistics activities and logistics and freight-handling infrastructure are generally provided for as permitted activities in Sub Area B, while freight-handling activities and logistics and freight-handling infrastructure are provided for as restricted discretionary activities within Sub Area A.
- In terms of height, building heights are restricted at 20m, but container stacking within Sub Area A has a higher height limits of 25m (Rule 10.4.5(d)).

3.5 Summary of the Issues Analysis

The analysis set out above has shown that the district’s industrial areas being used for a range of non-industrial activities, with only limited restrictions on retail activities within more recently-zoned industrial areas (Business 2A and 2B) zones. This allows for both the potential for commercial activities to locate within the industrial zone and undermine the economic efficiency of the commercial network within the District and the viability, vibrancy and role of town centres, as well as the potential for more sensitive activities to locate within the zone, giving rise to reverse sensitivity effects. This does not give effect to the relevant direction in the CRPS, nor align with aspects of the Strategic Objectives.

The analysis has also shown that while the Operative District Plan provides for the functional requirements of industrial and other related activities, the nature and scale of the effects associated with activities is greater than those in other urban areas, and there is the potential for these effects to extend beyond the site and adversely impact the amenity of neighbouring properties and dominate the public realm. Specific consideration of the management of the interface between industrial and more sensitive zones has identified several additional controls that would strengthen the provisions and better manage effects at these interfaces.

In relation to the inland port sites, it has been identified that while the current Business 2A provisions provide for a range of activities, the objective and policy framework applying to them is not specific, and the rules in some cases do not appropriately recognise the operational nature of these activities. There are also no provisions that specifically reflect their status as Regionally Significant/Strategic Infrastructure under the CRPS. The approach taken in other districts is to specifically recognise port activities with their

own zoning, with the policy and rule framework targeted to the nature of activities anticipated under such a zoning.

4. Scale and Significance Evaluation

The level of detail undertaken for the evaluation of the Proposed District Plan provisions has been determined by an assessment of the scale and significance of the implementation of these provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions. In making this assessment regard has been had to the following:

	Low	Low-Moderate	Moderate	Moderate-High	High
Degree of change from the Operative Plan			✓		
Effects on matters of national importance (s6 RMA)	✓				
Scale of effects – geographically (local, district wide, regional, national)		✓			
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)			✓		
Scale of effects on those with particular interests, e.g. Tangata Whenua	✓				
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	✓				

Likelihood of increased costs or restrictions on individuals, businesses or communities.		✓			
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The level of detail of analysis in this report is low-moderate. The provisions addressed in this topic are limited to those which apply within the identified General Industrial Zone and Port Zone and which are existing industrial-based areas of land within the district’s townships. The provisions do not relate to any matters of national importance set out in section 6 of the RMA. The activities undertaken in these areas are an important component of the District’s existing business operations, and contribute to the district, regional and national economy.

However, the nature and scale of activities located within industrial zones tend to have greater adverse effects than other urban activities and therefore have the potential to affect the environment beyond the industrial zone itself. To address the identified issues, the provisions result, in some instances, in greater restrictions being applied within the General Industrial Zone than those in the Operative District Plan. This includes limitations on the types of activities that are permitted within the General Industrial Zone and Port Zone, particularly in relation to commercial and residential activities, with the additional policy direction and control over commercial activities directed within the CRPS. Additional built form requirements are also proposed to better manage the interface between industrial areas and adjoining, more sensitive land uses. Conversely, the Port Zone provisions include an increased permitted height limit.

There is likely to be some increase in costs to landowners within these areas associated with greater controls at interfaces with more sensitive zones, as well as lost opportunity costs resulting from increased limitations on activities. However, these do not alter the main focus of these zones from that currently anticipated and the costs to the environment, and particularly effects on neighbouring properties could also be high if activities are not appropriately managed.

5. Evaluation of Proposed Objectives

5.1 Introduction

This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the Act.

5.2 Strategic Objectives

The following objectives from the Strategic Objectives chapter of the Proposed District Plan are relevant to this topic:

- **SD-DI-O1: Sensational Selwyn**

Selwyn is an attractive and pleasant place to live, work, and visit, where development:

1. takes into account the character of individual communities;

2. is well-connected, safe, accessible and resilient; and
3. enhances environmental, economic, cultural and social outcomes for the benefit of the entire district

- **SD-DI-O2: District Well-being and Prosperity**

Selwyn’s prosperous economy is supported through the efficient use of land, resources and infrastructure, while ensuring existing activities are protected from incompatible activities

- **SD-DI-O5: Vibrant and Viable Centres**

Selwyn’s hierarchy of activity centres are the preferred location for shopping, leisure, cultural, entertainment and social interaction experiences in accordance with their anticipated role within the Activity Centre Network.

- **SD-IR-O1: Community Needs**

The important infrastructure needs of the community are fulfilled and protected.

- **SD-IR-O2: Effects of Important Infrastructure**

The development, upgrade, maintenance and operation of all is enabled in a way that minimises adverse effects, while having regard to the practical constraints and the logistical and technical practicalities associated with infrastructure.

The proposed objectives for the General Industrial Zone and Port Zone chapters are to achieve these Strategic Objectives.

5.3 Zone Structure

Any Business 2 zoned land located within townships outside of Rolleston and Lincoln will be replaced by the General Industrial Zone. The current portion of Business 2 zoned land within Rolleston will also become General Industrial.

Rolleston Township will be zoned General Industrial and will also be identified as the Rolleston Industrial Precinct. The eastern-most portion of the current Business 2A zone that is used as the Inland Port will be replaced with the Port Zone. A portion of Business 2A land located on the north-east corner of Jones Road and Hoskyns Road will be replaced with a Large Format Retail Zone. The provisions relating to the latter zone are considered in the Commercial and Mixed Use Zones section 32 report.

The Business 2B zoning within Lincoln will be zoned General Industrial and will also be identified as the Lincoln Industrial Precinct.

The following table provides a summary of changes in zoning:

Operative Plan Zone	Proposed Plan Zone
Business 2	General Industrial Zone (GIZ)
Business 2A (Rolleston only)	General Industrial Zone (GIZ) and subject to Rolleston industrial Precinct Large Format Retail Zone (LFRZ)

	Port Zone (PORTZ)
Business 2B (Lincoln only)	General Industrial Zone (GIZ) and subject to Lincoln Industrial Precinct

5.4 Evaluation of Proposed Objectives

General Policy Direction Options and Recommendations	
<ol style="list-style-type: none"> Option 1 (Status Quo) – Retain the existing objectives, policies, rules and assessment matters, and retain the current Business 2, 2A and 2B zones. Option 2 – Combine the existing Business 2, 2A and 2B zones into one General Industrial Zone, while retaining precincts applying to Lincoln and part of the existing Rolleston industrial area. Zone the inland ports as a Port zone, and include a specific chapter for this zone within the District Plan, including specific objectives, policies and rules. Better define the specific function and character of both the General Industrial Zone and the Port Zone and the types of activities anticipated within each zone; and amend the current provisions to improve the management of interfaces with more sensitive zones and the public realm. Option 3 – Separate current industrial areas into different industrial zones (for example a Light Industrial Zone for areas outside of Lincoln and Rolleston and a Heavy Industrial Zone for Lincoln and Rolleston) Option 4 – Include the inland ports within the General Industrial Zone. 	
<p>Option 2 is the preferred option. It is considered most likely to address the key resource management issues identified in Sections 2 and 3 above and give effect to the relevant statutory planning documents and the Strategic Objectives. It is based on technical assessments undertaken for the Council which evaluated the appropriateness of the existing provisions and identified areas where changes or strengthening of the existing provisions are required.</p>	
<p>Option 3 was not preferred because while there are specific rules related to all or parts of the Rolleston and Lincoln General Industrial Zones, these are more focussed on managing the specific interfaces between those areas and the surrounding environment, rather than distinguishing the type of industrial character expected within these areas. As such, using a precinct to apply site-specific rules is considered more appropriate than using multiple zones.</p>	
<p>Option 4 was not preferred because it would not appropriately recognise and provide for the operation and ongoing development of port activities as Important Infrastructure and would not provide more specific guidance on the activities and outcomes sought within this part of the industrial area.</p>	
Objective Most Appropriate Way to Achieve the Purpose of the RMA	
Option 1 (Status Quo) – Current Objectives	Summary of Evaluation
The Operative District Plan does not include any objectives that are specific to industrial areas. Rather,	The existing objectives are very general in their application, and do not provide a clear direction of what is to be achieved, including for Inland Port activities.

<p>it contains provisions relating to townships broadly, seeking that these are pleasant places to live and work in (B3.4.1), a variety of activities are provided for that maintain the character and amenity values of the relevant zone (B3.4.2) and that reverse sensitivity effects between activities are avoided (B3.4.3). As such, the status quo does not provide clear direction that distinguishes the outcomes sought for the industrial areas from the broader outcomes sought across the district's townships as a whole, nor does it provide any specific direction in relation to the inland port area.</p>	<p>The current approach is not preferred, as it does not address the identified issue that the district's industrial areas being used for a range of non-industrial activities. It also does not recognise the roles of the ports as important infrastructure. The status quo approach only gives limited effect to the CRPS direction to avoid conflicts between incompatible activities, and does not clearly identify what business activities are appropriate within each industrial area. This approach also does not give clear effect, at an objective level, to the direction in the CRPS (relating to those areas of the District within Greater Christchurch) to primarily use existing industrial areas for that purpose and not for new commercial activities. Similarly, it does not reflect or give appropriate and specific statutory recognition to the identification of Port Infrastructure (inclusive of Inland Port operations) as Strategic (Chapter 6) and Regionally Significant (Chapter 5, CRPS) Infrastructure.</p>
<p>Proposed Objective</p>	<p>Summary of Evaluation (relevance, usefulness, achievability, reasonableness)</p>
<p>GIZ-O1 The General Industrial Zone contains a range of industrial and other compatible activities, as well as activities that support the functioning of industrial areas.</p> <p>GIZ-O3 The scale and proportion of buildings and spaces reflect the character of the industrial zone and the requirements of the activities operating within the zone.</p> <p>PORTZ-O3 The scale and proportion of development in the Port zone reflects the operational requirements of port activities operating within the zone.</p>	<p>The objectives are considered the most appropriate way to achieve the purpose of the Act because they:</p> <ul style="list-style-type: none"> • Address the resource management issues identified, particularly by specifying the types of activities which are anticipated within the industrial area, rather than providing for a wider range of activities, and providing greater certainty regarding the role and function of the zone. • Give effect to relevant sections of the RMA, and in particular Section 7(b) in terms of ensuring the efficient use and development of the physical resources that are already established in these industrial areas. • Give effect to the directions in the CRPS to use existing industrial areas primarily for that purpose, rather than as a location for new commercial activities, and to enable business activities in appropriate locations, and encourage business opportunities within urban areas. In particular, it enables appropriate types of business activities within the defined General Industrial Zone area. • Assist with achieving the Strategic Objectives, in terms of ensuring the efficient use of land and resources

	<p>within this zone and supporting a prosperous economy (SD-DI-O1 and SD-DI-O2). Directing industrial activities into the General Industrial Zone will also assist with minimising the potential for reverse sensitivity effects.</p> <ul style="list-style-type: none"> • Reflect technical assessments that have considered how to ensure that centres are economically efficient and can successfully perform their role and function in the market, and in particular the recommendation to enable industrial activities within these areas and restrict non-industrial uses. <p>While it increases the restrictions on the range of activities that can currently be undertaken within the Business 2 and 2A zones, it will not result in unjustifiably high costs on owners of industrial land, because the activities that reflect the core role of this zone will be retained. Restricting the type of commercial activities anticipated within the General Industrial Zone will also assist in concentrating key commercial activities within town centres, which will in turn assist with realising the benefits of viable and vibrant town centres.</p>
<p>GIZ-O2 The amenity values of residential and rural areas adjoining the General Industrial Zone are maintained, while recognising the functional and operational requirements of industrial activities.</p> <p>PORTZ-O2 The adverse environmental effects associated with inland port activities are managed, while recognising both the functional and operational requirements of inland ports.</p>	<p>These objectives are considered the most appropriate way to achieve the purpose of the Act because they:</p> <ul style="list-style-type: none"> • Address the resource management issues identified, particularly by ensuring that adverse effects from activities within industrial zones are appropriately managed in relation to the amenity values of adjoining sites. • Give effect to Part 2 of the RMA, and in particular the requirement to manage resources in a way that avoids, remedies or mitigates adverse effects of those activities on the environment (Section 5(2)(c)) and to maintain and enhance amenity values (Section 7(c)), particularly in terms of the amenity values of surrounding zones. • Assist with achieving the Strategic Objectives, because it aligns with ensuring that Selwyn is an attractive and pleasant place to live, by managing the cross-boundary effects of activities within these zones. (SD-DI-O1). • Reflect technical assessments that have considered how to achieve, through planning mechanisms, acceptable levels of amenity where industrial zones adjoin more sensitive residential or rural zones. • Will not result in unjustifiably high costs on owners of industrial land to achieve, as while they impose some additional restrictions on the use of industrial land and

	<p>additional requirements, these are considered necessary to appropriately manage the effects of activities within the General Industrial and Port Zones and do not unduly constrain development nor limit the ability to use the land for its intended purpose.</p>
<p>PORTZ-O1 Recognise and provide for the strategic importance of inland ports and their contribution to the social and economic wellbeing of the District.</p>	<p>The objective is considered the most appropriate way to achieve the purpose of the Act because it:</p> <ul style="list-style-type: none"> • Addresses the resource management issues identified, particularly by providing a targeted zone and set of outcomes for the Midland Port and Metroport sites, which better recognises their status as important infrastructure. • Gives effect to Part 2 of the RMA. In particular it aligns with: Section 7(b) in terms of ensuring the efficient use and development of the physical resources that are already established in this area. • Aligns with the draft National Planning Standards which provide for the application of a specific zones for ports, and the objective reflects the purpose statement for the zone in the initial guidance to these standards. • Give effects to the CRPS by recognising and providing for the importance of Inland Ports as a specific physical resource and operation that is to be provided for. • Assists with achieving the Strategic Objectives, because it provides for a particular type of industrial activity in an appropriate location, which ensures the efficient use of land, resources and infrastructure that will contribute towards a prosperous economy and enhancement of beneficial outcomes for the District (SD-DI-O1 and SD-DI-O2). It also aligns with recognising the significance and benefits of important infrastructure and enabling its development, upgrade maintenance and operation (SD-IR-O1 and SR-IR-O2). • While it increases the restrictions on the range of activities that can currently be undertaken within the Business 2 and 2A zones, it will not result in unjustifiably high costs on owners of industrial land, because the activities that reflect the core role of this zone will be retained and more explicitly enabled.

5.5 Summary of Evaluation

The above objectives have been selected because they are considered the most appropriate for achieving sustainable management in relation to the District's industrial areas. They address the identified resource management issues, give effect to the relevant statutory requirements, assist with achieving the Strategic Objectives and do not lead to unreasonable costs. The objectives seek to provide clear direction about the nature and role of both the General Industrial Zone and Port Zone and ensure that management of the effects of the activities anticipated within these areas are sufficient to maintain appropriate levels of amenity.

6. Evaluation of Proposed Policies, Rules and Methods

6.1 Introduction

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

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

The proposed provisions relevant to the Industrial Chapter have been assessed in accordance with the following issues:

Issue 1 – The district's industrial areas are being used for a range of non-industrial activities.

Issue 2 - Activities within industrial areas can generate a range of effects that are often greater in character and intensity than other urban activities.

Issue 3 - The Midland Port and Metroport sites are important infrastructure that need to be able to continue to operate efficiently and effectively.

Provisions have been bundled where they are expected to work together to achieve the objective(s). For efficiency, this evaluation focuses on the approach and the policies and rules which implement that approach as a package, rather than a detailed analysis of every provision. How this section is approached in terms of level of detail depends on to what extent the options are departing from the Operative District Plan and the significance of the alternative options.

6.2 Quantification of benefits and costs

Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified.

Given the assessment of the scale and significance of the proposed changes in Section 4 above, it is considered that quantifying costs and benefits would add significant time and cost to the s32 evaluation processes, therefore exact quantification of the benefits and costs in this report was not considered necessary, beneficial or practicable. Rather, this report identifies where there may be additional cost(s).

6.3 Policies and rules relating to the district’s industrial areas being used for a range of non-industrial activities

Provisions (Policy, Rule, Method) Most Appropriate Way to Achieve the Objectives
<p>Relevant objective(s):</p> <p>SD-DI-O1: Sensational Selwyn</p> <p>Selwyn is an attractive and pleasant place to live, work, and visit, where development:</p> <ol style="list-style-type: none"> 1. takes into account the character of individual communities; 2. is well-connected, safe, accessible and resilient; and 3. enhances environmental, economic, cultural and social outcomes for the benefit of the entire district <p>SD-DI-O2: District Well-being and Prosperity</p> <p>Selwyn’s prosperous economy is supported through the efficient use of land, resources and infrastructure, while ensuring existing activities are protected from incompatible activities</p> <p>SD-DI-O5: Vibrant and Viable Centres</p> <p>Selwyn’s hierarchy of activity centres are the preferred location for shopping, leisure, cultural, entertainment and social interaction experiences in accordance with their anticipated role within the Activity Centre Network.</p> <p>GIZ–O1: The General Industrial Zone contains a range of industrial and other compatible activities, as well as activities that support the functioning of industrial areas.</p> <p>GIZ–O3: The scale and proportion of buildings and spaces reflect the character of the industrial zone and the requirements of the activities operating within the zone.</p> <p>PORTZ–O3: The scale and proportion of development in the Port zone reflects the operational requirements of port activities operating within the zone.</p> <p>Summary of the proposed policies, rules, definitions and assessment matters that give effect to the objective(s) relevant to this topic:</p> <ul style="list-style-type: none"> • Policies GIZ–P1 to GIZ-P4 which provide direction of the types of activities that are anticipated within the General Industrial Zone and those which are not. • Rules that manage the types of activities within the General Industrial Zone, including: permitting specifically identified activities within the zone, while limiting those not specifically identified; and identifying activities that are considered unlikely to meet the policy direction, as non-complying. • Rules that require consent (controlled or discretionary) for specific activities within the Rolleston Industrial Precinct. • Definitions for ‘Industrial activities’. • Zones on the Planning Maps that identify where land is zoned General Industrial, and precincts that identify specific areas within the Rolleston and Lincoln townships where particular controls apply.

Appendix 1 sets out the linkages between all provisions in the General Industrial Chapter.

Efficiency and Effectiveness

Benefits	Costs
<p>Environmental: Directing industrial and other similar activities to defined areas will ensure that the effects associated with these activities are contained within areas that are either separated or screened from more sensitive activities. Limiting activities that are likely to be incompatible with those anticipated in the General Industrial Zone will minimise the likelihood of reverse sensitivity effects arising. Limiting commercial activities to those which are not likely to adversely affect the role, function and vitality of town centres will result in environmental benefits in those centres, for example, increased amenity resulting from well-performing centres.</p>	<p>Environmental: The types of activities provided for within the General Industrial Zone are those which are often more noxious in character and of higher intensity than other urban activities. As such, the activities can have adverse effects on the environment if they are not appropriately managed.</p>
<p>Economic: Providing for industrial and other related activities within the district provides for economic growth and creates employment opportunities. Providing for these activities within the district will also assist in encouraging self-sufficiency at a district-wide level. This is also more efficient in that it better utilises investment in industrial-grade services, such as road formation and 3-waters systems. The policy and rule framework provides certainty for landowners regarding the types of activities that are anticipated in the zone which will assist with planning and investment decisions. Limiting commercial activities will assist with ensuring that these are primarily located within commercial zones, in turn helping these centres become more economically efficient and perform successfully, which will result in a number of economic benefits. This is also necessary to give effect to the CRPS policies concerning the function of industrial areas in the Greater Christchurch area and the</p>	<p>Economic: The policy and rule framework will in many cases result in increased controls on the particular types of activities that can be located within the General Industrial Zone. While the overall outcomes sought to be achieved will have wider economic benefits, the increased controls may limit the direct economic benefits for some landowners compared to that which they currently might potentially obtain under the current more permissive provisions for commercial activity.</p>

sustainable economic development of business activities.	
Social: Limiting commercial activities within the General Industrial zone will assist with ensuring the vibrancy and vitality of town centres are retained.	Social: None identified.
Cultural: None identified	Cultural: None identified
Summary of Efficiency Assessment	
There are a number of environmental and economic benefits associated with providing clear direction for industrial areas. Potential environmental costs can be avoided or minimised through appropriate management of activities within the General Industrial Zone. The anticipated benefits will outweigh any more localised economic costs resulting from greater restrictions on specific activities.	
Effectiveness Assessment	
The proposed provisions are considered to be the most effective means of achieving the objective(s) as together they will:	
<ul style="list-style-type: none"> • give effect to the CRPS (as it applies across the whole district) to enable business activities in appropriate locations, and to locate and design development so that it functions in a way that encourages sustainable economic development. They will also give effect to the direction in the CRPS that applies to the Greater Christchurch area, in terms of using existing industrial areas primarily for that purpose, and not for new commercial activities. • enable the Council to fulfil its statutory obligations, including ensuring the efficient use and development of the existing physical resources within the district's industrial areas. • avoid reverse sensitivity effects on existing industrial activities and assist in ensuring that potential adverse effects on the function, viability and vitality of town centres are managed appropriately by restricting commercial activities within the General Industrial Zone. • enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner. • assist in achieving the relevant Strategic Directions, through enabling industrial activities in appropriate locations that ensure the efficient use of land, resources and infrastructure and which will contribute towards a prosperous economy. 	
Options less or not as appropriate to achieve the objective(s)	
Option 1: Status quo The objective and policy framework applicable to the Business 2, 2A and 2B zones includes provisions broadly relating to townships, seeking that a variety of activities are provided for that maintain the character and amenity values of the relevant zone and that reverse sensitivity effects are avoided. In the Business 2 and Business 2A zones, any activity is permitted, unless it is specifically identified	Appropriateness The current provisions are not considered the most appropriate way in which to achieve the objectives because they do not address the resource management issue identified nor give effect to the direction in the CRPS relating to industrial areas, particularly as it applies to areas within Greater Christchurch.

<p>otherwise. Some activities specifically require a resource consent, particularly where they might have nuisance effects or result in reverse sensitivity effects. In the Business 2B Zone a range of trade or yard-based retailing activities are permitted. Non-specified activities require a discretionary activity consent. In all three zones, mining or quarrying, correction facilities and treatment or disposal of solid or liquid waste delivered or conveyed onto the site are non-complying activities.</p> <p>Within the Business 2A zone only, there are some restrictions on the type and level of retailing and related commercial activities provided for. Within the Business 2A zone, any commercial activity that does not fall within the permitted activity list would also require consent. In the Business 2 Zone, there are no restrictions on commercial activities being established.</p>	<p>In general, the current provisions do not provide clear direction about the role, function and character of industrial areas to assist with decision-making. In relation to commercial activities within industrial areas, under the current provisions there is a risk of the viability and vibrancy of the existing town centres within the district being undermined, with a consequential decline for the wellbeing of people and communities who rely on these centres for social and economic wellbeing.</p>
<p>Risk of acting or not acting</p>	
<p>The Council has sufficient information to determine the provisions relating to the use of the District's industrial areas. The approach proposed is consistent with the direction in the CRPS, as it relates to those parts of the district within Greater Christchurch and implements the technical advice provided by Property Economics on the role of the district's business areas (both commercial and industrial). It also assists with achieving the outcomes sought in relation to the role and function of the Town Centre Zone. Therefore, there is a low risk of acting in the manner proposed.</p>	

6.4 Policies and rules relating to the effects of activities anticipated within the General Industrial and Port zones

<p>Provisions (Policy, Rule, Method) Most Appropriate Way to Achieve the Objectives</p>
<p>Relevant objective(s):</p> <p>SD-DI-O1: Sensational Selwyn</p> <p>Selwyn is an attractive and pleasant place to live, work, and visit, where development:</p> <ol style="list-style-type: none"> 1. takes into account the character of individual communities; 2. is well-connected, safe, accessible and resilient; and 3. enhances environmental, economic, cultural and social outcomes for the benefit of the entire district <p>SD-DI-O2: District Well-being and Prosperity</p>

Selwyn’s prosperous economy is supported through the efficient use of land, resources and infrastructure, while ensuring existing activities are protected from incompatible activities

GIZ-O2: The amenity values of residential and rural areas adjoining the General Industrial Zone are maintained, while recognising the functional and operational requirements of industrial activities.

PORTZ-O2: The adverse environmental effects associated with inland port activities are managed, while recognising both the functional and operational requirements of inland ports.

Summary of the proposed policies, rules, definitions and assessment matters that give effect to the objective(s) relevant to this issue:

- Policies GIZ-P5 and GIZ-P6, which provide direction on how the adverse effects of activities are to be managed, particularly in relation to the interface with roads, residential and rural areas.
- Policy PORTZ-P4, which directs how adverse effects of activities and development within the Port Zone are to be managed, taking into account the functional and operational requirements of activities as well as the outcomes sought through the rule requirements.
- Rule requirements for establishing landscaping and screening at boundaries adjacent to specified areas, and managing the scale of built form through height and recession plane requirements, and in the case of the Port Zone, a building coverage limit. These include specific controls for each of the Rolleston and Lincoln Precincts.
- In relation to height limits in the Port Zone, the higher height limit of 25m currently applying to structures is provided for any building or structure; except where within 150m of Johns Road or Railway Road where the building height (including containers) is restricted to 15m.
- Assessment matters relating to height, recession planes, setbacks, building coverage and in the Rolleston Industrial Precinct, the existing primary shelterbelt.
- Precincts on Planning Maps that identify specific areas within the Rolleston and Lincoln townships where particular controls apply.

Appendix 1 sets out the linkages between all provisions in the General Industrial Zone and Port Zone chapters.

Efficiency and Effectiveness

Benefits	Costs
<p>Environmental:</p> <p>Potential adverse effects of built development on neighbouring residential and rural properties will be avoided, remedied or mitigated.</p> <p>Amenity values of residential and rural properties will be retained.</p> <p>The controls will ensure the development is appropriate to each township, including retention of controls specific to certain areas that have been introduced through location-specific plan changes.</p>	<p>Environmental:</p> <p>The higher height limits in the Port Zone will increase potential effects on adjoining areas from those provided under the current permitted thresholds.</p>

Specific treatment of boundaries to more sensitive zones will ensure amenity values are maintained.	
<p>Economic:</p> <p>Developers of industrial and port sites, and neighbours in adjoining zones, need certainty about interface issues, so developments can be planned and constructed with certainty and a minimum of delays.</p> <p>Protection of more sensitive sites will ensure the value of those sites is not unduly eroded through inappropriately large or close industrial development.</p> <p>Reduced potential cost of reverse sensitivity effects.</p> <p>Better provides for the operational requirements of port activities.</p>	<p>Economic:</p> <p>The provisions include restrictions on development of industrial-zoned land which will have some implications on development potential for industrial land adjacent to more sensitive zones.</p> <p>The provisions include requirements that will impose additional costs (e.g. landscaping) on those developing or redeveloping industrial land.</p>
<p>Social:</p> <p>Appropriate treatment of interfaces between industrial and residential/rural areas will ensure pleasant living environments are maintained, which will assist in overall increasing the attractiveness of the district as a place to both work and live.</p>	<p>Social:</p> <p>None identified</p>
<p>Cultural:</p> <p>None identified</p>	<p>Cultural:</p> <p>None identified</p>
Summary of Efficiency Assessment	
<p>The environmental benefits resulting from managing effects of activities within the General Industrial and Port zones are considered to outweigh any costs resulting from the restrictions imposed. In particular, the costs arising from the level of restrictions or requirements imposed (above those of the status quo) are not expected to significantly constrain the ability to develop industrial land for its intended purpose nor to conflict with the functional requirements of such activities.</p>	
Effectiveness Assessment	
<p>The proposed provisions are considered to be the most effective means of achieving the objective(s) as together they will:</p> <ul style="list-style-type: none"> • give effect to the CRPS to avoid or mitigate conflicts between incompatible activities and maintain and enhance the sense of identity and character of urban areas. • enable the Council to fulfil its statutory obligations, including ensuring that development of industrial areas occurs in a way that appropriately avoids, remedies or mitigates adverse effects on the surrounding environment (Section 5(2)(c) of the RMA), which in turn ensures the maintenance and enhancement of both amenity values and the quality of the environment (Sections 7(c) and 7(f) of the RMA). 	

- ensure that adverse effects on residential and rural areas that are located adjacent to a General Industrial or Port zone are managed appropriately by controlling development at the interface between the zones.
- assist in achieving the relevant Strategic Objectives, by ensuring that the District’s living environments are attractive and pleasant places to live (SD-DI-O2).
- enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner.

Options less or not as appropriate to achieve the objective(s)

<p>Option 1: Status quo</p> <p>The policy and rule framework applicable to the Business 2, 2A and 2B zones includes controls relating to landscaping, heights, recession planes, setbacks and screening. Within the Business 2A and 2B zones, these include some site-specific landscaping controls relating to both internal boundaries with other zones and well as road boundary treatment.</p>	<p>Appropriateness</p> <p>The current provisions are largely retained in the proposed provisions. However, they are not considered the most appropriate way in which to achieve the objectives because they do not take into account the amendments recommended to better manage the interface between industrial areas and more sensitive zones. These include additional setbacks and landscape treatment for sites adjoining, or across the road from a Residential Zone and additional landscaping for sites adjoining a rural zone (where a site-specific control does not already apply). They also do not address the existing issue of the height limit within the Port Zone being inconsistent with operational requirements.</p>
<p>Option 2: Rationalise the existing controls applying to different sites</p> <p>There are several site-specific controls that apply to different industrial sites or areas. This option would rationalise the controls so that the landscaping or setbacks required at interfaces with roads, residential and rural sites would be the same for any site.</p>	<p>Appropriateness</p> <p>Option 2 is not considered the most appropriate way in which to achieve the objective(s) because the site-specific controls have been imposed taking into account the context of those sites. In most cases, these controls have been determined through plan change processes where the default controls applying to the Business 2 Zone were not adopted. As such, the controls imposed represent the mitigation measures that are considered appropriate to achieve the outcomes sought within that context. In addition, the technical assessments undertaken have recommended that the interface treatment rules for the Business 2A and 2B zones are carried forward.</p>

Risk of acting or not acting

The Council has sufficient information to determine the provisions relating to managing the effects of activities anticipated within the General Industrial and Port zones. As many of the Proposed Plan provisions are largely a continuation of the Operative District Plan provisions, the Council has a good understanding of how these controls operate in practice. The changes proposed relate to identified

shortcomings in the existing rule framework that are intended to better manage the interface between industrial and more sensitive areas, or better recognise the operational requirements within the Port Zone. Therefore, there is a low risk of acting in the manner proposed.

6.5 Policies and rules relating to the provisions applying to the Midland Port and Metroport sites

Provisions (Policy, Rule, Method) Most Appropriate Way to Achieve the Objectives

Relevant objective(s):

SD-DI-O1: Sensational Selwyn

Selwyn is an attractive and pleasant place to live, work, and visit, where development:

1. takes into account the character of individual communities;
2. is well-connected, safe, accessible and resilient; and
3. enhances environmental, economic, cultural and social outcomes for the benefit of the entire district

SD-DI-O2: District Well-being and Prosperity

Selwyn's prosperous economy is supported through the efficient use of land, resources and infrastructure, while ensuring existing activities are protected from incompatible activities

SD-IR-O1: Community Needs

The important infrastructure needs of the community are fulfilled and protected.

SD-IR-O2: Effects of Important Infrastructure

The development, upgrade, maintenance and operation of all is enabled in a way that minimises adverse effects, while having regard to the practical constraints and the logistical and technical practicalities associated with infrastructure.

PORTZ-O1: Recognise and provide for the strategic importance of inland ports and their contribution to the social and economic wellbeing of the District.

PORTZ-O3: The scale and proportion of development in the Port Zone reflect the operational requirements of port activities within the zone.

Summary of the proposed policies, rules, definitions and assessment matters that give effect to the objective(s) relevant to these issues:

- Policies PORTZ-P1 to PORTZ-P4 which provide direction of the types of activities that are anticipated within the Port Zone and those which are not.
- Rules that:
 - permit port and industrial activities.
 - permit non-intensive primary production activities given that these activities are benign, and they provide a temporal use as the full development of the Port zone could be over many years.
 - require a consent process for more noxious industrial activities (scrap yards and tanneries) or any activity not otherwise specified.
 - Identify other commercial activities, residential activities and community and recreational activities as Non-Complying as they are considered unlikely to meet the policy direction.

- Definitions for 'Port Activities', 'Reverse Sensitivity', and 'Important Infrastructure'.
- Zones on the Planning Maps that identify where land is zoned Port Zone.

Appendix 1 sets out the linkages between all provisions in the Port Zone.

Efficiency and Effectiveness

Benefits	Costs
<p>Environmental:</p> <ul style="list-style-type: none"> • Increased certainty in the types of effects that are anticipated from the activities within the Zone. • Targeting logistics and freight handling activities to defined areas will ensure that the effects associated with these activities are contained within areas that are either separated or screened from more sensitive activities. • Limiting activities that are likely to be incompatible with those anticipated in the Port Zone will minimise the likelihood of reverse sensitivity effects arising. • Where resource consents are required, ensures that the potential adverse effects are considered, including effects on amenity. 	<p>Environmental:</p> <ul style="list-style-type: none"> • Diminished amenity in the immediate area as associated with the scale, extent and operation of Inland Port activities (noise generation, bulk and scale of container heights, truck and rail movements).
<p>Economic:</p> <ul style="list-style-type: none"> • Provides clarity and certainty for Port operators as to the nature of development that is anticipated in the Port zone. • Recognises the regional and national importance of Port activities as Important Infrastructure within the District Plan. • Removes the costs associated with additional consent requirements for incremental changes where not provided for by a more generalised business zone. 	<p>Economic:</p> <ul style="list-style-type: none"> • None identified.
<p>Social:</p> <ul style="list-style-type: none"> • None identified. 	<p>Social:</p> <ul style="list-style-type: none"> • None identified.
<p>Cultural:</p> <ul style="list-style-type: none"> • None identified. 	<p>Cultural:</p> <ul style="list-style-type: none"> • None identified.
<p>Summary of Efficiency Assessment</p>	

The environmental and economic benefits of the selected option (Option 2) significantly outweigh the costs. The social and cultural benefits and costs are effectively neutral.

Effectiveness Assessment

The proposed provisions are considered to be the most effective means of achieving the objective(s) as together they will:

- give effect to the CRPS to enable business activities in appropriate locations; to use existing industrial areas primarily for that purpose, and not for new commercial activities; and to maintain the efficient and effective functioning of infrastructure.
- achieve the relevant Strategic Objectives, particularly in terms of providing for specific types of industrial activities in an appropriate location that ensures the efficient use of land, resources and infrastructure (SD-DI-O1 and SD-DI-O2); and recognising the significance and benefits of Important Infrastructure and enabling its development, upgrade, maintenance and operation (SD-IR-O1 and SD-IR-O2).
- align with the purpose of the Port Zone provided for in the National Planning Standards.
- provide certainty to the Port operational agencies and the wider community as to the specific role and function of physical resources and activities undertaken at MetroPort and Midland Port.
- enable the Council to fulfil its statutory obligations, including ensuring the efficient use and development of the existing physical resources within the district’s industrial areas.
- enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner.

Options less or not as appropriate to achieve the objective(s)

Option 1: Status quo

Retain the application of wider industrial zone provisions to the inland port areas.

Appropriateness

The current provisions largely remain silent as to the particular type of freight and logistics operations undertaken on the site(s) and are not considered to provide adequate policy or rule recognition as to regional and national importance of such activities in terms of economic and social wellbeing as required by the CRPS. As such, this option would not be as effective in achieving the objective PORTZ-O1.

The current provisions also do not better achieve SD-IR-O1 and SD-IR-O2.

Risk of acting or not acting

The Council has sufficient information to determine the provisions relating to the proposed Port Zone, as there is a good understanding of the nature and operations of Midland and MetroPort, including but not limited to the issues associated with amenity effects and reverse sensitivity. The approach proposed is consistent with the direction in the CRPS. The risk of not acting is that the District Plan will continue to apply a more generic industrial framework to the existing port operations. That approach provides less certainty to Port operations and is less efficient and effective in terms of providing for Inland Port operations and activities than the proposed approach. Therefore, there is a low risk of acting in the manner proposed.

6.6 Summary of Rules

Building Activities

The table below provides a general summary of the resource consent category allocated to various building activities within each zone.

Rules	General Industrial Zone	Port Zone
Buildings & structures not otherwise listed	PER	PER
Residential unit for security purposes	CON	CON (under Noise Sensitive Activities rule)
Any other residential unit	NC	NC (under Noise Sensitive Activities rule)

Land use Activities

The table below provides a general summary of the resource consent category allocated to various land use activities within each zone.

Activity	General Industrial Zone	Port Zone
Industrial Activity	PER ²	PER
Trade Retail and Trade Supply	PER	NC ³
Automotive Activities	PER	NC ³
Research Activities	PER	NC ³
Residential Activity	PER	CON ⁴
Retail Activity	PER ⁵	NC ³
Food and Beverage	PER ⁶	NC ³
Offices	PER ⁵	NC ³
Community Activities not otherwise listed	NC	NC
Corrections Activities	NC	NC
Visitor Accommodation	NC	NC ³
Commercial not otherwise listed	NC	NC

² Some additional restrictions apply within identified Precincts.

³ Not explicitly listed, but captured by 'Commercial activity that is not otherwise listed in PORTZ-Rule List'

⁴ Where it is for security purposes.

⁵ Permitted status is subject to limitations on maximum size/where ancillary in nature.

⁶ Permitted status is subject to limitations on maximum size.

Any activity that is not otherwise listed in GIZ-Rule List	DIS	DIS
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Limits on type of activities

The proposed provisions include direction and controls on the types of activities within the General Industrial and Port Zones, including identifying those activities which are anticipated within the zone through the use of a permitted activity status. In the General Industrial Zone, these activities generally reflect the activities permitted within the Business 2B Zone. This changes the default activity status for any activity not otherwise specified that currently applies within the Business 2 and 2A zones, from permitted to discretionary. This is intended to provide greater clarity on the type of activities anticipated within the zone, while allowing for other activities to be considered through a consent pathway. In the Port Zone, those activities identified as permitted are those currently located within, and anticipated by, the narrower focus of the zone.

The proposed provisions include policy direction and non-complying activity status for activities that are not generally anticipated within each zone.

Limits on scale of commercial activities

The proposed provisions for the General Industrial Zone include limits on specified commercial activities, including restricting ancillary retail activities to the lesser of 20% of the gross floor area of buildings on any allotment, or 2,000m²; limiting food and beverage outlets to 150m²; and limiting offices to those that are ancillary. These restrictions currently apply within the Business 2A Zone, with retailing in the Business 2B zone limited to retailing of “*goods produced on the site*” and “*cafes/lunchbars*” and offices similarly limited to those which are ancillary to permitted activities only. Extending the proposed restrictions to the whole of the proposed General Industrial Zone reflects recommendations made by Property Economics (2017) to restrict non-industrial activities within industrial areas, and to encourage appropriate commercial activity in centres so as not to undermine the role, function, viability and vitality of existing town centres. It also rationalises the current distinctions between the Business 2A and 2B zones. Given the narrower focus of the Port Zone, commercial activities that do not fall within the definition of ‘port activities’, are not generally anticipated.

Precincts within the Rolleston and Lincoln General Industrial Zone

The proposed provisions largely carry over the site specific rules that apply to the development of the Business 2A (Rolleston) and 2B (Lincoln) zones. While the majority of these relate to specific controls on landscaping and setbacks (discussed further in 6.7 below), there are specific consent requirements for some identified activities within the Business 2A Zone. A discretionary activity status is carried over for scrap yards, however the current controlled activity status for some specified types of industrial activities (Rule 13.1.4), has not been carried over. This is on the basis that the matters of control duplicate other consent processes as they relate to nuisance effects arising from dust, odour, smoke - which are matters controlled by the regional council - and noise, which is addressed through the district-wide noise limits.

The National Planning Standards provide for the use of specific spatial planning tools, including the use of precincts. These are described as areas which are spatially identified and managed with additional place-

based provisions which modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone. Identifying the current Business 2A Zone as the ‘Rolleston Industrial Precinct’ and Business 2B Zone as the ‘Lincoln Industrial Precinct’ allows for the current rule framework, where it is still appropriate, to be carried forward in the Proposed District Plan. It reflects that the rule package relating to each precinct is intended to achieve the overall outcomes sought for the General Industrial Zone, while taking into account the specific context of these two areas, and the additional requirements necessary to achieve these in each case. This also reflects that the ‘Rolleston Industrial Precinct’ and ‘Lincoln Industrial Precinct’ are larger areas of Industrial zoning and that the specific provisions are related to Outline Development Plans developed when the areas were re-zoned for industrial purposes.

6.7 Summary of Rule Requirements

The rule requirements described below cover a range of parameters and provide a summary of changes between the Operative and Proposed District Plans and the reasons for any changes.

Servicing

The Operative District Plan requires that dwellings and principal buildings are connected to a reticulated water supply. The Proposed District Plan extends this to require that sufficient water supply and access to water supplies for firefighting is available to all buildings.

Both the Operative and Proposed District Plans require that dwellings and principal buildings in townships with a reticulated sewage treatment and disposal system connect to that system. In other townships, dwellings must be serviced by on-site effluent treatment and disposal systems.

Height

Operative District Plan (all Business 2 Zones)	General Industrial Zone	Port Zone
15m building 25m structure	15m building 25m structure	15m building or structure (excluding light masts) within 150m of Johns or Railway Road 25m building or structure (remainder of zone)

The only change proposed to height limits from those in the Operative District Plan is within the Port Zone, where it is proposed to increase the height to 25m for all buildings and structures, where they are located 150m or more from Jones or Railway Road. The current 15m height limit for buildings within this area limits container stacks to no more than five containers high, because, due to their size, they are captured by the current definition of a ‘building’. The operative provisions relating to height also do not differentiate between permanent fixed structures and structures like containers, where container storage is somewhat transient, with the height of individual stacks being subject to change as loading and unloading occurs throughout the site. It is therefore considered more appropriate to apply the higher 25m limit to both buildings and structures, where setback from the identified roads. This is also consistent with the height limits applied to specific port zones in other parts of the country.

Height in relation to boundary

In the Operative District Plan this requirement is currently referred to as the ‘recession plane’. The National Planning Standards require a change in terminology, but the boundaries where the requirements apply, as well as the measurements used, remain unchanged between the Operative and Proposed District Plans.

Setbacks

Operative District Plan	Business 2 Zone not otherwise specified	Business 2A Zone	Business 2B Zone	Business 2 Zone south of Jones Road (App 28)	Business 2 Zone south of Jones Road (App 32)
Minimum setback from side boundaries	2m from Living Zone	10m from Rural Zone, or 15m in specified area	3m from Rural Zone 50m from Residential Zone	10m from railway reserve	5m from railway reserve
Road Boundary Setback	2m	10m	5m	2m	2m

Proposed District Plan	General Industrial Zone not otherwise specified	Rolleston Industrial Precinct	Lincoln Industrial Precinct	Port Zone
Minimum setback from side boundaries	3m from Residential Zone 5m from railway reserve	10m from Rural Zone or 15m in specified area	3m from Rural Zone 50m from Residential Zone	10m from Rural Zone
Road Boundary Setback	2m or 3m when opposite a Residential Zone	10m	5m	10m

Generally, the Proposed Plan setback requirements follow those in the Operative District Plan, including the specific standards applying in the Rolleston and Lincoln Industrial precincts (currently the Business 2A and 2B zones). The differing setback requirements for areas south of Jones Road have been combined and rationalised, with a single 5m setback applied to any railway reserve boundary from the General Industrial Zone. A slightly increased setback of 3m from an internal boundary adjoining a Residential

zone, and from road boundaries where located opposite a Residential Zone, is proposed to implement recommendations resulting from an assessment undertaken of business interfaces⁷.

Landscaping

Under the Operative District Plan, there are a range of internal boundary and road boundary landscaping requirements. In general, these have been rolled over into the Proposed Plan, including the specific rules applying within the Business 2A Zone being replicated in the Rolleston Industrial Precinct, and those within the Business 2B Zone being replicated in the Lincoln Industrial Precinct. The following refinements and additions are proposed:

- Outside of the precincts, a new requirement is introduced to require the space between the road boundary and principal building, where the road boundary is opposite a Residential Zone, to be landscaped with 1 tree per 10m of road frontage, as recommended in the assessment undertaken of business interfaces⁸.
- Outside of the precincts, a new requirement is introduced to require a minimum 2m wide landscape strip along the boundary with any Residential zoned site, either through a solid hedge, or 1 tree per 10m of boundary, as recommended in the assessment undertaken of business interfaces⁹.
- A new requirement is introduced to require a minimum 3m wide landscape strip along the boundary with any Rural zoned site (except where superseded by another more specific rule), as recommended in the assessment undertaken of business interfaces¹⁰.
- Specific rules that apply under the Operative District Plan to Business 2 zoned areas in Rolleston adjoining the railway reserve are no longer considered necessary, as they are overly prescriptive and have created difficulties in implementation. As the railway reserve is zoned Rural, it is considered more appropriate to remove these specific requirements and instead apply the general landscaping requirements that apply to any other boundary with a rural site, except that where adjacent to the railway, a lower minimum planting height is provided for which reflects the current height requirements.

Outdoor Storage

The Operative District Plan requirements for screening outdoor storage are proposed to be carried over into the General Industrial Zone. As the rule applies to the road boundary or internal boundary which adjoins a Living or Business 1 zoned site, it is not considered necessary to apply it in the Port Zone, which does not adjoin either of these zones, and where rural and road boundaries are otherwise required to be landscaped.

Impermeable Surfaces and Building Coverage

The Operative District Plan includes restrictions on impermeable surfaces in specific locations within the current Business 2A Zone in Rolleston. This is proposed to be carried forward into the Proposed District Plan. It is proposed to include a maximum building coverage of 80% in the Port Zone.

⁷ Cleese, J. (Planz Consultants). 2017. *BS002 – Business Interface*, p. 34.

⁸ Cleese, J. (Planz Consultants). 2017. *BS002 – Business Interface*, p. 34.

⁹ Cleese, J. (Planz Consultants). 2017. *BS002 – Business Interface*, p. 34.

¹⁰ Cleese, J. (Planz Consultants). 2017. *BS002 – Business Interface*, p. 35.

6.8 Definitions

To help clarify the intent of the provisions and align with the National Planning Standards, definitions are proposed for:

Definition	Origin	Reason
Industrial Activity	National Planning Standards	N/A
Port Activities	New definition	The focus of the proposed Port Zone is narrower than that of the current Business 2A Zone. It is therefore necessary to define the core activities that are anticipated in the zone.
Reverse Sensitivity	New definition	There are a number of provisions within the proposed Plan that seek to manage potential reverse sensitivity effects. As such it is considered appropriate to provide a definition for this term.
Important Infrastructure	Based on CRPS	Assist with giving effect to the direction in the CRPS in the Proposed District Plan, but with examples added to assist in making the definition specific to Selwyn District.

Generic District Plan-wide definitions such as height, site, boundary, etc. are also applicable to the General Industrial and Special Purpose Port Zones.

7. Conclusion

This evaluation has been undertaken in accordance with Section 32 of the Act in order to identify the need, benefits and costs arising from the District Plan Review relating to the provisions for industrial areas and the appropriateness of the current and proposed methods and rules having regard to their effectiveness and efficiency relative to other means in achieving the purpose of the Act.

The proposed approach is considered to be the most appropriate because it addresses the identified issues, gives effect to the direction in the CRPS, and will assist in achieving the Strategic Objectives.

The key change from the approach taken in the Operative District Plan is to have one General Industrial Zone combining most of the existing Business 2, Business 2A and Business 2B areas, with a separate Port Zone applying to the inland port sites in Rolleston, and to better define the specific function and character of each zone and the types of activities anticipated within each. In particular, this means that the currently permissive approach taken in the Business 2 and 2A zones, which allows for a range of non-industrial activities to potentially establish within the zone, is not carried forward. This also limits the type and scale of commercial activity anticipated within these industrial areas which, in relation to Greater Christchurch is necessary to give effect to the direction in the CRPS to primarily use existing industrial areas for that purpose and not for new commercial activities. In relation to the Port Zone, the

specific types of industrial activity anticipated within the zone are clearly stated, and the provisions give better effect to the CRPS in relation to providing for the effective and efficient functioning of this type of strategic infrastructure.

Changes are also proposed to better ensure that the effects of activities within the General Industrial and Port zones are managed appropriately, particularly at the interface between these zones and more sensitive areas.

In combination, the proposed objectives are considered to be the most appropriate way to achieve the purpose of the RMA and the Strategic Directions in relation to the General Industrial and Port zones, and the proposed policies, rules and other methods are considered to be the most appropriate way to achieve the objectives.

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Appendix 1: Provision Cascade

Issue	Strategic Objective	Objectives	Policies	Rules	Assessment Criteria	Planning Maps
Issue 1 – The district’s industrial areas are being used for a range of non-industrial activities	SD-DI-O1 SD-DI-O2 SD-DI-O5	GIZ-O1 The General Industrial Zone contains a range of industrial and other compatible activities, as well as activities that support the functioning of industrial areas. GIZ-O3 The scale and proportion of buildings and spaces reflect the character of the industrial zone and the requirements of the activities operating within the zone. PORTZ-O3	GIZ-P1 GIZ-P2 GIZ-P3 GIZ-P4	GIZ-R1 GIZ-R2 GIZ-R3 GIZ-R5 GIZ-R6 GIZ-R7 GIZ-R8 GIZ-R9 GIZ-R10 GIZ-R11 GIZ-R12 GIZ-R13 GIZ-R14 GIZ-R15 GIZ-R16 GIZ-R17 GIZ-R18 GIZ-R19 GIZ-R20 GIZ-R23 GIZ-R24		General Industrial Zone Rolleston Precinct Lincoln Precinct

		The scale and proportion of development in the Port zone reflects the operational requirements of port activities operating within the zone.				
Issue 2 - Activities within industrial areas can generate a range of effects that are often greater in character and intensity than other urban activities.	SD-DI-O1 SD-DI-O2	GIZ-O2 The adverse environmental effects of activities within the General Industrial Zone are managed, recognising the functional and operational requirements of activities within the zone, while safeguarding people's health and well-being and maintaining appropriate levels of amenity within adjoining residential	GIZ-P5 GIZ-P6 PORTZ-P4	GIZ-R4 GIZ-R17 GIZ-R21 GIZ-R22 GIZ-R24 GIZ-REQ2 GIZ-REQ4 GIZ-REQ5 GIZ-REQ6 GIZ-REQ7 GIZ-REQ8 GIZ-REQ9 GIZ-REQ10 PORTZ-REQ2 PORTZ-REQ3 PORTZ-REQ4 PORTZ-REQ5 PORTZ-REQ6 PORTZ-REQ7	GIZ-MAT1 GIZ-MAT2 GIZ-MAT3 GIZ-MAT4 GIZ-MAT5 GIZ-MAT6 GIZ-MAT7 PORTZ-MAT1 PORTZ-MAT2 PORTZ-MAT3 PORTZ-MAT4	Rolleston Precinct Lincoln Precinct Leeston Precinct

		<p>and rural zones and public areas.</p> <p>PORTZ-O2 The adverse environmental effects of activities within the Port Zone are managed, recognising both the functional and operational requirements of activities within the zone, as well as the quality of the environment, including adjoining amenity values and character.</p>				
<p>Issue 3 - The Midland Port and Metroport sites are regionally significant/strategic infrastructure that need to be able to continue to</p>	<p>SD-DI-O1 SD-DI-O2 SD-IR-O1 SD-IR-O2</p>	<p>PORTZ-O1 The strategic importance of the Port Zone and its contribution to the social and economic wellbeing of the district and region is</p>	<p>PORTZ-P1 PORTZ-P2 PORTZ-P3 PORTZ-P4</p>	<p>PORTZ-R1 PORTZ-R2 PORTZ-R3 PORTZ-R4 PORTZ-R5 PORTZ-R6 PORTZ-R7 PORTZ-R8</p>		<p>Port Zone</p>

operate efficiently and effectively.		recognised and provided for through the operation, use, development, appropriate upgrade and future planning of port activities.		PORTZ-R9		
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