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# PREFERRED OPTIONS REPORT TO DISTRICT PLAN COMMITTEE

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**DATE:** 16 May 2018

**TOPIC NAME:** Community and Recreation

**SCOPE DESCRIPTION:** Preferred Options Report for Community and Recreation (DW203)

**TOPIC LEAD:** Justine Ashley

**PREPARED BY:** Vicki Barker

## EXECUTIVE SUMMARY

<i>Issue(s)</i>	<ol style="list-style-type: none"><li><i>1. Unclear and Overlapping Definitions</i></li><li><i>2. Unclear and inconsistent objectives and policies</i></li><li><i>3. Effectiveness of plan rules</i></li><li><i>4. Need for activity-based provisions for the range of community and recreation facilities/activities identified</i></li></ol>
<i>Preferred Options</i>	<i>That community and recreation facilities and activities are managed by amended definitions, objectives, policies and rules or designations within the Proposed District Plan to enable better and continued management of such facilities as set out in the recommendations in section 7.0 of this report.</i>
<i>DPC Decision</i>	<i>“That the Committee endorses the Preferred Option for Community and Recreation for further development and engagement.”</i>



## 1.0 Introduction

The Community and Recreation Facilities Baseline Report sought to:

- Review the community and recreation related definitions to identify areas of overlap and interpretation and implementation issues (comparative analysis with other district plan definitions was also undertaken);
- Identify the types of activities and facilities in Selwyn District that serve community purposes and those that serve recreational purposes or a combination of both;
- Identify the range of non-council<sup>1</sup> owned community and recreation facilities and activities within the District, and complete an analysis of:
  - o their location, nature and scale
  - o owners/operators
  - o the planning provisions currently applied or available to manage their use e.g. zoning, resource consents, designations
  - o the potential range of environmental effects created by community and recreation facilities (further detail of which will be informed by separate technical Scopes of Work)
  - o the effectiveness of the Plan provisions in addressing effects.
- Review the Mahaanui Iwi Management Plan and identify relevant policy guidance or outcomes anticipated in respect of community and recreation activities and/or facilities.
- Identify the types of matters that should inform or be reflected in policies, as well as possible options for rules across the zones as a basis for further discussion.

A link to the Baseline Report is in **Appendix 1**.

The following community or recreation facilities were not addressed given they are covered by separate Project Scopes or are more appropriate to other Topic areas:

- NZ Police, Fire and Emergency New Zealand and St John (Emergency Services);
- Ski fields (Tourism);
- Freedom Camping (Tourism) and a separate SDC Working Party has been established to address this topic;
- Recreational aircraft use (Airfields).

## 2.0 Statement of Operative District Plan Approach

The Operative Selwyn District Plan (District Plan) contains objectives, policies, rules and definitions in both the Township and Rural Volumes relating to community and recreation facilities and activities. Most facilities and activities rely on zoning and the associated zone and district-wide provisions; however, some facilities are also designated. A high-level summary of the provisions is outlined below.

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<sup>1</sup> Council owned community and recreation facilities are being addressed by a separate scope of work (Council Property and Assets).

## Objectives and Policies

The objectives and policies in the Township Volume focus on community facilities and reserves and residents having adequate access to community facilities (and reserves), and that such facilities do not adversely affect residential amenity values or other parts of the environment. Co-location and multiple uses of community facilities is encouraged. Further objectives and policies concerning the quality of the environment seek to provide for a variety of activities in townships while maintaining the character and amenity values of each zone and that reverse sensitivity effects are avoided. Noise, the scale and nature of activities (operating hours), traffic generation and the effects of non-residential activities on amenity values are also policy considerations.

In the Rural Volume the objectives require consideration of the efficient use and maintenance of community facilities, and that the use of areas for recreation and camping do not detract from amenity values. The corresponding policies encourage new uses for community facilities, that they be exempt from site coverage requirements, and that they be located in or adjoining townships and be accessible. The quality of the environment objectives seek that a variety of activities are provided for including outdoor recreation and community facilities, while maintaining rural character and avoiding adverse effects. Relevant associated policies concern amenity values and noise. There are no specific recreation facility/activity policies in the Rural volume and no policies apply with respect to scale of activities and traffic.

## Rules

There are a range of zone and district-wide rules that apply to managing environmental effects with respect to both community and recreation activities. The key rules include: landscaping, site coverage, height, building position (recession planes and/or setbacks), transport, signs, noise, lighting, scale of activities (activities and vehicle movement in the Rural zones), and hours of operation.

## Definitions

There are currently a number of community and recreation related definitions including: community facilities/facility; recreational facility/activity; community infrastructure; spiritual activity; place of assembly; education facility; pre-school; and health care services.

## Designations

The non-council owned community facilities currently designated in the District Plan include: state schools designated by the Minister of Education; a custodial facility (Rolleston Prison) designated by the Minister of Corrections; and a Youth Justice Residential Centre designated by the Minister of Social Services and Employment (now Minister of Social Development).

# 3.0 Summary of Issues

## 3.1 Unclear and overlapping definitions

One of the key issues with the District Plan provisions is the unclear and overlapping community and recreation related definitions, which results in confusion about how certain provisions should be interpreted and applied. The examples are numerous and therefore some key examples only are outlined below:

- There are different versions of definitions between the Township and Rural Volumes of the Plan and in some instances the definition is only contained in one Volume of the Plan. For example, the 'Community facilities' definition varies between the two Volumes and 'Preschool' is only defined in the Township Volume. As community and recreation facilities are generally located in both Townships and Rural areas it is considered single definitions should be applied across the District to achieve consistency in understanding and implementation and to streamline the Plan as much as possible.
- The 'Community facilities' definition does not necessarily reflect the range of community facilities currently operating in the District or refer to them correctly and consistently. The 'Health care services' definition is a further example.
- The District Plan generally has facility versus activity definitions. In some instances, this is unclear as to what activities are anticipated to occur and presents overlap between the community and recreation definitions in particular. There is a need to be clear about the approach with respect to activity and/or facility definitions.
- The definitions could better enable multi-functional facilities in line with the policies. For example, the 'Spiritual facilities' definition could be unduly constraining with respect to ancillary church activities such as youth group meetings and other community uses.
- There is overlap between the 'Places of assembly' definition and other definitions.
- Some definitions are either too broad or incomplete. For example, the 'Health care services' definition includes the physical and mental health of animals and vet practices which is arguably inappropriate and too broad, but also the range of other key health care services identified in the District are not covered by the definition (or another definition).

It is also of note that the Ministry for the Environment National Planning Standards are currently being drafted. These Standards contain standard definitions including definitions for 'Community facility', 'Recreational activity', and 'Place of assembly' which will need to be taken into account in any drafting once released.

### 3.2 Objectives and policies

The objectives and policies will need to be amended to more clearly and consistently provide for community and recreation facilities across the District. Key issues with the existing objectives and policies include:

- There is currently no recognition of the positive effects that community and recreation facilities/activities provide such as the health, safety and wellbeing of people.
- In the Rural Volume the focus is more on the efficient use and maintenance of community facilities rather than community access. Providing for and enabling community facilities and encouraging community access is considered critical across the District.
- There is currently limited recognition that certain community facilities have a strategic and/or operational need to locate in certain areas; i.e. hospitals, medical facilities, emergency services.
- There are some policies which are less practical and potentially restrictive such as avoiding locating community activities on the opposite side of strategic roads which could unduly constrain some community activities.

- Outdoor recreation and community facilities are encouraged in the Rural zones but there is no specific policy direction about what specific recreation facilities should be encouraged and no policy direction regarding the scale of these activities or traffic effects.
- The policies and rules need to be better connected. For example, there is a policy in the Rural zone which seeks to exempt community facilities from site coverage requirements, but then there is a site coverage rule.

### 3.3 Need to improve effectiveness of plan rules

There are a number of rules that apply to activities including zone specific and district-wide rules. A number of issues have been identified with these rules as outlined in section 6.2.2 of the Baseline Report. The key rules where amendment is recommended include:

#### 3.3.1 Revisions to provide greater development leniency

*Site coverage* - The site coverage controls could be reconsidered in relation to particular activities to afford greater development flexibility. For example, more lenient site coverage controls currently apply with respect to emergency services which could be extended to hospitals given their critical nature, and possibly other community activities in suitable locations (i.e. more lenient in less sensitive locations). Furthermore, in Rural zones it is considered that a site coverage exemption for some community facilities could reasonably be applied as larger rural sites can more readily accommodate such facilities at a higher density (which is the intention in the Plan policies currently, however this policy direction has not been reflected in the rules).

*Signage* - The signage provisions apply across the zones to community and recreation facilities with no exceptions and a number of resource consents have been triggered as a result. It is considered that community facility signage on council-held land should be enabled given such signage is anticipated and often serves an important purpose such as naming or directional information. The Signage Report specifically recommends that: *"If the use of bylaws is not found to be acceptable, then develop a specific set of exceptions to better enable recreation related signage in the Living and Rural zones where located on Council-held land."*

It is also recommended that further consideration be given to whether signage in relation to community facilities not within council owned land could be better enabled where it is necessary and anticipated, or even possibly exempt in some circumstances (i.e. emergency services signage).

#### 3.3.2 Revisions to remove existing exemptions or tighten provisions currently considered too permissive and/or to potentially improve amenity

*Noise* - In the Township Volume, currently spiritual and education activities (which includes pre-schools in the definition) are exempt from the noise provisions applicable to non-residential activities. This exemption from the noise controls is not considered appropriate as these activities have the potential to generate noise effects with adverse effects on residential amenity.

In the Rural zones, recreational activities not involving powered motor sport, powered aviation and gunfire or amplified music are also exempt from the provisions, and the general noise rules apply to the specific activities listed. It is recommended that this general exemption which applies to all recreation activity other than those activities listed be reviewed, and that specific noise controls for recreational

facilities such as rifle ranges and powered motor sport activities be considered (consistent with the Baseline Noise Report recommendation).

*Hours of operation* - In the Living zones non-residential activities need to comply with hours of operation of 7.00am to 10.00pm, however spiritual and education activities are exempt. Exempting spiritual and education activities is not considered appropriate in all Living zones as such activities can have extended hours which affect residential amenity and education activities are mostly designated in any case (except pre-schools). The hours of operation rule needs to be revisited in relation to particular community facilities/activities and their location as to whether the hours are appropriate and whether certain activities could be exempt in certain locations (i.e. hospitals and emergency services). Spiritual and education activities in are not considered to warrant blanket exemptions in all Living zones.

### 3.3.3 Transport

*Car parking* - It is considered that the car parking requirements should be revisited in the context of the proposed activity-based plan to ensure that: the car parking requirements for existing and anticipated community and recreation activities are clearly provided for and the rates are appropriate; whether the approach could be more fine-grained in relation to some specific activities rather than the broad category approaches currently used in relation to places of assembly and/or recreation activities and health care services for example; whether the wording of the car parking rules could be clearer and more enforceable. The Transport Topic includes the review of the car parking activity definitions and rates. It will also be necessary to ensure that any activity based definitions for car parking standards are consistent with any new National Planning Standard definitions.

*Cycle parking* - The Transport Topic will also consider the effectiveness of the cycle parking rates (including imposing a cap in relation to some activities and not others) and the location and design requirements in relation to community and recreation (and other) activities.

*Traffic generation* - Traffic movements are currently addressed as part of the scale of activities rule (referred to in section 3.3.4 below).

### 3.3.4 Other amendments

*Landscaping* - Landscaping, lawn or paving/sealing is required in Living and Business Zones between the road boundary and principal building to maintain a tidy street frontage. Additional landscaping requirements in the Living Zone could also be considered to screen developments.

*Scale of activities* - The scale of activities rule which limits the number of full time staff employed on site, the permitted GFA of buildings and sets vehicle movement limits need to be reviewed in the context of the wider District Plan Review to determine whether it is appropriate to retain with amendment or alternatively rely on other existing rules such as site coverage and/or new rule(s) such as locational requirements and vehicle trip generation rules to manage the scale of non-residential and non-rural activities. The Transport Topic is considering a high trip generator rule.

### 3.4 Need for activity-based provisions for the community and recreation facilities and activities identified

The Proposed Plan provisions will need to clearly reflect the range of existing and future facilities and activities identified across the District. Particular examples where new and/or revised provisions are considered necessary include:

#### Community Corrections Facilities

Aside from the Rolleston Prison which is a custodial facility and designated, there are no non-custodial community corrections facilities currently existing or proposed in the District; however the Department of Corrections (Corrections) have not ruled out such a non-custodial facility in the District and have advised they would not seek to designate and instead would rely on district plan zoning, rules and consenting processes. As they operate under a lease-based model Corrections consider the designation process too onerous and less flexible when land is leased.

It is considered efficient to 'future proof' the Proposed Plan as part of the District Plan Review in anticipation of such activity and knowing Corrections are likely to engage in the District Plan Review and submit than leave it to a future process. Corrections have been submitting on District Plans nationwide to provide for an appropriate framework for the operation, upgrade or redevelopment of existing community corrections facilities and the establishment of new facilities, including seeking a definition for 'Community corrections facilities'<sup>2</sup>.

Currently a 'Correction facility' is non-complying in the Living 1 and Business 1, 1A, 2, 2A and 2B zones. The Plan has no definition of 'Correction facility', however there is a definition of 'Detention Centre or Prison'<sup>3</sup> which is in part relevant to non-custodial community corrections facilities. The existing provisions related to non-custodial facilities will need to be revisited in consultation with Corrections, including whether a more lenient activity status and greater development flexibility could be afforded in particular zones to these facilities which due to their nature require an accessible community based location.

#### Integrated Family Health Centre

IFHC is a new model of development which is anticipated in Rolleston in the short-term and possibly elsewhere in the District in the longer term. It is considered there needs to be specific recognition of such facilities in the Proposed Plan and enabling policy direction for such facilities, balanced with rules which still manage character and amenity effects and other key effects such as visual amenity, traffic

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<sup>2</sup> **Community Corrections Facility:** means land and buildings used for administrative and noncustodial services. Services may include probation, rehabilitation and reintegration services, assessments, reporting, workshops and programmes, and offices may be used for the administration of and a meeting point for community work groups.

<sup>3</sup> **Detention Centre or Prison:** means land or buildings used in whole or in part for the assembly, corrective training, housing or incarceration of persons convicted of offences or on remand and includes (without limitation):

- a prison, corrective training institution or police jail establishment under the Penal Institutions act 195
- a "Habilitation Centre" as defined in section 2 of the Criminal Justice act 1985;
- a periodic detention centre established under section 126 (l) of the Criminal Justice act 1985; or of, any like facility.



generation and parking. For example, the Christchurch District Plan has a 'health care facility' definition which includes 'Integrated family health centre' (which is also separately defined), and the Plan has tailored rules specific to these facilities.

### Hospitals

The Ministry of Health is able to designate the hospital sites in the District, however they currently rely on the underlying zoning and relevant plan provisions and have indicated they will likely continue to do so. However, there could be particular consideration paid to hospitals as to whether more lenient provisions could apply. For example, greater flexibility could be afforded with respect to site coverage and hours of operation given their importance in the community and critical nature.

## 4.0 Summary of relevant statutory and/or policy context

The Ministry for the Environment led National Planning Standards are proposing definitions which will need to be taken into account in developing revised definition(s), objectives, policies and rules.

There are no National Policy Statements or National Environmental Standards directly relevant to this topic.

The Canterbury Regional Policy Statement (CRPS) was not required to be considered as part of the Baseline Report and is not anticipated to be highly relevant to this report.

## 5.0 Summary of Approaches in other Districts

The approaches of other districts to providing for community and recreation facilities was not part of the Baseline Report project scope, apart from reviewing the Definitions Decision of the Christchurch Replacement District Plan for any analysis of definitions related to community and recreation facilities of relevance to the Selwyn District context. This analysis was incorporated in the Definitions review. In addition, to help inform the assessment, the definitions contained in the Christchurch, Waimakariri and Ashburton District Plans were reviewed to enable comparative analysis (this analysis is contained in section 2.0 and Appendix A of the Baseline Report).

The other plans reviewed had one single definition which applies across the District, unlike Selwyn which in some instances contains different versions of a definition in each Volume. The review of the Christchurch Definitions Decision also highlighted the need to be clear about the approach with respect to activity and/or facility definitions. For example, Christchurch City Council attempted to combine the two definitions into one (generally an 'activity') definition given the activity-based approach of the Christchurch District Plan.

The review also highlighted that some definitions are either too broad or incomplete. For example, the 'Health care services' definition includes the physical and mental health of animals and vet practices which is arguably inappropriate and too broad, but also the range of other key health care services in the District are not covered by the definition (or another definition). The definitions need to be tailored to an activity-based plan.



## 6.0 Summary of stakeholder engagement during drafting of the Baseline Report

Stakeholder engagement was undertaken with representatives from Rolleston Christian Schools Trust, Ministry of Education (MoE), Canterbury District Health Board (CDHB), Corrections, Leeston Life Church Trust, The Salvation Army, Ellesmere Speedway and Moore Park during the drafting of the Baseline Report. Feedback was incorporated into the report and is summarised below. Feedback was also sought from the Selwyn District Council Consents and Monitoring and Compliance Officers and is also reflected in the report. Mahaanui Kurataiao Ltd were provided with a copy of the report and advised there are no community or recreation facilities/activities that are of particular interest to ngā rūnanga.

A number of other stakeholders were also contacted but no response or feedback was received. These stakeholders included: Blossoms Educare Canterbury Ltd (pre-school operator), Presbyterian Church of New Zealand, Church Property Trustees, Malvern & Ellesmere Co-operating Parish, and Lincoln Union Parish.

Below is a summary of stakeholder feedback:

### *Rolleston Christian Schools Trust*

The Rolleston Christian School is the only State Integrated School (SIS) in Selwyn District and no others are proposed. The School is owned and operated by the Rolleston Christian Schools Trust but is also partly funded by MoE. The school was established by way of resource consent but the Trust is seeking that the Minister of Education designate the school site. In principle, MoE advised they support designating the site, but that any Notice of Requirement for the Rolleston Christian School will be timed to co-ordinate with the District Plan Review of designations and that the school will rely on its resource consent in the meantime.

### *MoE*

There are currently 28 designated state schools across the District, 19 of which are in the Township and a further 9 are located in Rural areas. Lincoln South Primary School was also designated in March 2018 and is expected to be opened in early 2019. MoE advised they intend to 'roll-over' all of the existing designations with minor modifications.

MoE's role with respect to preschools is that they license preschools or early childhood education (ECE's) facilities as they term them. Under the license, the ECE is responsible for all resource consent approvals if not located on MoE land (some ECE's are on school sites and designated).

MoE commented that an exemption for education facilities from the noise provisions is not appropriate as noise is an effect on the environment and that standard noise conditions have been developed and tested through the Auckland and Christchurch District Plan Hearing processes.

### *CDHB*

The CDHB are the autonomous Crown entity responsible for delivering community health care.

Hospitals - In Selwyn there are three existing Hospitals - Darfield, Ellesmere and Lincoln Maternity. Each of these sites are zoned Living 1 and are not designated. The Minister of Health (as the responsible

Crown Minister) has the option of designating the hospital sites, but CDHB indicated this would not be likely.

General health care facilities - the likes of medical practitioners, dentists and dental services, physiotherapists, counsellors, and midwives. The majority of these are private practices, however in some instances public funding is provided for these services to operate and serve the community, i.e. GP practices. The CDHB noted that establishing such activities can be problematic due to onerous consenting requirements.

IFHC - CDHB submitted on the Ellesmere and Malvern Area Plans and the Selwyn 2031 District Development Strategy in relation to IFHC. With respect to the Area Plans, CDHB submitted that health care facilities have changed in recent years and IFHC are one way of delivering more cohesive healthcare as these health care facilities offer multiple services located in the one building, which is especially important with an ageing population. Long term health services in the Selwyn District may be further integrated resulting in IFHC. Particular relief sought included consideration of a consent pathway for IFHC as part of the District Plan Review. In turn, the Area Plans include a specific implementation step of considering the need and appropriateness of providing for a consenting pathway for IFHC's as part of the District Plan Review.

The CDHB advised that SDC is proposing to build an IFHC in Rolleston and lease it back to CDHB and other providers. A greenfield site is currently being sourced for the development and the development is expected to proceed within the next two years. The facility will have a number of services. No further detail could be shared at this stage.

#### *Corrections*

Corrections have one custodial facility in the District - The Rolleston Prison and Periodic Detention Centre (Designation No. MC1) which is located in the Rural Outer Plains Zone. Corrections advised they intend to 'roll-over' this existing designation.

Corrections advised they have no current plans to establish a non-custodial corrections facility in Selwyn but have not ruled this out as a possibility given the proximity to Christchurch and the growth of the District. Across New Zealand, the Department operates approximately 170 non-custodial community corrections facilities to support offenders living in communities. Non-custodial community corrections facilities include service centres and community work facilities. The service centres provide for probation, rehabilitation and reintegration services. The community work facilities are where offenders are required to undertake unpaid work for non-profit organisations and community projects. These facilities can therefore include yards and storage facilities to undertake these projects and store heavy equipment, vehicles, fuel etc. Service centres and community work facilities can be located in separate locations or co-located on the same site.

#### *Leeston Life Church*

Leeston Life Church are looking to purchase approximately 2 hectares of land in Rolleston to build a new church with capacity for 1,000 people. The Church are interested in land near the IZone due to visibility from the State Highway. The Church is currently renovating its Leeston facility and indicated it would rebuild in Darfield eventually (Darfield Life Church -17 North Terrace). The Church also operates a Youth Centre at 3 Station St, Leeston.

### *Salvation Army*

The Salvation Army operate a Family Store from a leased building at 807 Jones Road within the Business 2 zone with four paid staff and volunteers. The building is used for the collection and sale of second-hand goods to assist people in the community.

The Salvation Army New Zealand Trust purchased a property at 646 Springston Rolleston Road in June 2017 to establish 'Generation House'. The property contains a four-bedroom dwelling, two sheds and extensive gardens. The property is being used for community gatherings, workshops, meetings, community meals, services such as counselling, supervision and meditation, office space for local community groups, and foodbank supply storage. The Salvation Army advised they expect the facility to grow and are considering additional activities such as tutoring, arts, a youth programme and retreats. One of the sheds is proposed to be used for a multi-purpose performance/practice space.

The site is zoned Living Z. The Salvation Army consider they are currently operating within the parameters of a permitted activity but that resource consent will likely be required for their intended expansion and they are currently working with the consents planners at SDC to establish what consents may be required.

### *Ellesmere Speedway*

The Ellesmere Motor Racing Club advised they have been in operation at the site for approximately 36 years and advised they do not have a resource consent as this has never been required and they have not encountered any planning issues to date. The Club are committed to continuing their motorsport activity and have just last year finished a major development and completely rebuilt the track and are continuing the upgrades on the off-season with significant investment.

### *Moore Park<sup>4</sup>*

The President of the Canterbury Motorcycle Speedway Club/Moore Park Motorcycle Speedway advised they have had several building consents granted for minor buildings, which were sought under the name of the Christchurch Off-Road Motorcycle Club which holds the lease on the land.

There were issues concerning a potential resource consent several years back connected to one of the building consents, but this was resolved<sup>5</sup>. In the future the Club advised another toilet block (most probably portable) is proposed.

The Club advised they intend to stay at the site for the foreseeable future as the Club have invested hundreds of thousands of dollars in the venue, which provides the local community a controlled recreation facility both as a spectator and/or competitor. The Club also contribute to the local Selwyn economy by way of the spectator numbers drawn from outside the district.

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<sup>4</sup> This stakeholder feedback was inadvertently omitted from the Baseline Report.

<sup>5</sup> Building Consent 122121 has a note concerning a proposed garage not complying with an internal boundary setback under the Operative Plan. The garage was repositioned to comply avoiding the need for resource consent.

## 7.0 Summary of Options to Address Issues

### 7.1 OPTION 1 - MAINTAIN STATUS QUO

**Effectiveness in Addressing Issues:** A rollover of the current provisions would maintain the issues outlined in section 3.0 and is therefore considered ineffective.

**Risks:** It is considered the provisions need updating and revising in the context of an activity-based plan and therefore there would be ongoing risk that the effects of such activities are not appropriately managed. Not addressing the identified issues with the provisions would be a lost opportunity given the District Plan review is underway and the existing management approach could be retained with amendment to improve the efficiency and effectiveness of the provisions.

**Budget or Time Implications:** This would be the most cost and time efficient option in the short-term for the Council, but such provisions remaining in the Plan could necessitate a plan change in due course whereby costs would be incurred in any case.

**Stakeholder and Community Interests:** All identified stakeholders.

**Recommendation:** Do not maintain the status quo.

### 7.2 OPTION 2 - AMEND AND UPDATE THE PROVISIONS TO IMPROVE CLARITY AND EFFECTIVENESS

Under this approach the provisions would be updated to ensure they are consistent and clear. In particular, the Baseline Report project scope required recommendations on the types of matters that should inform or be reflected in policies and options for rules. These policy and rule recommendations which would form the basis of amendments to the existing provisions are outlined below:

1. **Definitions**  
All of the community and recreation related definitions need to be revised to provide greater clarity and reduce overlap, also taking into account the National Planning Standard definitions of relevance.
2. **The types of matters to that should inform or be reflected in policies:**  
*Community facilities/activities:*
  - Recognise the positive effects that community facilities/activities provide such as the health, safety and wellbeing of communities.
  - Provide for and enable community facilities/activities district-wide in appropriate locations.
  - Ensure community facilities are accessible to the community for community wellbeing and to meet community's expectations.
  - Ensure community facilities/activities do not have significant adverse effects on residential character and amenity values.
  - Recognise that certain community facilities have a strategic and/or operational need to locate in certain areas.
  - Encourage multi-uses of community facilities.

- Encourage the efficient use and maintenance of community facilities.
- Provide some development leniency with respect to certain community facilities/activities.

*Recreation facilities/activities (non-residential and non-community facilities/activities):*

- Recognise the positive effects that recreation facilities/activities provide in relation to the health, safety and wellbeing of people.
- Provide for recreation facilities /activities district-wide, with a particular focus in the Rural zones where most are located, subject to management of effects.
- Ensure facilities/activities do not have significant adverse effects on character and amenity values.
- Provide specific policy direction in relation to specific activities to correspond with more targeted rules.

3. Options for rules include:

- *Landscaping* - Retain rules requiring landscaping but consider additional landscaping controls especially in Living Zones to screen and mitigate building bulk.
- *Site coverage* - In Living and Business zones the site coverage controls could be more fine-grained or even exempted in relation to particular activities in certain locations.
- *Car parking* - The Transport review of the car parking provisions should include review of the: car parking requirements for existing and anticipated community and recreation activities to ensure activities are clearly provided for and the rates are appropriate; whether the approach could be more fine-grained in relation to some specific activities rather than the broad category approaches currently used in relation to places of assembly and/or recreation activities and health care services for example; and whether the wording of the car parking rules could be clearer and more enforceable.
- *Cycle parking* - The Transport review of the cycle parking provisions should consider the effectiveness of the cycle parking rates (including imposing a cap in relation to some activities and not others) and the location and design requirements in relation to community and recreation (and other) activities.
- *Signage* - Community and community/recreation related signage on council-held land should be enabled given such signage is anticipated and often serves an important purpose such as naming or directional information. How this is best achieved by way of tailored plan rules specific to activities or a bylaw is to be determined by the Signage review. It is also recommended that as part of the Signage review that further consideration be given to whether signage in relation to community facilities not within council owned land could be better enabled where such facilities are necessary and anticipated, or even possibly exempt (i.e. emergency services signage).
- *Noise* - Spiritual and education activities no longer be exempt from the noise provisions; emergency services continue to be exempt (refer to Emergency Services Report); and specific noise controls for recreational facilities such as rifle ranges and powered motor sport activities be considered. This issue has also been identified by the Council's Acoustic Consultants as requiring further consideration.
- *Scale of activities* - The scale of activities rule be reviewed in the context of the wider District Plan review to determine whether it is appropriate to retain with amendment or alternatively rely on

other existing rules such as site coverage and/or new rule(s) such as a trip generation rule to manage the scale of non-residential and non-rural activities.

- *Hours of operation* - That spiritual and education activities no longer be exempt from the hours of operation rule, and that exemptions for community facilities such as hospitals and emergency services or activity specific rules for particular facilities/activities be considered further.

#### 4. Other Matters to Note

- The range of existing and proposed facilities/activities across the District will need to be reflected in the context of an activity-based plan. As an example, new types of facilities are anticipated within the District including community corrections facilities and IFHC which will need to be considered and provided for where appropriate.
- MoE will continue to rely on designations and the Rolleston Christian School which is a State Integrated School is proposed to be designated.

**Effectiveness in Addressing Issues:** Updating the provisions would address the issues identified in section 3.0 of this report.

**Risks:** In some instances a tightening of the rules is recommended or recommended to be considered further, which will likely not be favoured by certain affected stakeholders. For instance, spiritual facilities and pre-schools are currently exempt from noise and therefore the recommendation to remove this exemption will place greater control on these activities. This can be mitigated to some degree by further targeted engagement during the next phase. There is also a need for integration and consistency going forward as several other District Plan Review Topics feed into this work (i.e. noise, signage).

**Budget or Time Implications:** This option will incur some time and cost to Council to prepare an updated set of provisions but will reduce the cost to Plan users as a result of the lack of clarity and the ineffectiveness of the provisions in managing effects where the provisions are either too lenient or restrictive. There will also be greater consenting costs in some instances should noise exemptions be removed for example (but this is balanced by the need to better manage environmental effects).

**Stakeholder and Community Interests:** All identified stakeholders.

**Recommendation:** Proceed with Option 2.

## 8.0 Stakeholder Feedback on the Draft Preferred Option Report

The draft Preferred Option Report (and Baseline Report for reference) was sent to all stakeholders who provided feedback on the Baseline Report, and Environment Canterbury. The report was not sent to Mahaanui Kurataiao Ltd given they had no comments on the Baseline Report.

*ECan, CDHB, MOE, and Corrections*

ECan advised they have no feedback, as did CDHB. MoE have no further feedback and stated the report accurately reflects discussions, and Corrections advised they are comfortable with the report and recommendations.

### *Rolleston Christian School*

The Rolleston Christians Schools Trust have no issue with the reports but clarified that the Rolleston Christian School is owned by the Christian Schools Trust and operated by the Rolleston Christian School Board of Trustees which are two separate and distinct legal entities (the Baseline Report states that the school is owned and operated by the Rolleston Christian School Trust). All State Integrated Schools are run by a Board of Trustees, a Crown Entity, and are owned by a separate legal organisation, most often a Charitable Trust. At this stage this information is not material to the context of the reports but is useful clarification.

### *Salvation Army*

The Salvation Army advised they are currently preparing a resource consent application for their Generation House property and will lodge it with Council in due course.

### *Ellesmere Speedway*

Ellesmere Speedway advised that their site is not located on DoC land. This has been confirmed as correct (initial internet searches showed the address for the site as 38 Southbridge Dunsandel Rd, however the correct address in Council's system is 256 Feredays Road, which is in private ownership). Ellesmere Speedway advised that they are especially concerned about any change to the District Plan that would restrict their Club from continuing to operate. They are a well-established facility and want to continue to be able to operate without undue constraint. The key effect of noise was discussed. The Club have undertaken to gather some noise data as a basis for ongoing discussions with Council as to what an acceptable limit may be for their motor sport activity (as relying on the Rural Zone limits could result in future compliance issues and the current lack of a specific noise limit for motorsport noise has been identified as an issue by Council's Acoustic consultants). The Club also advised that they usually have meets only once a month so noise is irregular. The Club want to remain consulted with during the review process.

### *Moore Park*

The President of the Canterbury Motorcycle Speedway Club (Trading As Moore Park Motorcycle Speedway) advised that in addition to Moore Park and Ellesmere Speedways, there are a number of additional motor sport facilities in the District. These facilities include: the Canterbury Off Road Racing Club (adjacent to Moore Park); the Christchurch Off Road Motorcycle Club (operate within Moore Park and sub-lease from Canterbury Motorcycle Speedway Club); the Canterbury Mini Motor Cross Club in Darfield; and a Motor Cross Track situated in Leeston that gets used occasionally. All venues hold motor racing events and training days which are open to the public to attend.

Approximately 10-12 race meetings are held per year at Moore Park and training days are held on Sundays. The Club advised they have not received any complaints about their operations to date. The Club lease the land from ECan on a 10 yearly basis. A significant amount of money has been invested in Moore Park upgrading the facilities and infrastructure and the ability to continue to viably operate is important. The Club understands that noise is a key effect which the Council is seeking to manage and wish to be consulted with when provisions relevant to their facility (and other motorsport facilities) are developed. The Club are also concerned about reverse sensitivity should there be any future residential development near the site.



## 9.0 Preferred Option for further engagement

The Project Team recommends that Option 2 as outlined in section 7.2 above is endorsed by the Council for further development.



## Appendix 1 – Community and Recreation Facilities Baseline Report