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**Request for Change to the Selwyn District Plan
prepared for**

**ROLLESTON
INDUSTRIAL
DEVELOPMENTS
LIMITED**

Maddisons Road, Rolleston

March 2020

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prepared for

ROLLESTON INDUSTRIAL DEVELOPMENTS LIMITED

Maddisons Road, Rolleston

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Request to Change the Selwyn District Plan under Clause 21 of the First Schedule of the Resource Management Act 1991

TO: The Selwyn District Council

Rolleston Industrial Developments Ltd requests changes to the Selwyn District Plan as described below.

1. The location to which this request relates is:
 - On the south side of Maddisons Road, adjoining the eastern boundary of IPort. A location plan/outline development plan is attached in **Attachment 2**.
 - Total Area: 27.2755ha
 - Legal Description: Lot 3 DP 52556 See **Attachment 1**.
2. The Proposed Plan Change undertakes the following in the Rural Volume (changes underlined or ~~struck through~~):
 1. To amend Rural Volume, Chapter B3.4, Introduction, Amenity Values/Rural Character, to read:

...The Council believes these effects are part of the character of the rural area. This District Plan has policies and rules to maintain a generally pleasant living and working environment. However, residents should not expect an environment which is as conducive to residential activities as Living zones. The Rural zone is principally a business area and the policies and rules are designed to allow people to undertake farming and other business activities relatively freely. In addition, the policies and rules acknowledge sites established for dairy processing activities and provides for the continued development of these sites in the Rural Outer Plains for the processing, testing, storage, handling and packaging and distribution of milk and dairy products, related by-products and ancillary activities. The policies and rules also anticipate the establishment of a new dairy processing site adjacent the Business 2A Zone at Rolleston.
 2. To amend Rural Volume, Policy B3.4.4, Explanation and Reasons, to read:

... However, the potential adverse effects of rural-based industrial activities that are of a size and scale beyond that which is permitted by the District Plan may be avoided by locating in a Business 2 Zone or in the Rural (Outer Plains) Zone where larger allotment sizes and lower population densities provide greater opportunity for internalising adverse effects. Provision is also made for Dairy Processing Management Areas. This is an overlay within the Rural ~~Outer Plains~~ Zone that is limited to sites of existing and established dairy processing facilities in the Rural Outer Plains and a single site adjacent the Business 2A Zone in the Rural Inner Plains. Dairy processing facilities can be anticipated within, and form part of a cohesive rural character in the Rural Outer Plains and the Management Area limits activities to those associated with a dairy processing plant and manages the scale of development through



the use of an Outline Development Plan (ODP) and a specific set of rules. Accordingly, the DPMA enables economic efficiency to be achieved whilst ensuring the integrated management of effects at the boundary with the rural area, avoiding effects on the rural character and amenity values of the Outer Plains The smaller allotment size and higher population density of the Rural (Inner Plains) Zone means that rural based industrial activities of a size and scale beyond that which is permitted by the District Plan are unlikely to be able to locate in this area without generating significant adverse amenity effects, with the exception of the DPMA adjoining the Business 2A Zone at Rolleston, where the site's proximity to the Business 2A Zone assists with mitigating potential adverse effects on the adjoining rural area.

3. To amend Rural Volume, Policy B3.4.5, to read:

Enable the continued and enhanced operation, innovation and development of established dairy plant sites, and the establishment of a new dairy plant site, for the purposes of administration, processing, testing, storage, handling, packaging and distribution of milk and dairy products, related by-products and ancillary activities within specifically identified Dairy Processing Management Areas within the Rural (Outer Plains) Zone and within the Rural (Inner Plains) Zone adjacent the Business 2A Zone, whilst ensuring the integrated management of effects on the environment at the boundary of the Management Areas through ODPs. The establishment of non-dairy processing related industrial activities shall be avoided.

Explanations and Reasons

Policy B3.4.5 provides the basis for the rules controlling the use and development of land within Dairy Processing Management Areas. The buildings associated with the processing of milk and dairy products, along with the buildings required for storage and distribution, are very large and industrial in appearance. The scale and concentration of this built development exceeds that anticipated on a working farm however the processing of milk and dairy products is directly related to rural production and there are significant economic and operational benefits from enabling milk and dairy processing facilities within the Rural Area. Whilst the Policy is providing for a concentration of buildings, including very tall buildings, and activities, it is appropriate that the District Plan sets development standards beyond which new development will require a resource consent.

This policy is intentionally limited to sites of established Dairy Processing facilities as at 2013 and for a new Dairy Processing Facility adjacent the Business 2A Zone and is not intended to provide a policy basis for other new sites, or other types of rural industrial activities to be established in the Rural Outer Plains. Further this policy seeks to enable only activities that are directly associated with a dairy processing plant, so as to prevent other types of rural industries or business activities being established within the Dairy Processing Management Area.



This policy is also limited to enabling the establishment of dairy processing related activities only within the DPMA. Other non-dairy processing related industrial activities shall be avoided as these activities are more appropriately located in other zoned areas within the district.

Underpinning Dairy Processing Management Areas is a requirement to comply with an ODP. The ODP represents a comprehensive approach to land use and development, controlling the overall layout of development. The proposed rules specific to the Dairy Processing Management Area are to be read in conjunction with the ODP. While the scale and density of development is greater than elsewhere in the Rural Area, this reflects the already established scale of dairying within the District, and the efficiencies of a new site adjacent the IPort and Midland Port industrial areas in the Business 2A Zones and the ODP provides certainty for the community and the landowner on the pattern of future development for the processing of milk and dairy products.

4. To amend Rural Volume, rule 3.13.1.6 to read:

In respect of the Dairy Processing Management Area, any sensitive activity within the Noise Control Boundary as shown in the Outline Development Plan in Appendix 26A, ~~and 26B~~ and 26C shall be designed to achieve an outside to inside noise level difference of not less than 20 dB $D_{tr, 2m, nTw}$ to any bedroom. The design shall include a ventilation system that enables bedroom windows to remain closed.

The building design for a new sensitive activity shall be accompanied by a report (including calculations) from a suitably qualified acoustic consultant and submitted with the application for building consent. With respect to the Noise Control Boundary as shown in the Outline Development Plan in Appendix 26B the cost of this report along with providing the design acoustic requirements shall be met by Fonterra.

5. To amend Rural Volume, Appendix 26, rule E26.1.1 to read:

The following activities shall be a permitted activity if all of the standards in Rules 26.1.2 to 26.1.27 are met:

26.1.1.1 The processing, testing, storage, handling, packaging and distribution of milk and dairy products, dairy processing related by-products, and ancillary activities, including but not limited to:

...

e) Within the areas specified in Appendix E26A and E 26 B Activities which can comply as a permitted activity with the rules of the Rural (Outer Plains) Zone, and within the area specified in Appendix E26C activities which can comply as a permitted activity with the rules of the Rural (Inner Plains) Zone, except that any calculation of density or site coverage shall exclude the land within the Height Control Zone.



6. To amend Rural Volume, Appendix 26, rule E26.1.2 to read:

The location of all buildings, activities, and vehicle access points to the Dairy Processing Management Area, shall be in general accordance with the Outline Development Plan in Appendix 26A, ~~and~~ Appendix 26B, and Appendix 26C.

7. To amend Rural Volume, Appendix 26, rule E26.1.3 to read:

All permitted activities shall be located within the Height Control Zone identified on the Outline Development Plan in Appendix 26A, ~~and~~ Appendix 26B and Appendix 26C, with the exception of: ...

8. To amend Rural Volume, Appendix 26, rule E26.1.4 to read:

Where located within the Rural Buffer Area buildings and activities provided for in Rule 26.1.3(b) and (c) shall comply with the height rules of the Rural (Outer Plains) Zone (for areas shown on the Outline Development Plan in Appendices 26A and 26B) and the height rules of the Rural (Inner Plains) Zone (for areas shown on the Outline Development Plan in Appendix 26C) and either the setback rules of the relevant Rural (Outer Plains) Zone or any setback shown on the Outline Development Plan in Appendix 26A and Appendix 26C, whichever is the greater setback from the boundary.

9. To amend Rural Volume, Appendix 26, rule E26.1.5B to read:

Existing landscape planting as shown on the Outline Development Plan in Appendix 26B and Appendix 26C shall be maintained in general accordance with the landscape provisions of the that Outline Development Plan. Future screen planting' as shown on the Outline Development Plan in Appendix 26B shall be implemented within 12 months of the Central Plains Water Canal becoming operational through the site.

10. To amend Rural Volume, Appendix 26, by inserting new rule E26.1.5C as follows:

Prior to the construction of any new building associated with dairy processing activity, landscape planting shall be established and located in general accordance with the landscape provisions of the Outline Development Plan in Appendix 26C.

11. To amend Rural Volume, Appendix 26, rule E26.1.6 to read:

Landscape planting required by Rule 26.1.5A and Rule 26.1.5C is a controlled activity for which consent is required in accordance with Rules 26.2.1 and 26.2.2

12. To amend Rural Volume, Appendix 26, rule E26.1.7 to read:

Buildings within the Height Control Zone shall comply with the height limits shown in the Outline Development Plans in Appendix 26A, ~~and~~ Appendix 26B



and Appendix 26C. Up to 2 Boiler stacks and 4 exhaust vents per dryer shall be exempt from height limits.

13. To amend Rural Volume, Appendix 26, rule E26.1.13 to read:

Prior to the issue of a building consent for a new building which will increase capacity for milk processing or storage within the Dairy Processing Management Area:

- a) The design of any access from the State Highway or the design of any State Highway/local road intersection, as shown on the Outline Development Plan in Appendix 26A, ~~and~~ Appendix 26B and Appendix 26C, shall be approved in writing by the relevant Road and Rail (where applicable) controlling authorities. A copy of this approval shall be forwarded to the Council Planning Manager for Council's records.
- b) All access from a local road shall comply with the design requirements of Appendix 10.

14. To amend Rural Volume, Appendix 26, rule E26.1.14 to read:

Secondary access points shown on the Outline Development Plan in Appendix 26A, ~~and~~ Appendix 26B and Appendix 26C shall only be used for farm activities, emergency access and situations where the primary access is made temporarily unavailable by emergency services, the road or rail controlling authorities.

15. To amend Rural Volume, Appendix 26, rule E26.1.15 to read:

All vehicle parking and manoeuvring areas shall be located as shown on the Outline Development Plan in Appendix 26A and Appendix 26C and comply with Appendix 10 and Appendix 26B as to layout and design.

16. To amend Rural Volume, Appendix 26, rule E26.1.17 to read:

Noise arising as a result of any activity within a Dairy Processing Management Area shall not exceed the following limits at the Noise Control Boundary shown on the Outline Development Plans in Appendix 26A, ~~and~~ Appendix 26B and Appendix 26C.

Daytime (7.30am – 8.00pm) 55dB L_{Aeq} and 80 dB L_{Amax}

Night-time (8.00pm – 7.30am) 45 dB L_{Aeq} and 70 dB L_{Amax}

Noise shall be measured in accordance with NZS6801:2008 "Acoustics-Measurement of Environmental Sound", and assessed in accordance with NZS6802:2008 "Acoustics-Environmental Noise".

17. To amend Rural Volume, Appendix 26, rule E26.3.7 to read:



Any access which does not comply with Rules 26.1.13 or 26.1.14 shall be a restricted discretionary activity and the Council shall restrict its discretion to consideration of:

- a) The effects of any access not shown on the Outline Development Plan in Appendix 26A, ~~and 26B~~ and 26C, on the safety and efficiency of traffic on the road network.
- b) The safety of access to and from the State Highway, including the combined effect of the State Highway intersection and the site access where applicable.
- c) Intersection and road design.
- d) The effects of the proposed access design for access shown on the Outline Development Plan Appendix 26C, on the safety and efficiency of the frontage road.

18. To amend Rural Volume, Appendix 26, rule E26.3.8 to read:

Any parking which does not comply with Rules 26.1.15 or 26.1.16 shall be a restricted discretionary activity and the Council shall restrict its discretion to consideration of:

- a) The effects of vehicle parking and maneuvering not in accordance with the Outline Development Plan in Appendix 26A and Appendix 26C on rural landscape and amenity values.
- b) The effects of parking not designed to meet the standards of Appendix 10 on safety and efficiency of movement for vehicles and pedestrians within the DPMA.

19. To amend Rural Volume, Appendix 26 E26.6 Reasons for Rules, to read:

Outline Development Plan, Buildings and Activities - Location and Height

The location of buildings and parking areas within the DPMA sites and in relation to the site boundaries is controlled through compliance with an Outline Development Plan (ODP). This concentrates built development and dairy processing activities in one part of the site and, in the case of established plants, reflects the position of plant established through earlier resource consent processes and around which future buildings and activity are intended to grow.

Activities and buildings provided for in the Rural Buffer Area include those normally anticipated in the Rural ~~Outer Plains~~ Zone. In addition, low directional signage, signs located adjacent to primary access points and infrastructure servicing the DPMA such as road, rail, wastewater and stormwater utilities are enabled in the Rural Buffer Area. These are not



activities involving significant built structures or intensive clustering of buildings, and are therefore considered appropriate in the Rural Buffer Area.

The setback of buildings from the state highway frontage has, in the case of Synlait, been influenced by the need to allow for a potential rail siding for trains to load/unload immediately adjacent to the drystores and to provide area for some landscape planting. To the north and south east built development is kept away from boundaries with a large area of rural open space providing an appropriate transition or buffer to the wider rural plains. The Fonterra Darfield site is provided with considerable setbacks from all boundaries to allow for landscaping and to minimise visual dominance from surrounding vantage points while also providing an appropriate transition or buffer to the wider rural plains. The Rolleston site has larger setbacks for buildings from rural boundaries, to manage potential effects on the rural area. Taller structures and buildings are instead to be clustered towards the boundaries of the Business 2A Zone, where there is less sensitivity to large buildings and structures.

...

Building heights are similarly controlled through the ODPs. The rules acknowledge that dairy processing activities necessitate very tall built structures e.g., dryers and boiler stacks as well as very large, single span industrial buildings. Accordingly, there is provision for variable building heights, with the tallest elements purposefully located in a more central position within the area of building development on the Synlait and Fonterra sites, and towards the Business 2A Zone boundaries for the Rolleston site.

Where activities are proposed which are compliant with the ~~Rural Outer Plains~~ rules of the underlying Rural Zone, these are provided for throughout the DPMA (whereas dairy processing activities and buildings are more constrained). The rule requires that for the purpose of site coverage and density calculations, the area of land used for the basis of the calculation is limited to the Rural Buffer Area, ensuring that the Buffer retains a density of development consistent with the wider Rural Zone.

...

A specific rule on the ODP contained within Appendix 26A requires the up-grading of Heslerton Road prior to the commissioning of a second access. The rule ensures that the access to the plant is safe, efficient and fit for purpose. Further up-grading of the Old South Road and State Highway 1 intersection is similarly to be evaluated with substantive construction projects that increase the production and/or storage capability of the plant, to ensure that it remains safe. An area of land in the north west corner of the ODP is shown as building-free. This requirement is to avoid any capital development in an area that ultimately could be required for accommodating an up-graded State Highway/Old South Road intersection. This is discussed further under Access below. The ODP's contained within ~~both~~ Appendix



26A, ~~and 26B and 26C~~ require all vehicle parking to be provided within the Height Control Area. This is described further under Parking below.

Landscape Planting

Rule 26.1.5A requires all landscape planting to be generally in accordance with the landscape plan which forms part of the ODP and in accordance with the staging specified in Appendix 26A.

Rule 26.1.6 (requiring controlled activity consent to 'landscape planting' but not otherwise affecting planting for amenity or enhancement purposes) is intended to ensure general compliance with the staging of landscape establishment on the Synlait site identified in Appendix 26A and to control details of the plant species, location, timing of planting, height, spacing and maintenance, including at the Rolleston site. The purpose of this rule is to ensure that the Synlait and Rolleston Dairy Processing Management Areas ~~has~~ have a consistent landscape theme and that planting is appropriately established and cared for, ensuring its longevity and effectiveness. The Rolleston planting is also intended to offer some visual screening of the site when viewed from adjoining rural areas. Identified shelter belts at the Rolleston site are also to be retained so as to provide a degree of screening.

...

Access

The DPMA is a potentially significant traffic generator with a high proportion of heavy vehicles. Accordingly, it is appropriate that the access provision into and out of the sites contained within Appendix 26A, ~~and 26B and 26C~~ is controlled to avoid multiple entrance points which may potentially affect traffic safety and efficiency on the surrounding road network. Similarly, there is a requirement that with any significant new buildings which may increase processing or storage capacity, there must be consultation with the relevant road and/or rail authority. This provides a check point for assessing if a further up-grade of existing access points onto the State Highway or any State Highway/local road intersections servicing the DPMA are required. In respect of Synlait, the State Highway 1/Old South Road intersection is the primary point of access to the DPMA. Requiring the approval of the road and rail authorities will trigger a review of the safety of the intersection over time as traffic patterns change and the DPMA develops. The ODP requires that land between the plant and Heslerton Road is to be kept free of buildings to ensure that sufficient land is retained to accommodate any future State Highway intersection up-grades that may be required.

...

Noise

The primary noise control for the DPMA requires compliance with a Noise Control Boundary. This is defined on the Outline Development Plan and Rule



26.1.17 specifies the daytime and night-time noise standards that will apply at this boundary. For Appendix 26A and Appendix 26B, the Noise Control Boundary is derived from conditions imposed on resource consents that established the plant and represents a more strict noise standard than has been applied to the Rural Outer Plains. A Noise Control Boundary is commonly used around sites such as ports, airports and large, stand-alone plant. They provide a simple method for all parties to visualise the extent of noise effects. For Appendix 26C, the Noise Control Boundary is based on predicted noise dispersion from dairy processing activity.

...

20. To amend Rural Volume, by inserting Appendix E26C Rolleston ODP attached in **Attachment 2**.
15. Any other consequential amendments including but not limited to renumbering of clauses.
3. An assessment is provided in **Attachment 3** in accordance with the requirements of the Resource Management Act 1991 and including Section 32 of the Act.

Kim Seaton, Principal Planner

DATED: 6 March 2020

(Signature of applicant or person authorised to sign on behalf)

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