

Airfields, Airstrips and Helicopter Landing Pads (RU004)

Planning Analysis

Prepared for:

Selwyn District Council

Prepared by:

Barker Planning

15 December 2017

Quality Assurance Statement

Application prepared by:



Vicki Barker, Director - Barker Planning

A: 5 Melton Park Lane, RD6, Christchurch 7676

E: vicki@barkerplanning.co.nz

M: +64 21 354 366

www.barkerplanning.co.nz

The information contained in this document produced by Barker Planning is solely for the use of the Client for the purpose for which it has been prepared and Barker Planning undertakes no duty to or accepts any responsibility to any third party who may rely upon this document.

All rights reserved. No section or element of this document may be removed from this document, reproduced, electronically stored or transmitted in any form without the written permission of Barker Planning.

Revision	Description	Author	Date Supplied to Client
1	Draft for Client	Vicki Barker	30 October 2017
2	Revised Draft for Client following Topic Lead Review	Vicki Barker	7 November 2017
3	Revised Draft for Client following Project Lead Review	Vicki Barker	20 November 2017
4	Final following Stakeholder Review	Vicki Barker	15 December 2017
5	Final following Stakeholder and Topic Lead Review	Vicki Barker	15 December 2017

Contents

1.	Introduction and Scope	6
2.	Summary of the Operative Selwyn District Plan Provisions	6
2.1	Definitions.....	7
2.2	Issues	7
2.3	Objectives and Policies	7
2.3.1	Objectives	7
2.3.2	Policies	7
2.4	Rules	8
2.4.1	Rural Zones.....	8
2.4.1.1	Trees, Buildings and Utilities within Approach Surfaces to West Melton Airfield and Hororata Domain	8
2.4.1.2	Activities in Rural Zones.....	8
2.4.2	Living and Business Zones	9
3.	Overview of Existing and Proposed Airfields, Airstrips and Helicopter Landing Areas in Selwyn District.....	9
3.1	Airfields/Aerodromes.....	9
3.1.1	West Melton Aerodrome	9
3.1.1.1	Consent History.....	10
3.1.2	Springfield Aerodrome	10
3.1.2.1	Consent history	11
3.2	Airstrips	11
3.3	Helicopter Landing Areas.....	12
4.	Issues with the Plan Provisions	12
4.1	Definitions.....	12
4.2	Rules	13
4.2.1	Approach Surfaces.....	13
4.2.2	Scale of non-residential and non-rural activities	14
4.2.3	Transport	15
4.2.4	Aircraft Movements	15
4.2.4.1	Permitted Aircraft Movements.....	15
4.2.4.2	'Other' Permitted Aircraft Movements	16
4.2.5	Noise	16
4.2.6	Hazardous Substances	17
5.	Canterbury Regional Policy Statement.....	17
5.1	Definitions.....	17
5.2	Objectives and Policies	18

5.3	Extent to which the Plan gives effect to the Canterbury Regional Policy Statement.....	19
5.3.1	Quality of the Environment.....	20
5.3.2	Incompatible development and reverse sensitivity	20
5.3.3	Impact on rural productivity	20
5.3.4	Safe and efficient operation	20
5.3.5	Transport.....	21
5.3.6	Infrastructure	21
5.3.7	Summary	21
6.	Mahaanui Iwi Management Plan	21
7.	Review of Other District Plans.....	21
7.1	Christchurch District Plan.....	21
7.1.1	Christchurch Airport & Wigram HeliPad.....	21
7.1.2	Airfields or Airstrips Outside Christchurch Airport.....	22
7.1.3	Helicopter Landing Areas Outside Christchurch Airport or Wigram	22
7.2	Ashburton District Plan.....	23
7.2.1	Ashburton Aerodrome	23
7.2.2	Zone Provisions	24
7.3	Waimakariri District Plan	24
7.3.1	Rangiora Airport	24
7.3.2	Zone and General Provisions	25
7.4	Proposed Hurunui District Plan	25
7.5	Comment on the Extent to which Cross-boundary Consistency is Achieved or Necessary..	26
8.	Management Options.....	26
8.1	Option 1: Retain the Status Quo	27
8.2	Option 2: Permit Activities Subject to Compliance with More Stringent Rules/Development Standards	27
8.3	Option 3: Require Resource Consent	29
8.4	Option 4: Permit Certain Activities and Require Other Activities to Obtain Resource Consent	29
8.5	Option 5: West Melton Aerodrome Site Specific Options	30
8.5.1	Option 5(a): Designating	30
8.5.2	Option 5(b): Specific Zoning	30
8.5.3	Option 5(c): Scheduling.....	31
8.5.4	Option 5(d): Policy Overlay or Management Area	31
8.5.5	Summary	32
8.6	Springfield Aerodrome	32
9.	Stakeholder Feedback.....	33
9.1	Environment Canterbury	33

9.2	NZTA	34
9.3	Canterbury Gliding Club	34
9.4	Canterbury Aero Club	34
10.	Recommendations	35
10.1	Definitions.....	35
10.2	Objectives and Policies	35
10.3	Rules	35
10.3.1	Expressly Permit Certain Activities Subject to No Development Standards/Rules	35
10.3.2	Provide for Certain Activities as Permitted Subject to Development Standards/Rules	36
10.3.3	West Melton Aerodrome	36
10.3.4	New or Expanding Aerodrome (including Springfield Aerodrome)	36
10.3.5	Approach Surface Rules	36
10.4	General.....	36
11.	Summary	36

List of Appendices

Appendix A - Issues and Options Report Airfields (July 2013)	38
Appendix B - Operative Selwyn District Plan Provisions.....	39

1. Introduction and Scope

There are existing airfields, airstrips and helicopter landing areas within Selwyn District which are given various levels of recognition in the Operative Selwyn District Plan (the Plan). The primary objective of this report is to determine whether any changes are required to the current provisions and to identify management options with consideration of the effectiveness, opportunities and limitations of each option, and to make recommendations as to the most appropriate management approach.

The Council commissioned an Issues and Options Report in 2013 with respect to airfields¹ (copy attached as Appendix A). The project scope requires peer review of this report to confirm or otherwise the relevance of its outcomes given its age and in the context of an activities-based Proposed Plan. The peer review of this report has informed the analysis and assessment contained in this report.

In addition to the peer review, the proposed draft management options and recommendations are based on additional research and analysis, including:

- Review of the current Plan provisions to establish the existing planning context and to assist with analysing the effectiveness of the provisions and informing the proposed management options and recommendations (not specified by the Project Scope but considered necessary);
- Identification of the existing facilities and operators in the District mainly by way of a consent record search and engagement with Council Officers and key stakeholders, including the Canterbury Aero Club (CAC) and the Canterbury Gliding Club (CGC), to better understand the existing facilities and operations and any future expansion plans;
- Identification of the key issues with the existing Plan provisions, informed by engagement with relevant Council Officers and key stakeholders (not specified by the Project Scope but considered useful to inform the proposed management options and recommendations);
- Review of the Canterbury Regional Policy Statement (CRPS) and analysis as to whether the Plan provisions give effect to the CRPS;
- Review of the Mahaanui Iwi Management Plan; and
- Review of the approaches taken by Christchurch, Ashburton, Waimakariri and Hurunui District Councils to providing for such activities.

Information was requested from the Civil Aviation Authority (CAA) to better understand the regulatory environment with respect to aircraft movements and their jurisdictions and to seek feedback about existing aircraft operations in Selwyn and the approach surface rules in particular, however no response was received. Feedback from the CAA would be valuable and further attempts to engage with the CAA is recommended as this topic progresses.

In consultation with the Rural Chapter Lead, it was decided that the New Zealand Transport Agency (NZTA), Christchurch International Airport Limited (CIAL) and Environment Canterbury (ECan) would not be engaged with during the drafting of this report as these parties have a less direct interest, however the draft report will be circulated to these parties and the other key stakeholders for any feedback.

It is of note that the provisions relating to the Christchurch Airport noise contours are outside of this Project Scope and are being considered primarily as part of the Business Topic.

2. Summary of the Operative Selwyn District Plan Provisions

To understand the existing planning context, the relevant Plan provisions are outlined in Appendix B and are summarised below. Both the Rural and Township Volumes contain provisions relevant to airfields, airstrips and helicopter landing pads, and both have been addressed for completeness in this section and Appendix B, although the focus of the report is on the Rural provisions consistent with the project scope.

¹¹¹ Selwyn District Plan Rural Volume - Issues and Options Report Airfields - July 2013, Prepared by Planz Consultants Ltd.

2.1 Definitions

Both Volumes of the Plan contain the same definition of 'airport': *means any land intended or designed, to be used, whether wholly or partly, for the landing, departure and movement of aircraft.*

'Airfield', 'airstrip', 'aerodrome', 'aircraft', 'aircraft movements' and 'helicopter/heli pad' are other terms used in the Plan, but none of these terms are defined.

'Airports' is also referenced in the 'Utility' definition as follows: *includes the use of any structure, building or land for any of the following purposes:*

(f) Transportation infrastructure, including (but not limited to) roads, accessways, railways, airports and navigational aids;

2.2 Issues

The Plan Issues recognise 'Airfields'/'Airports' as part of the District's transport network and both Volumes contain the same issues (B2.1). These include:

- The safe and efficient operation of transport networks, including airfields;
- Areas in the approach paths to airfields or airports need to be clear of very high structures to operate within Civil Aviation Authority regulations (reference is made to West Melton Airfield and Hororata Domain);
- Effects of transport networks on the environment and surrounding land uses such as aircraft noise on residents; and
- Effects on the operation of transport networks from adjoining land uses (reverse sensitivity effects).

2.3 Objectives and Policies

2.3.1 Objectives

Both Volumes seek to provide for an integrated approach to land use and transport planning to ensure safe and efficient operation of transport networks including airfields, and that such networks are not compromised by adverse effects from surrounding activities (B2.1.1).

The Rural Volume also contains a further objective seeking the continued operation of existing airfields without adverse noise effects, while ensuring such resources are not compromised by inappropriate development of noise-sensitive land uses (i.e. reverse sensitivity) (B2.1.5).

2.3.2 Policies

Both Volumes contain the same policy which seeks to ensure structures do not adversely affect the safety of aircraft approaches to Hororata Domain or West Melton Airfield (Policy B2.1.21 and B2.1.23 respectively).

The Rural Volume Policy B2.1.24 seeks to manage the location and operation of new airports, airfields or helipads used for frequent or consistent take-off or landing of aircraft and once established protect these facilities from reverse sensitivity effects. This policy recognises that such activity is anticipated in the Rural environment and that it is an appropriate area to locate, but that location relative to townships and houses and their operation needs to be managed.

Of particular note is the explanation to Policy B2.1.24 which states:

The take off or landing of aircraft for top-dressing, frost prevention, crop and pest spraying, recreation, tourism, construction work, and logging, is part of the rural environment. Residents in rural areas can expect to hear noise from aircraft taking off and landing on sites around them from time to time.

Airfields and helipads are established in the rural area for more frequent take off and landing of aircraft on a consistent basis. Policy B2.1.24 does not discourage these activities. The Rural zone is an appropriate area for these activities to locate. Their location, relative to existing townships and houses, and their operation should be managed to mitigate effects of noise and vibration on surrounding residents. Once established, these activities should also be protected from becoming surrounded by residential development or other activities which may be sensitive to their effects. This

is achieved by keeping residential density low in the Rural zone, and by not allowing townships to expand to surround these sites.

“Noise sensitive” activities include any residential activities, other forms of accommodation and educational facilities.

Policy B2.1.24 applies to new airfields. Existing lawfully established activities at West Melton and Hororata Domain may be “Existing Uses” under section 10 of the Act. The District Plan policies and rules will apply to either of these sites, if the effects of the activities on the site change.

The Township Volume contains Policy B2.1.28 which seeks to avoid the location and operation of new airports, airfields or helipads in Business or Living Zones, other than for emergency work or ‘one off’ events’, or for aircraft movements ancillary to the predominant use of the land. This policy recognises that aircraft are not generally part of Township environments and that noise effects are not expected, however there are some exceptions and if the activity is ancillary to the primary activity on the site.

2.4 Rules

2.4.1 Rural Zones

2.4.1.1 Trees, Buildings and Utilities within Approach Surfaces to West Melton Airfield and Hororata Domain

Trees, buildings and utility buildings/structures within the approach surfaces to the runways of the West Melton Airfield and Hororata Domain are permitted if they comply with the maximum height limits in Appendix 19 (Rules 2.1.1.7, 3.7.1 and 5.12.1). Appendix 19 contains technical information about the approach surfaces and diagrams relevant to each airfield. Any breach of the height limits is a non-complying activity.

2.4.1.2 Activities in Rural Zones

- **The scale of non-residential and non-rural activities (9.4)** - Non-rural/residential activities are permitted if the maximum area of any site covered by building(s)², loading, storage and waste areas used for any other activity on the site does not exceed 100m² and no more than two full-time equivalent persons are employed in undertaking any other activity on the site. Any activity which does not comply with this rule is a discretionary activity.
- **Carparking, Vehicle Crossings, Access and Egress (9.12)** - There are no specific car parking standards applicable to airfields and the vehicle crossing and access rules apply. If the rule is not met, the activity classification is either restricted discretionary, discretionary or non-complying depending on the breach.
- **Vehicle Movements (9.13)** - The limits on vehicle movements depend on the road type and class and range between 15 to 60 ecm/d per site. Any activity which does not comply with this rule is a discretionary activity.
- **Aircraft Movements (9.14)** - Certain aircraft movements (taking off and landing) are permitted if in association with: emergency, fire control, or law enforcement work; seasonal farming work; the operation of military aircraft; and aircraft movements associated with activities within the Porters Ski and Recreation Area.

‘Other’ aircraft movements are only permitted if the noise produced at any notional boundary in the Rural Zone or at the boundary of any Living Zone is no more than 50 dBA Ldn; and where the airstrip or helipad is located within 1 km of the nearest boundary of any Living zone there are no more than 14 flights (28 aircraft movements) / week on any one property except that on any five days in any continuous six-month period, an unlimited number of flights is permitted.

For the purposes of the rule, aircraft noise can be averaged over periods of seven consecutive days and the averaged value shall not exceed 50 dBA Ldn, and in any case the limit shall not be

² A utility structure is excluded from the definition of ‘building’ under the Plan. The definition of ‘utility’ includes ‘airports’.

exceeded by more than double the sound exposure limit (i.e. 3 dBA Ldn terms) on any one day. Daily sound exposure values shall be averaged on an arithmetic basis.

Any activity which does not comply with this rule is a discretionary activity.

2.4.2 Living and Business Zones

Take-off and/or landing of any aircraft is permitted if:

- The activity is part of emergency, search and rescue, or law enforcement work; or
- The activity does not occur on more than two days in any six-month period on the same site; and
- The aircraft movement occurs only between the hours of 7:00am and 7:00pm.

Discretionary activity resource consent is required if the permitted standards are not met, and so long as the take off and/or landing of aircraft is an ancillary use and is not a main or predominant use of the land or any facilities on the site. Otherwise the activity status is non-complying.

3. Overview of Existing and Proposed Airfields, Airstrips and Helicopter Landing Areas in Selwyn District

3.1 Airfields/Aerodromes

There are currently two well established airfields/aerodromes in the District, which have been termed throughout this report as:

- West Melton Aerodrome; and
- Springfield Aerodrome.

The airfield at Hororata Domain is no longer operational.

3.1.1 West Melton Aerodrome

The West Melton Aerodrome is located at 1266 Weedons Ross Road and is operated by CAC, which has been established for approximately 45 years and is one of the biggest clubs in New Zealand. The West Melton Aerodrome is the only airfield between Christchurch and Ashburton where there is a club operation and pilot training for powered aircraft.

The land is leased from ECan with a right of perpetual renewal. The leased land area is approximately 80 hectares and approximately 75% is actively used.

CAC's primary base is Christchurch Airport and there is over 20 years to run on the lease and CAC will endeavour to maintain a facility at Christchurch Airport. Rangiora Airport is also used by CAC. West Melton is currently a satellite or secondary airfield and CAC advised they have firm plans for a long-term future at the West Melton site.

CAC is predominantly a commercial operation (flight training school), however there is also a recreational element. CAC estimate an approximate 75% to 25% split of flight training versus recreational club use presently, but this varies depending on the number of students in training. The prime objective of the flight training operation is to provide the income to underwrite CAC's general operations. This flight training facility has been in operation for a number of years and CAC advise it has been very successful and is recognised throughout New Zealand and Internationally.

CAC has a fleet of 27 aircraft (all club-owned) and a maximum of 500 members. There are approximately 80-90 members in the training school currently. Total flight hours across CAC are estimated to range between approximately 15,000 to 25-27,000 hours per year, but not all these hours are conducted from West Melton. The Aerodrome does not operate at night. Currently only a few helicopters utilise the aerodrome as they are not considered an especially good fit with the training aspect of CAC.

The site is zoned Rural Inner Plains and is designated for flooding stopbank purposes and a new secondary stop bank is currently being constructed. The surrounding land is predominantly ECan owned and leased farm land or used for recreational purposes. Moore Park Speedway and the

Canterbury Offroad Racing Club are located on the opposite side of Weedons Ross Road. The Waimakariri River is located to the north. The site is well separated from residential development which is largely confined to Old West Coast Road over 1km to the south. The NZ Defence Force West Melton Rifle Range is located nearby on Old West Coast Road and is designated for defence purposes.

3.1.1.1 Consent History

The Council records show one recent resource consent for the establishment of a four bay 362m² hangar, which was granted in October 2016 (RC165475). Further information was sought by the Council, including: a flood report as the site is located within the Waimakariri Flood Area A; detail about the total increase in aircraft movements; and a noise assessment to demonstrate that existing use rights apply given the proposed new hangar development.

A Flood Report was provided by the applicant as well as further detail about the number of flight movements, which concluded there would be no material increase in flying activity as a result of the proposal. No noise report was required as a result and existing use rights were established. The hangar was considered to meet Rule 9.4 (Scale of non-rural activities) as it was classified as a utility building and therefore exempt from the rule (transport infrastructure including 'airports' is defined as a 'utility' in the Plan and Rule 9.4 does not apply to utilities). The resource consent was processed as a non-complying activity subject to a non-compliance with Rule 3.1.4 only for a 'principal building' within the Waimakariri Flood Area A.

The Canterbury Aero Club commented on the difficulty and time-consuming process of establishing existing use rights when they seek to make changes to their operations. From the Council records it appears the establishment of existing use rights has not been a significant ongoing issue, however it is acknowledged that it was an issue in terms of the above-mentioned consent as a consultant needed to be engaged to establish existing use rights, and over time as the Aerodrome develops further there will likely be increasing difficulty in establishing existing use rights.

3.1.2 Springfield Aerodrome

Springfield Aerodrome is located on the corner of Swamp and Wyndale Roads, Russells Flat, Springfield and is operated by the CGC. CGC was formed approximately 60 years ago and was originally located at Christchurch Airport before shifting to Wigram, and then to the Hororata Domain approximately 14 years ago. CGC relocated to the current Springfield site approximately 10 years ago largely due to local community opposition to their operations being based at Hororata Domain which is a council owned recreation reserve (which went as far as the Environment Court).

The Aerodrome land is owned by a Charitable Trust and is leased in perpetuity. The long-term proposition is that the Club remain a Gliding Club only, which GCG advised is reflected in the Trust Deed. CGC is an Incorporated Society with no staff - volunteers run the aerodrome. Membership is set at a maximum of 200 and members are widespread across the region and beyond.

The aerodrome is used for both training and recreation, but mainly recreation. CGC operates during the daytime only and mainly on weekends and Public Holidays, but also to a lesser degree during the week. Gliding is very weather dependent and the main gliding season is September to March with the peak in November to January. On a busy day, there could be up to 30 gliders in the air.

A hangar building was constructed on the site in 2012 which fits 14 gliders comfortably. Aside from the hangar, the site contains: a small control building; a woolshed used as an engineering workshop and for storage; a former school classroom which has been moved to the site to be used for training purposes and is proposed to be refurbished; and a dwelling used as a club-house. Groups such as the Scouts Air Training Corp from the West Coast and Canterbury use the training facilities and grounds for training purposes. Glider trailers are also stored on site and there are large grassed areas suitable for car parking.

There are two runways or 'vectors' and take-off and landing is into the wind (there is predominantly a NE wind at the site). There are specific flying circuits but gliders also fly far afield.

Powered aircraft are discouraged from using the aerodrome, but are not prohibited. The aerodrome is very rarely used by powered aircraft apart from the tow plane which is used in training and in direct support of gliding operations.

The CGC advised that future pending technology includes electric launchers (estimated approximately five years away). These launchers would likely increase gliding activity as they are more available/accessible than a tow plane and they will likely reduce noise compared to a tow plane.

In the future CGC would consider purchasing more land if possible to provide additional runway length and a larger area for launching, and ideally would like to build a second hangar the same size as the existing one, and possibly even a third well into the future.

The aerodrome is also occasionally used as a base for rural fire fighting and rural policing and has been used in emergencies by Search and Rescue, Rural Fire and New Zealand Police. For example, the site has been used when fighting fires in the Cass area. Fixed wing aircraft (top dressers fitted to fight fires) were able to fill up with water at the site and fly to the fires from the aerodrome as good departure paths are available, i.e. no high trees or other obstacles close to the departure end of the runway.

The site is zoned Rural Outer Plains and is relatively remote and surrounded by farm land. There is a dwelling located on the opposite side of Swamp Road in relatively close proximity to the site, but apart from that the site is currently well separated from other development.

3.1.2.1 Consent history

A Certificate of Compliance (CoC) was granted for the use of the application site for recreational gliding in 2009 (RC095025). In accordance with Rule 9.14 (aircraft movements) the activity was assessed as 'other aircraft movements' and was deemed to be permitted as noise was determined to comply (Acoustic Report provided), and as the site is not located within 1km of a Living Zone boundary there are no restrictions on the number of aircraft movements.

A further CoC was granted for the erection and operation of a hanger with maximum dimensions of 100m x 15m (1,500m²) with a maximum height of 3.95m in 2010 (RC105075). The CoC was granted on the basis that Rule 9.4 (Scale of non-residential and non-rural activities) does not apply to utility buildings (subject to the 'utility' definition), and that aircraft movements and noise were addressed by the earlier CoC and deemed to comply.

In 2013 CGC obtained resource consent to relocate the former school classroom building to the site to be used for flight briefings. The building was determined to fall under the definition of a 'utility', and therefore Rule 9.4 (Scale of Activities) was once again not applied. The proposal was assessed as a controlled activity for the relocation of a principal building. A further resource consent was granted in 2014 for a dwelling to be relocated to the site for Club use (RC145098).

CGC did not express any particular concerns with the existing provisions, presumably as they are permissive with respect to their operations. However, CGC would like to see approach surface controls applied to the site as they were to their former site in Hororata.

3.2 Airstrips

Aside from the well-established aerodromes/airfields mentioned above, there are also rural airstrips within the district in association with farming; i.e. top dressing, or for private use by small powered aircraft or gliders. These airstrips consist of grass runways for aircraft take-off or launching (in the case of gliders) and landing.

One such facility is the Windale Aerodrome located directly across the road from the Springfield Aerodrome. CGC advised this strip was established by farmers but has not been used apart from in association with farming practices. Given the strip was established for farming purposes it is expected it would be a permitted activity. There is no CoC for this airstrip on Council records.

It has been advised that there may be a private airstrip at Aylesbury Corner (owned by Graham Bethell), however there is no Council record regarding this airstrip.

A CoC was granted in 2011 for two formal grass runways for glider launching and landing and visiting aircraft at Bulls Road, Darfield (RC075187).

It is expected that there will be a number of other airstrips in the District that have not come to the Council's attention as they are permitted under the rules and/or are located in remote rural locations and well separated from neighbouring development.

3.3 Helicopter Landing Areas

A CoC was granted for Wyndon Aviation Limited in 2009 to continue to use a rural property at 810 Maddisons Road, Templeton for the take-off and landing of aircraft, including aircraft movements associated with emergency work, fire control, law enforcement and seasonal farming work, as well as for a limited number of 'other' aircraft movements (up to 14 flights per week or 28 aircraft movements) (RC095081).

There is also a current resource consent application being processed for a proposal to establish a helicopter landing pad and hangar and to store 2,800 litres of aviation fuel at 15 Trices Road, Prebbleton (175456). The application states that the proposed helicopter operation will comply with the aircraft movement limits in the Plan and noise, and that consent is only required for a breach of Rule 9.4.1 (Scale of non-residential and non-rural activities) as the hangar exceeds the permitted threshold of 100m². The application is currently on-hold for further noise information and it is understood there are interpretational issues with the permitted activity rules that this application highlights, ie. whether emergency and frost fighting activities are permitted if occurring off-site in relation to a commercial helicopter base.

Council is expecting a further resource consent application for a helicopter operation in Melton Grange Road, West Melton. The need for resource consent was determined during the processing of a Building Consent for a proposed hangar building.

4. Issues with the Plan Provisions

This analysis regarding the issues with the Plan provisions is informed by feedback from the Council Consents and Compliance and Monitoring Officers, research into recent resource consents and Certificates of Compliance granted post 2006³, and stakeholder engagement.

The focus of this assessment is on the relevant Rural rules; however, the Township Volume rules will also need to be considered as part of the next phase of the review.

4.1 Definitions

- The 'airport' definition (*means any land intended or designed, to be used, whether wholly or partly, for the landing, departure and movement of aircraft*)⁴ is broad in nature and 'airport' is not considered an accurate description for the existing and anticipated aerodromes/airfields, airstrips and helicopter landing areas in Selwyn. An airport is understood to primarily be a passenger transport facility which is authorised as such under the Airport Authorities Act 1996 and is part of the wider regional and national transport network.

The West Melton and Springfield Aerodromes are not commercial passenger air transport facilities and the Airport Authority list of airports in New Zealand does not list any Selwyn airfields (<http://airport-authority.com/browse-NZ>). The West Melton Aerodrome and CGC facility at Springfield are understood to be better classified as 'Aerodromes'; however this needs to be confirmed by CAA.

- The terms 'airfield', 'airstrip', 'aerodrome', 'aircraft' and 'helipad' are used throughout the Plan, but are not currently defined and in some instances the terms are overlapping. Need to establish which terms are appropriate and define them where necessary in the context of an activity based plan. There are relevant definitions in the RMA, Airport Authorities Act 1966, Civil Aviation Act 1990, and other district plans that should be considered in drafting definitions.
- The current 'utility'⁵ definition in the Plan refers to 'airports', and utility buildings associated with airports are exempt from the scale of non-rural activities rule (Rule 9.4.1). As a result, large-scale buildings have been constructed at the two Aerodrome sites as permitted activities or subject to resource consent for other reasons with no control over the effects of such a building on rural

³ There was an appeal to the Plan that was resolved by consent order in August 2006 resulting in significant changes to the rules so resource consents prior to 2006 are considered less relevant.

⁴ The 'airport' definition is based on the RMA definition of airport which is: *means any defined area of land or water intended or designed to be used, whether wholly or partly, for the landing, departure, movement, or servicing of aircraft.*

⁵ Utility: *includes the use of any structure, building or land for any of the following purposes: (f) transportation infrastructure, including (but not limited to) roads, accessways, railways, airports and navigational aids.*

character and amenity. As stated above, it is not considered there are any 'airports' in Selwyn and therefore this exemption needs to be reconsidered in the context of the existing and anticipated airfield facilities. There is link with the Utilities Project Scope and any amended or proposed utilities definition(s).

The 'network utility operator' definition in the RMA has the meaning set out in section 166 of the RMA - a 'network utility operator' means a person who: (g) is an airport authority as defined by the [Airport Authorities Act 1966](#) for the purposes of operating an airport as defined by that Act; or (h) is a provider of any approach control service within the meaning of the [Civil Aviation Act 1990](#). A regional or local council or an airport company can be an airport authority, and an approach control service means an air traffic control service for arriving or departing controlled flights. It is understood there are no facilities in Selwyn that meet section 166 (g) and (h) of the RMA, and therefore it appears there are no existing aircraft facilities that meet the definition of 'network utility operator' under the RMA.

- The Ministry for the Environment are considering a standard definition of 'aircraft operations' to be included in the National Planning Standards which will need to be considered when drafting activity based rules and definitions.
- There is overlap with the 'Recreational Facility'⁶ definition which could apply to the CGC facility for example and other airfield facilities used primarily for recreation, which will need to be clarified.

Overall, there is a need to clarify the terms and definitions to be used in the Proposed Plan provisions in consultation with stakeholders to ensure existing and anticipated activities are adequately described and provided for, defined where necessary, and overlap between terms and definitions is avoided.

4.2 Rules

4.2.1 Approach Surfaces

The Plan contains rules which require that any tree, building, utility structure/building shall not encroach the height limits for West Melton Airfield or Hororata Domain as shown in Appendix 19 (Rules 2.2.1, 3.7.1, and 5.12). These rules seek to manage the effects of tall buildings and other structures underneath the approach surfaces to the runways to ensure aircraft can take off and land safely. Any breach of the height limits is a non-complying activity.

As Hororata Domain is no longer an operational airfield the references to Hororata Domain are redundant and should be deleted from the Plan provisions.

CAC wishes to retain the approach surface height limits at West Melton as they consider them imperative to protect their operations from built development, utilities or tree planting which could impinge flight paths and subsequently compromise operational safety and efficiency. It is noted that the existing approach surfaces in the Plan in relation to the West Melton Aerodrome do not fully accord with the CAA approved flight paths and would need updating if retained (updated approach surface information has been provided by CAC).

CGC also support such a rule applying to their site at Springfield. CGC noted that trees on Swamp Road are a nuisance and approach controls or a similar means of restricting development height would be useful. CGC also needed to underground a section of power lines on Doyleston Rd to clear the approach paths which was costly. It is of note that such a rule would not apply to existing trees buildings or structures as CGC have mentioned as they would have existing use rights, and such a rule would only manage future new development.

While there are safety and operational benefits in applying approach surface restrictions to the two established aerodromes with frequent flight movements, and they also provide the ability to manage incompatible development to a degree (height limits), there are also some questions around their inclusion as follows:

- Potential overlap of plan rules with CAA legislation which controls air safety - there is a question as to whether district plans should seek to control aircraft safety and operational efficiency in relation

⁶ Recreational Facility: includes the use of any land, building or structure for the primary purpose of recreation or entertainment and is available to be used by members of more than one household.

to aircraft operations and particularly in relation to non-critical/strategic infrastructure⁷. Input from CAA was sought, but to date no feedback has been received;

- It is potentially difficult for lay people to interpret the approach surfaces and determine what the permitted height limits are;
- The approach surfaces are an inflexible tool if circumstances change. For instance, the approach surfaces could change relevant to amended runway layouts making approach surfaces included in plans out of date (as is the case for the West Melton Aerodrome approach surfaces currently);
- Airfields which cease to operate such as Hororata Domain would be unnecessarily protected and development within the approach surfaces unnecessarily restricted until such time as a plan change is undertaken to remove the restrictions;
- Any new significant airfields would not be protected (unless a plan change is sought) and there is a question about the thresholds required to be met to prompt protection by such a rule, i.e scale and significance. Other lesser sized facilities compared to the two existing aerodromes could seek such protection also and the justification for such protection needs to be clear;
- Approach paths impose restrictions on the development rights of adjoining land owners, however it is acknowledged that they are one means of controlling incompatible development from a height perspective at least (but not necessarily the type of development).

Alternatives to approach paths could include:

- Leaving such regulation to the CAA (in accordance with the Civil Aviation Act) and the airfield operators entirely, whereby potentially agreements outside of the district plan could address this issue. For example, with respect to the West Melton site as the surrounding land is largely ECan owned development rights could be agreed between the parties and subject to a formal agreement; and
- Zone rules such as setbacks and maximum heights (however such rules would still impose development restrictions on adjoining land owners).

Overall, there are several questions remaining regarding the appropriateness of continuing to include approach surfaces in the Proposed Plan that need to be considered further in liaison with the CAA and the two Aerodrome operators. Therefore, at this point in time, no firm recommendation is made in this respect until the matter is explored further.

If approach surface provisions were to be retained in relation to West Melton and introduced at Springfield, it is considered they would need to be made simpler to understand for plan users (Appendix 19 is overly complicated) and updated with respect to West Melton. As previously mentioned, the references to the Hororata Domain in Appendix 19 and associated rules need to be removed from the Plan.

4.2.2 Scale of non-residential and non-rural activities

The current scale of non-residential and non-rural activities rule (Rule 9.4) is applied to manage amenity and character effects with respect to buildings not otherwise anticipated in the zone and large-scale buildings (over 100m²).

This rule is capturing most new large-scale building developments associated with aircraft operations as anticipated and there are examples of this being the only reason for resource consent in relation to helicopter hangars for example. However, if deemed a 'utility' in association with an 'airport' this rule has not been applied to new development at the West Melton and Springfield Aerodromes (but has been applied outside of these two sites). As a result, large-scale buildings have been permitted either as of right or subject to other reasons for consent not related to the building size and scale, which has not enabled the management of effects including rural character, amenity and cumulative effects in particular.

⁷ The approach paths in relation to Christchurch Airport for example are important to ensure the safe and efficient operation of this critical infrastructure (aligned with the CRPS objectives)

The rule is working as anticipated outside of the two aerodrome sites, and therefore the focus needs to be on managing new development within the existing aerodrome sites and ensuring the definitions are clear. It is considered there needs to continue to be the ability to manage new development of a large-scale throughout the Rural Zone, including within the established aerodrome sites.

If the existing aerodrome activities were to continue to be subject to permitted activity rules (rather than automatically requiring resource consent), a fix would be to amend the 'utility' definition so it does not exclude 'airports' (or however the two aerodromes are sought to be defined under the Proposed Plan). This would then mean any new building development over 100m² on these sites and across the Rural zone would require resource consent. Alternative more strategic planning mechanisms are also available with respect to the West Melton site in particular, which could still provide for the management of effects but also look longer-term and avoid ad-hoc resource consenting processes (discussed further in the Section 8.).

4.2.3 Transport

Activities need to comply with the car parking, vehicle crossings, access and egress, and vehicle movement rules of the Plan (Rules 9.12 and 9.13).

These transport considerations are considered valid, especially in relation to the aerodromes and larger operations which attract a number of members, trainees and visitors, and the likes of tourist helicopter operations for example which generate vehicle movements and parking demand.

There is currently no specific car parking requirement with respect to airports, aerodromes etc., however it is not anticipated to be a significant issue to provide for car parking on what are generally large rural sites. Furthermore, vehicle movements have not been a consenting issue to date.

CAC advised that if the vehicle movements were retained at a maximum of 60 averaged over a week then compliance can likely be achieved for all but large 'open day' type events. If not averaged then there could be an issue with compliance on some days where there are traffic peaks. Parking supply is not an issue at the site as there is ample space available.

CGC noted that traffic generation was the biggest concern for locals when relocating to their Springfield site, but has proved not to be an operational issue and sufficient car parking is readily available on site.

The relevant transport rules need to be considered further by Council's Consultant Transport Engineers as part of the next phase of the review in the context of the broader Rural Chapter and what is appropriate with respect to these specific activities and non-rural activities generally.

4.2.4 Aircraft Movements

4.2.4.1 Permitted Aircraft Movements

Rule 9.14.1.1 permits aircraft movements (take-off and landing) in the Rural Zones if they are associated with: emergency, fire control or law enforcement work; or seasonal farming work such as topdressing, spraying, stock management, fertiliser application etc; the operation of military aircraft; or if associated with activities within the Porters Ski and Recreation Area. In this case there is no consideration of noise, separation distances or flight frequency.

Such permitted aircraft operations are standard across district plans and are considered necessary to provide for the likes of emergency services to carry out their functions and respond to emergencies, and for works in association with seasonal farming activities which would typically be expected in the Rural Zone.

Whilst these permitted operations are considered appropriate in principle, the extent of these activities (and the current Township exemptions) and the wording will need to be considered further as part of the next phase of the review to ensure the range of permitted activities without development standards are still appropriate and the wording is clear enough, and whether they may be other valid exemptions such as helicopter movements in association with temporary events for example.

4.2.4.2 'Other' Permitted Aircraft Movements

Rule 9.14.1.2 controls 'other' aircraft movements not permitted by Rule 9.14.1.1. Other aircraft movements are permitted if:

- *the noise produced at any notional boundary in the Rural Zone or at the boundary of any Living Zone is no more than 50 dBA Ldn (Aircraft noise is able to be averaged over periods of seven days); and*
- *where the airstrip or helipad is located within 1km of the nearest Living Zone boundary there are no more than 14 flights (28 aircraft movements) per week on any one property. An exception is that on any five days in any continuous six-month period, an unlimited number of flights is permitted.*

The issues with the noise control part of this rule is discussed as part of section 4.2.5.

With respect to aircraft movements, there is currently no restriction on the number of flight movements or hours of operation with respect to activities more than 1km from a Living Zone, which provides no consideration of dwellings or other noise sensitive activities outside of the Living Zone in close proximity to aircraft movements. The rule also does not manage peaks in flight movements, which could result in a significant number of flight movements in a condensed period, but which comply with the plan rule on average. Several airfields are operating in the District as permitted as a result of this permissive rule with the potential for adverse environmental amenity and noise effects on rural residents and other land uses.

A current example is a resource consent application⁸ for a new commercial helicopter landing pad where the applicant has stated aircraft movements (and noise) have been complied with and resource consent is only required due to the scale of the hangar building (which in this case is not deemed to be an airport utility).

CGC advised they would not want to see any restriction on the number of glider movements as electric launchers will likely increase glider movements (more efficient launching than tow planes), but in the case of their operations will reduce noise as tow planes would be used less frequently.

4.2.5 Noise

Rule 9.16 contains general noise controls which state that Rule 9.14 applies to the take-off and landing of aircraft (the rule is set out in Section 4.2.4 above). It is of note that the RMA does not control aircraft in flight and therefore District Plan rules need to be limited to take-off and landing only (section 9(5) of the RMA). Furthermore, section 326(1)(a) of the RMA does not include aircraft being operated during or immediately after flight as 'excessive noise' within the enforcement powers under Part 12 of the Act.

As the 50 dBA Ldn standard is averaged over seven days it is reasonably easy for compliance to be achieved even if movements are frequent on any given day and peak at certain times. Rule 9.14 also includes reference to noise in relation to the notional boundary of dwellings, but not other noise sensitive activities such as rest homes, hospitals or education facilities. Therefore, these noise sensitive activities are not a current consideration under the rule, which is a potential gap in the provisions.

The permissive nature of the rule is allowing aircraft movements with potentially more than minor adverse noise effects in respect of dwellings and other noise sensitive activities, and once established the aircraft movements and noise are an existing use.

With respect to existing facilities, CAC advised there have been no serious noise issues or complaints. Existing use rights have been relied on so far but it puts the onus on CAC to continually demonstrate compliance where noise is such a variable. CAC have a concern that Council Consent Planners have an expectation that a specialist acoustic assessment is submitted with every application for a new building to demonstrate compliance with the noise rules contained in the Plan.

CGC advised that noise at the former Hororata site was a key issue for the locals, however they suspect it was as their operations were not well understood at the time. When establishing their current site at Springfield a noise report was commissioned from Marshall Day which demonstrated

⁸ RC175456.

compliance was readily achieved. Obviously, gliders are a lot quieter than motorised aircraft, and therefore noise is not so much of an issue apart from the tow plane movements.

A Noise Report prepared by Acoustic Engineering Services Ltd (AES) commissioned by Council as part of the district-wide baseline assessments for the District Plan Review⁹, noted that all four of the surrounding districts include specific rules for noise from aircraft (fixed wing and helicopters) and most plans reference the New Zealand Standards relevant to measuring and assessing aircraft noise and/or helicopter landing areas (NZS6805:1992 and NZS6807:1994). A particular recommendation of AES is that given the more prevalent use of aircraft (primarily helicopters) compared to when the Plan was previously reviewed, consideration should be given as to whether the current noise rules for aircraft with the Rural Volume remain appropriate. It is agreed that further consideration of the aircraft noise controls is required by the Council's Acoustic Consultants as part of the next phase of the District Plan Review guided by the preferred management option(s).

4.2.6 Hazardous Substances

Both of the aerodromes have mobile aviation fuel available and are aware of the regulatory requirements. The Hazardous Substances baseline report has recommended that where possible the Proposed Plan should not duplicate processes carried out under the HSNO Act and therefore it is anticipated that regulating hazardous substances no longer be a matter incorporated in the Proposed Plan and therefore has not been considered further.

5. Canterbury Regional Policy Statement

Chapter 5 Land-Use and Infrastructure and Chapter 6 Recovery and Rebuilding of Greater Christchurch are considered the most relevant chapters of the Canterbury Regional Policy Statement 2013 (Revised February 2017) (CRPS).

Chapter 5 applies region-wide and focusses on land use development which results in changes to urban, rural-residential and rural areas and the importance of regionally significant infrastructure to a community's economic and social wellbeing, and health and safety. Chapter 6 provides a resource management framework for the recovery of Greater Christchurch to enable and support earthquake recovery and rebuilding, including restoration and enhancement, for the area through to 2028. The Greater Christchurch area to which the Chapter 6 provisions apply is shown on Map A in Chapter 6 and includes rural areas between Rangiora, Rolleston and Lincoln, and includes the West Melton Aerodrome.

5.1 Definitions

The CRPS contains two sets of definitions - one applicable to Chapter 5 and the wider region; and one to Greater Christchurch and Chapter 6 only. The definitions are relevant in order to interpret the provisions and to assist with determining how the two aerodromes in particular fit with the CRPS policy framework.

In Chapter 5 the definition of 'critical infrastructure' includes regionally significant airports and strategic infrastructure. There is no definition of regionally significant airports, however there is a definition of 'regionally significant infrastructure' which includes Timaru Airport and 'transport hubs' which are defined as: *A place where: 1. passengers are exchanged at a strategic public transit interchange; and / or Transport hub (in the Wider Region) 2. cargo is exchanged or stored at a regional facility, between vehicles or between transport modes. Transport hubs include operating train stations, regional or sub-regional bus interchanges, and freight hubs.*

Chapter 6 includes a definition of 'strategic infrastructure' (underlining my emphasis): *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, Christchurch International Airport, Rangiora Airfield.*

'Strategic transport networks' is defined as *means transport networks and operations of national or regional significance. These include the strategic road network including State Highway and major arterial roads as defined in district plans and the rail network, along with the region's core public*

⁹ Selwyn District Plan Review: DW005 Noise, Prepared by Acoustic Engineering Services Ltd dated 5 October 2017

passenger transport operations and significant regional transport hubs such as Christchurch International Airport and the Port of Lyttelton.

The West Melton Aerodrome is considered the only facility in the District with the potential to be deemed 'strategic infrastructure'. However, based on current information it is considered that the West Melton Aerodrome is neither 'critical'/'strategic infrastructure' or a 'strategic transport network' as defined in the CRPS and is not a "necessary facility" - it is primarily a commercial flight training/recreational activity and satellite airfield. Nor is it a core public passenger operation or transport hub. As a result, the specific CRPS policies relating to such infrastructure have not been assessed. However, that is not to say that West Melton Aerodrome is not worthy of a special management approach under the Proposed Plan.

5.2 Objectives and Policies

The following objectives and/or policies in Chapters 5 and 6 are considered broadly relevant to airfields, airstrips and helicopter landing areas within the district and region.

Location, design and function of development

Objective 5.2.1 (Location, design and function of development (Entire Region)) seeks to ensure:

Development is located and designed so that it functions in a way that:

2. enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:

(a) maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;

(c) encourages sustainable economic development by enabling business activities in appropriate locations;

(e) enables rural activities that support the rural environment including primary production; and

(g) avoids adverse effects on significant natural and physical resources including regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects on those resources and infrastructure; and

(i) avoids conflicts between incompatible activities.

Development Conditions

Policy 5.3.2 (Development conditions (Wider Region)):

To enable development including regionally significant infrastructure which:

1. ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose :

(a) existing or consented regionally significant infrastructure;

(b) options for accommodating the consolidated growth and development of existing urban areas;

(c) the productivity of the region's soil resources, without regard to the need to make appropriate use of soil which is valued for existing or foreseeable future primary production, or through further fragmentation of rural land;

2. avoid or mitigate:

(b) reverse sensitivity effects and conflicts between incompatible activities, including identified mineral extraction areas; and

3. integrate with:

(a) the efficient and effective provision, maintenance or upgrade of infrastructure; and

(b) transport networks, connections and modes so as to provide for the sustainable and efficient movement of people, goods and services, and a logical, permeable and safe transport system.

This policy implements Objective 5.2.1.

Management of development

Policy 5.3.3 (Management of Development (Wider Region)) implements Objectives 5.2.1-5.2.3 and seeks:

To ensure that substantial developments are designed and built to be of a high-quality, and are robust and resilient:

- 1. through promoting, where appropriate, a diversity of residential, employment and recreational choices, for individuals and communities associated with the substantial development; and*
- 2. where amenity values, the quality of the environment, and the character of an area are maintained, or appropriately enhanced.*

Rural production (Wider Region)

Policy 5.3.12 seeks to:

Maintain and enhance natural and physical resources contributing to Canterbury's overall rural productive economy in areas which are valued for existing or foreseeable future primary production, by:

- 1. avoiding development, and/or fragmentation which; (a) forecloses the ability to make appropriate use of that land for primary production; and/or (b) results in reverse sensitivity effects that limit or precludes primary production.*
- 2. enabling tourism, employment and recreational development in rural areas, provided that it:*
 - (a) is consistent and compatible with rural character, activities, and an open rural environment;*
 - (b) has a direct relationship with or is dependent upon rural activities, rural resources or raw material inputs sourced from within the rural area;*
 - (c) is not likely to result in proliferation of employment (including that associated with industrial activities) that is not linked to activities or raw material inputs sourced from within the rural area; and*
 - (d) is of a scale that would not compromise the primary focus for accommodating growth in consolidated, well designed and more sustainable development patterns. and;*
- 3. ensuring that rural land use intensification does not contribute to significant cumulative adverse effects on water quality and quantity.*

A number of recreational, employment and tourist activities are already established in the rural area, and contribute to the regions social and economic well-being. Recreational, employment and tourist activities can be consistent and compatible with an open space rural environment, where landscape values and the productivity of the region's soil resources are maintained and reverse sensitivity effects avoided or mitigated.

Recovery Framework

Objective 6.2.1 - *Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:*

- 7. maintains the character and amenity of rural areas and settlements;*

5.3 Extent to which the Plan gives effect to the Canterbury Regional Policy Statement

The overall direction of the CRPS of relevance to aerodromes/airfields, airstrips and helicopter landing areas in rural areas is summarised as follows:

- To enable non-rural development such as tourism, employment and recreation in rural areas so long as it at least maintains the overall quality of the environment, including amenity values and rural character;
- To avoid conflict between incompatible activities and reverse sensitivity effects, especially with respect to ensuring primary rural production is not unduly affected.

The Plan provisions currently recognise that airfields, airstrips and helicopter landing areas are activities which would typically be expected to locate in rural zones as they are dependent on the rural land base to operate, and in many instances also support primary rural production (i.e. aircraft movements in association with farming). In particular Policy B2.2.24 seeks to manage such activities in the Rural Zones, and conversely avoid such activities in the Township (B2.1.28). This broad direction is consistent with the CRPS.

5.3.1 Quality of the Environment

The quality of the environment is currently managed primarily by way of the aircraft movement, scale of non-rural activities and noise rules. However, issues with these provisions have been identified whereby activities are establishing relatively freely within the District and the quality of the environment is not necessarily being managed as effectively as it could be. It is considered that the provisions could be strengthened to better manage the effects on amenity values and rural character, especially in association with new and expanding facilities involving large buildings and frequent aircraft movements with the potential for more than minor noise effects.

5.3.2 Incompatible development and reverse sensitivity

The Plan includes a particular objective (B2.1.5) and associated policy (B2.1.24) seeking the continued operation of existing airfields while ensuring they are not compromised by inappropriate development of noise sensitive activities, which is consistent with the CRPS (avoiding incompatible activities). The explanation to the policy mentions that this is achieved by keeping residential density low in the Rural zone and by not allowing townships to expand in relation to these sites.

In relation to the West Melton Aerodrome, the West Melton Growth of Township Policy (B4.3.98) acknowledges that substantial growth is expected to take place in and around West Melton, but that the focus of this growth is around the existing township and not north of Halkett Road. Therefore, no residential growth is currently anticipated near the West Melton Aerodrome and continued low residential density in the area is anticipated. In addition, low density residential development is expected to continue to be the case near the Springfield Aerodrome which is rural and significantly distanced from the Springfield township.

However there does appear to be a gap in the provisions in terms of managing noise sensitive activities in relation to established larger facilities. The low residential densities will manage this to an extent, but there could be more specific consideration of this matter. More explicit policy and particular rules, or a more strategic approach in relation to well-established existing airfields (especially West Melton), could be explored to specifically recognise such facilities and to better manage the potential for conflict between incompatible activities (i.e. airfields and noise sensitive activities in particular) and reverse sensitivity effects.

5.3.3 Impact on rural productivity

The CRPS recognises that a number of recreational and employment activities are already established in the rural area and contribute to the regions social and economic well-being and directs that consideration be given to the impact of new development on the productivity of the region's soil resources.

There does not appear to be any specific consideration in the objectives and policies of the Plan regarding the avoidance of commercial or recreational development in the rural zone which precludes or limits primary production and maintains the productivity of the region's soil resources. Consideration of the impact of such 'non-rural' activities generally on rural productivity could potentially be strengthened in the objectives and policies of the Proposed Plan in the context of the broader Rural Topic and District Plan Review.

5.3.4 Safe and efficient operation

The Plan objectives and policies seek to ensure the safe and efficient operation of airfields and impose height limits in relation to two airfields (Hororata and West Melton only).

As discussed in Section 4.2.1 the appropriateness of approach surfaces in a District Plan are not entirely clear with respect to non-critical or strategic infrastructure in particular and the existing Plan objectives and policies will need to be revisited in line with the provisions once developed.

5.3.5 Transport

The CRPS also contains Transport network objectives and associated policies (namely Objective 5.2.3 and associated Policy 5.3.8) which are concerned with the wider transport network and how airports integrate with the wider transport network. These provisions are not considered relevant to the Selwyn context as the two established aerodromes in the District are recreational and recreational/commercial (flight training) in nature and are not primarily utilised for the transport of people and/or goods. Therefore, it is questionable that such activities should sit within the Transport planning policy framework in the Proposed Plan as they do currently, or whether there could be a clearer distinction made between Transport infrastructure and aircraft activities/facilities specific to the Selwyn District.

5.3.6 Infrastructure

The CRPS contains specific policy about the safe and efficient operation of strategic infrastructure such as Christchurch Airport. However, as mentioned in Section 5.1, it is considered the Aerodromes within the District are not recognised as critical or strategic network infrastructure and therefore the CRPS provisions are not deemed relevant to this assessment.

5.3.7 Summary

Overall, the Plan provisions are considered broadly consistent with the CRPS, however the provisions could be strengthened to better manage the effects on rural amenity and character, incompatible development and reverse sensitivity. Further consideration also needs to be given to the policy framework and where the policy direction relevant to the Selwyn airfields, airstrips and helicopter landing areas best sits in the broader Proposed Plan policy framework (currently deemed part of the Transport Network which is not entirely relevant in the Selwyn context).

6. Mahaanui Iwi Management Plan

There appears to be no provisions in the Mahaanui iwi Management Plan of particular relevance which should be taken into consideration.

7. Review of Other District Plans

District Plans from the four adjacent territorial authorities were reviewed and have been summarised below. The Christchurch City and Ashburton District Plans have recently been reviewed and are operative (Operative 2016 and 2014 respectively). The Waimakariri District Plan 2005 is currently undergoing review and the Council was contacted regarding any relevant proposed provisions and feedback has been incorporated. The Proposed Hurunui Plan was publicly notified in May 2015, with Council decisions released in October 2016.

7.1 Christchurch District Plan

7.1.1 Christchurch Airport & Wigram HeliPad

The Christchurch Airport is designated by Christchurch International Airport Limited for 'Airport Purposes' and has a mixture of underlying zoning including Specific Purpose (Airport), Rural, Industrial and Transport. The Specific Purpose (Airport) zone rules permit a range of airport related activities to occur in recognition of enabling the efficient use and development of land and operations in association with this strategic infrastructure.

The RNZDF Base at Wigram is designated by the Minister of Defence for 'defence purposes' and has an underlying zoning of Specific Purpose (Defence Wigram). The former airfield was decommissioned in 2009 and the area has seen extensive residential development since, however a helipad remains at the base for defence and search and rescue purposes. The helipad operates in accordance with the designation and the rules of the Specific Purpose (Defence Wigram) zone permit the operation of

aircraft other than for defence purposes between 07:00 and 22:00 only, otherwise non-complying activity resource consent is required.

The general rules contained in Chapter 6 also contain a specific sub-chapter relating to Aircraft Protection (Chapter 6.7), which provides for the protection of aircraft so they can safely and efficiently approach, land, take-off and depart from airports, airfields or helipads in relation to the Christchurch Airport and Wigram helipad. The provisions provide for aircraft protection by way of aircraft protection surfaces for Christchurch Airport and Defence Wigram, Runway End Protection Areas at Christchurch Airport; and a Birdstrike Management Area (within 3 km of the thresholds of the runways at Christchurch Airport).

The noise rules in Chapter 6.1 control aircraft operations at Christchurch Airport and within 6 months of 6 March 2017, an Airport Noise Management Plan is required to manage noise which is to be updated every two years. The Plan needs to detail compliance with noise controls, a monitoring programme, and a procedure for dealing with complaints. Certain types of new buildings such as residential units and guest accommodation within the Airport Noise Contour also need to be insulated from aircraft noise to meet indoor design noise levels.

Within the Specific Purpose (Airport) Zone, noise created by helicopter movements, or hovering above points within the zone, shall not exceed 50 dB L_{dn} at any point within the notional boundary of a residential unit, or a building occupied by a sensitive activity on any rurally zoned site or within the boundary of any residentially zoned site.

7.1.2 Airfields or Airstrips Outside Christchurch Airport

Airfields and airstrips are not an activity specifically provided for in the rules of the Rural or Open Space zones where they would be anticipated to establish, and are not defined in the Plan. Therefore, such an activity appears to default to a non-complying activity. It could be argued that airfields or airstrips for recreational purposes only could fit within the definition of 'recreation activity'¹⁰ which are permitted in most zones. However, this is not clear and any associated built development would likely infringe the built form standards and the noise standards could possibly also be breached, triggering the need for resource consent in any instance.

The Plan has general, zone specific and activity specific noise rules. The general rules apply if the zone and activity specific controls don't. There are no relevant activity specific rules and therefore the zone rules apply to any activity that generates noise. The limits apply at the zone of the site receiving the noise from the activity and range from 40-50 dBA L_{Aeq} in Rural and Residential Zones (the most sensitive receiving zones).

7.1.3 Helicopter Landing Areas Outside Christchurch Airport or Wigram

'Heli-landing area' is defined by the Plan¹¹ and provided for as a permitted activity in certain Residential, Open Space and Rural Zones subject to meeting activity specific standards and the relevant built form standards. The zones which permit a heli-landing area include:

- Papakāinga/Kāinga Nohoanga
- Residential Banks Peninsula and Residential Small Settlement
- Rural Banks Peninsula

¹⁰ Recreation activity means the use of land, water bodies and/or buildings for the purpose of the active or passive enjoyment of sports, recreation or leisure, whether competitive or non-competitive, casual or organised, and whether a charge is made for admission or not.

¹¹ Heli-landing area means an area of land, building or structure used for the take-off and landing of helicopters for primary purposes other than: emergency landings; medical emergencies; search and rescue operations; firefighting, police or civil defence purposes; advertised community events providing educational activities for schoolchildren and/or fundraising activities such as arts and craft shows, fairs and A & P shows; and farming, forestry, the construction of buildings and the construction or maintenance of utilities.

- Open Space Community Parks; Open Space Natural; and Open Space Water and Margins and Avon River Precinct.

These zones are generally spacious in nature and in the case of the Papakāinga/Kāinga Nohoanga Zone, Residential Banks Peninsula and Small Settlement Zones, are semi-rural. It does seem an anomaly that the other 'working' rural zones (ie. Rural Waimakariri) have not been included.

Examples of the activity specific standards which need to be complied with for a heli-landing area to be a permitted activity include (not all standards apply in every zone and differ across zones in some respects):

- Site size - site area greater than 3,000m²;
- Number of flights per year - the number of flights do not exceed 12 (24 movements¹²) in any calendar year;
- Number of flights per month/week - the flights (movements) shall not take place on more than five days in any one-month period; the flights (movements) shall not exceed three in any one week;
- Hours of operation - any movements shall only occur between 08:00 and 18:00 hours;
- Setback from residential unit - no movements shall take place within 25 metres of any residential unit unless that residential unit is owned or occupied by the applicant;
- Where located in open space, setbacks from residential development - located more than 450 metres from any Residential Large Lot, Residential Small Settlement, Papakāinga, Residential Banks Peninsula or Commercial Banks Peninsula Zone;
- Log - a log detailing the time and date of each helicopter movement shall be maintained and made available for inspection by the Council when requested.

If the activity specific standards are not met the activity is a discretionary activity in the Residential Small Settlement Zone only and a non-complying activity in the other zones. Heli-landing pads in other zones (outside of those listed above) would be a non-complying activity as they are not provided for as permitted, restricted discretionary or discretionary and therefore default to non-complying.

Activity specific noise standards apply to helicopter movements as follows:

- Helicopter movements shall only occur between 08:00 hours and 18:00 hours. These hours of operation shall not apply to helicopter movements which take place further than 450 metres from a residential unit. Within 25 metres of any residential unit, no helicopter movement shall take place, unless that residential unit is on the site on which the landing or take-off occurs.
- Between 25 metres and 450 metres from a residential unit, the number of helicopter movements on a site shall not exceed 24 in any calendar year, or 10 in any month, or six in any week, unless that residential unit is on the site on which the landing or take-off occurs.

A relevant exemption from the noise rules includes: *helicopters used for an emergency and as an air ambulance.*

It is also noted that normal farming practices undertaken for a limited duration and using equipment which is mobile during its normal use does not include the use of helicopters.

7.2 Ashburton District Plan

7.2.1 Ashburton Aerodrome

The Ashburton District Plan provides for the Ashburton Aerodrome as a Scheduled Activity¹³ and permits all forms of private, commercial, recreational and rural aviation activities and a range of associated activities on the site. The Plan states that the intention of the scheduling is to provide for and acknowledge the existence of significant activities which are unable to comply with the standards

¹² Helicopter movement *means the landing or take-off of a helicopter.*

¹³ Section 34

and rules applying to activities within the surrounding zone (which is zoned Rural B), and to enable continued operation without the limitations of existing use rights or potential future zone changes.

Notwithstanding the Site and Zone Standards in the Rural Zones, the following standards apply: setback from road boundaries (20m); setback from internal boundaries (3m); and maximum building height (10m)¹⁴.

There are no specific noise provisions in the Schedule and therefore it is expected that noise from aircraft would need to comply with the noise provisions in Chapter 11 which reference the relevant NZ Standards.¹⁵

In addition, flight path controls restricting building, structure and tree height surrounding the aerodrome apply to ensure unimpeded flight paths for aircraft take-off and landing in relation to the Aerodrome to enable continued safe and efficient operation. Both the relevant noise and flight path controls are discussed further in section 7.2.2.

7.2.2 Zone Provisions

The Rural Zone permits 'recreational activities' and 'building' which complies with the site and zone standards and district wide rules (Rule 3.8.2). 'Commercial activities'¹⁶ are non-complying.

In accordance with the 'recreational activity'¹⁷ definition, commercial recreational activities where a fee is paid are not considered recreational activities. Therefore, any airfield or helipad facility that attracts a fee of any sort would be considered a 'commercial activity' and would be non-complying. Aerodromes, airfields and helicopter operations which include charges for training, plane storage or recreational use would be deemed a commercial activity and therefore non-complying.

The relevant site and zone standards include site coverage, height of buildings, setbacks from roads etc. There is also a standard that requires no building, structure, tree or other vegetation to penetrate the planes of the approach surfaces shown on the Planning Maps (3.10.12 Ashburton Aerodrome Flight Paths) and the flight path elevation diagram contained in Appendix 8-3. This same rule also applies in Residential zones (4.10.9).

The most relevant district-wide standard is the noise standard. There are specific noise provisions for noise from helicopters and aircraft as follows:

- Noise from Helicopters (11.8.8) - *Noise from any helicopter landing pad shall comply with NZS6807:1994 Noise Management and Land Use Planning for Helicopter Landing Pads.*
- Noise from Aircraft (11.8.9) - *Noise from Aircraft shall comply with NZS6805:1992 Airport Noise Management and Land Use Planning.*

7.3 Waimakariri District Plan

7.3.1 Rangiora Airport

The Rangiora Airport is owned and operated by the Waimakariri District Council. It has three air strips and there are approximately 65 hangars which are privately owned (leased land). The site and surrounds are zoned Rural (Map 34) and the Rural Zone and district-wide rules such as noise apply. There are no airport approach slope restrictions. The Council advised they are considering designating the site as part of the current District Plan review.

¹⁴ 8.6.9 Ashburton Aerodrome - 8.6.9.1 Scheduled permitted activities and 8.6.9.2 Standards.

¹⁵ Rules 11.8.8 and 11.8.9

¹⁶ Commercial Activity includes the use of land and buildings for the display, offering, provision, sale or hire of goods, equipment, or services, and includes, but is not limited to, shops, markets, showrooms, and restaurants, takeaway food bars, professional, commercial and administrative offices, service stations, motor vehicle sales, the sale of liquor and associated parking areas; but excludes passive recreational, community activities, home occupations, and farming activities. This includes a business providing personal, property, financial, household, and private or business services to the general public. It also includes recreational activities where a fee is paid to use facilities i.e. a commercial bowling alley. It does not include community sports facilities where a membership fee may be paid.

¹⁷ Recreational activity: means the use of land and buildings for the primary purpose of recreation and entertainment by the members of more than one household unit. This does not include commercial recreational activities where a fee is paid to use facilities i.e. a commercial bowling alley but does include community sports facilities where a membership fee may be paid.

7.3.2 Zone and General Provisions

The Plan is structured so that there are no activity specific rules and the zone and general rules apply. Exemptions to conditions and provisions are specifically noted within each chapter.

The most relevant rules are contained in Chapter 31 Health, Safety and Wellbeing, which control buildings and structures and noise. The key built development controls include coverage limits, setbacks for structures, and structure height, which differ across the zones. With respect to noise, the Plan contains general noise provisions which would apply to aircraft movements dependant on the zone, and contain limits specifically applicable to helicopter landing sites (which is a defined term in the Plan).¹⁸

With respect to noise, Rule 31.12.1.2 states that activities in any zone, other than the Business 3 Zone, shall not exceed the following noise limits within measurement time intervals in the time-frames stated at any point within the notional boundary of any dwelling house in the Rural Zone, or at any point within any Residential Zone:

- *Daytime: 7am to 7pm Monday to Saturday, and 9am to 7pm Sundays and Public Holidays: 50dBA L10.*
- *Other times: 40dBA L10.*
- *Daily 10pm-7am the following day: 70dBA Lmax.*

An exemption is provided for in Rule 31.12.2.1, whereby any activity associated with farming or any agricultural activity other than stationary engines or stationary equipment is exempt from complying with the noise rule.

The noise controls applicable to Helicopter Landing Sites are contained in Rule 31.12.1.14:

The night weighted sound exposure (Edn) day-night average noise level (Ldn) and night time maximum sound level (Lmax) generated from a helicopter landing site as measured at or within the boundary of any site shall not exceed:

- a. Business 1 and 2 Zones: Edn 100Pa2s and 65dBA Ldn.*
- b. Business 3 Zone: Edn 1000 Pa2s and 75dBA Ldn.*
- c. Residential Zone: Edn 3.5 Pa2s and 50dBA Ldn and between 10pm and 7am 70dBA Lmax.*
- d. At the notional boundary of any dwelling house in the Rural Zone: Edn 3.5Pa2s and 50dBA Ldn and between 10pm and 7am 70dBA Lmax.*

31.12.1.15 Helicopter landing site noise shall be measured and assessed in accordance with the provisions of NZS 6807:1994 "Noise Management and Land Use Planning for Helicopter Landing Sites"

Exemptions include:

Rule 31.12.2.3 - Helicopter flight movements associated with short duration events (including temporary activities such as fairs and A & P shows) are exempt from complying with Rules 31.12.1.1 to 31.12.1.8 and 31.12.1.13 to 31.12.1.15, where the helicopter operations occur within one 12 hour period within any six month term.

7.4 Proposed Hurunui District Plan

The Hurunui District Plan contains no activity specific rules and therefore the zone and general rules apply, whereby any activity is permitted if it complies with all the conditions and provisions for permitted activities in all chapters.

The Rural Zone provisions are contained in Chapter 3 and contain built form standards including building setbacks, planting setbacks and controls regarding planting heights, building height, and noise.

¹⁸ Helicopter Landing Site means an area used for ten or more flight movements in any consecutive 30-day period.

Rule 9(d) contains noise limits specific to airports and heliports (neither term is defined) as follows:

Airport and heliport noise - noise associated with use of land for aviation purposes, including circuit, take-off and landing approach flight operations must be managed and assessed in accordance with NZS 6805:1992 "Airport Management and Land Use Planning" or NZS 6807: 1994 "Noise Management and Land Use Planning for Helicopter Landing Areas";

Rule A5.2.5 in the Transportation Chapter of the Plan addresses 'Aerial distractions to motorists' and requires that heli pads and associated aircraft movements not be visible within the highway visual protections corridor as illustrated in Figure A5.1 of the Plan (50m either side of the centre of the carriageway). Any breach of this corridor requires discretionary activity consent.

7.5 Comment on the Extent to which Cross-boundary Consistency is Achieved or Necessary

Existing Airports/Aerodromes - The Christchurch situation is not considered directly relevant to Selwyn given the Christchurch Airport is critical/strategic infrastructure which readily warrants special protection by way of a designation and specific purpose zoning, as does the New Zealand Defence Force Base and Wigram helipad given it is a government defence facility.

More comparable to the Selwyn context is the Rangiora Airport and the Ashburton Aerodrome given their rural location and the more comparable size, scale and nature of the activities. The Rangiora Airport is proposed to be provided for by way of designation (currently subject to zone rules), and the Ashburton Aerodrome is scheduled. Hurunui relies on zone and general provisions only.

The designation, specific zoning and scheduling tools recognise the importance and/or uniqueness of the infrastructure and provide for expansion and ongoing operation subject to compliance with built form standards and noise controls without the constraint of needing to repeatedly establish existing use rights or seek resource consent. It is considered there is merit in further considering some form of similar recognition for the West Melton Aerodrome given its nature and scale and the anticipated expansion of the facility, and its arguable district and regional benefits.

Helicopter Landing Areas - The Christchurch Plan contains comprehensive provisions relevant to helicopter landing areas and permits them in a number of zones, subject to compliance with activity specific standards and specific noise standards. Such activities could be specifically provided for distinct from other aircraft movements and there are some useful activity standards which could be considered if permitted activity status was pursued.

Airfields/Airstrips - The Christchurch District Plan does not specifically provide for aircraft movements airfields or airstrips in rural and open space zones and they are therefore non-complying activities. Likewise, commercial activities are non-complying in the rural zone in Ashburton. The development standards are fairly common across the plans and include the likes of setbacks, building height, and coverage. As the Selwyn Plan currently permits such activities subject to meeting relatively permissive standards, the current approach is permissive compared with neighbouring plans. There is merit in weighing up further whether such activities should automatically require resource consent, or if a tightening of the permitted activity standards could more effectively manage such activities in a similar vein to the Christchurch heli-landing area provisions.

Noise - The Plans all contain noise provisions relevant to aircraft movements and set varying limits and measurement points. Outside of the Airport and NZDF Wigram Base, the Christchurch Plan applies the zone rules to airfields or airstrips and have developed activity specific noise rules for helicopters. Waimakariri applies general limits and have also developed specific limits for helicopter landing sites which are to be measured and assessed in accordance with NZS 6807:1994. The Ashburton and Hurunui District Plans reference the New Zealand Standards relevant to measuring and assessing noise from both helicopters and aircraft (NZS6807:1994 and NZS6805:1992). There is merit in revisiting the noise limits, where they are measured, and considering including reference to the New Zealand Standards as a means of consistently measuring and assessing noise in relation to both aircraft and helicopter movements.

8. Management Options

A range of management options are available to manage these activities.

The West Melton and Springfield Aerodromes have been addressed separately given they are the two established Aerodromes in the District which require particular consideration as to their management.

8.1 Option 1: Retain the Status Quo

This option relies on the existing Plan provisions being retained in their current form. This option has been readily discounted due to:

- The number of issues that have been identified with the effectiveness of the Plan provisions;
- Council's concern about the permissive nature of the rules whereby activities are establishing and expanding as permitted activities without resource consent and no consideration of actual effects;
- Existing uncertainty about the legality of existing airfields and/or any expansion (i.e. West Melton Aerodrome);
- The activity based nature of the Proposed Plan and the need to provide for existing and anticipated activities in the Plan more clearly and to avoid overlap with other activity provisions;
- Not addressing the current issues with the provisions would be a lost opportunity given the Plan review is underway. Previous advice to council has not been within the context of a comprehensive District Plan review and an activity-based approach.

8.2 Option 2: Permit Activities Subject to Compliance with More Stringent Rules/Development Standards

Introduce activity based rule(s) providing for certain aircraft operations and their associated aircraft movements to be permitted in the Rural Zones subject to compliance with particular more stringent rules/development standards compared to the current Plan rules.

In an activity based plan, if such activities are not specifically provided for they would typically default to non-complying and therefore particular activity descriptions (and definitions) are recommended to avoid this scenario occurring. Relying on rules/development standards alone such as scale of activities and noise to manage such activities would not avoid a non-complying scenario if activities are not specifically provided for.

It is proposed that the likes of emergency, military and farming related flights would still be permitted activities without the need to meet any other rules/development standards, however the range of these expressly permitted activities and the clarity of the wording would need to be reviewed.

The detail of the rules/development standards would be critical to such rule(s) working effectively and in some cases would need to be clearer and more restrictive to address current management issues. The definitions would also be key to ensuring the activities are appropriately defined and addressed in the rules and to avoid any interpretation issues.

Where the threshold is set is also important to ensure that activities with regular aircraft movements in close proximity to dwellings and other noise sensitive land uses trigger the need for resource consent, but that infrequent aircraft movements or those that are well separated from development with less than minor effects are permitted, i.e. heli landings in remote rural locations.

Example of permitted activity development standards/rules could include:

- Scale of non-residential and non-rural buildings - there would need to continue to be a rule limiting building size to manage amenity and character effects of any built development associated with aircraft movements, such as hangars for example. Such building size is currently limited to 100m² and further consideration would need to be given as to whether this is an appropriate threshold (in the context of the wider Rural review). The current rule also requires no more than two full-time persons are employed. This also needs further consideration as to its appropriateness as recreational facilities in particular can be volunteer run but can still be large-scale with the potential for adverse effects.
- Aircraft movements - the Plan currently restricts 'other' aircraft movements to 14 flights per week but allows an unlimited number of flights on any five days in a six-month period. The issues with this rule is that it only applies within 1km of a Living Zone boundary which is

readily complied with in rural locations meaning the amenity effects on rural residents and other activities is not currently considered. It is also difficult to monitor compliance with in rural locations and the unlimited number of flights being permitted over 5 days potentially allows for significant peaks in activity with no ability to manage effects. Such a rule could ensure effects associated with frequent aircraft movements are managed, but the detail of such a rule and where the threshold is set needs further refinement.

- Setbacks from residential and other noise sensitive activities - rather than an aircraft movement rule or in addition to an amended aircraft movement rule, a rule could be developed to ensure aircraft operations are appropriately setback and separated from residential dwellings and other noise sensitive activities to manage amenity and character effects.
- Noise - aircraft movements would need to continue to comply with noise rules to be permitted. The current noise rules would need to be revisited and advice sought from Council's Acoustic Consultants as to the most appropriate controls, with particular regard to the New Zealand Standards relating to aircraft and helicopter noise which most other Council Plans have included reference to (of those Plans reviewed).
- Traffic movements and car parking - consideration of traffic generation and car parking rules to manage traffic effects.
- Hours of Operation - aircraft movements could be restricted to occur within normal business hours only such as 0800 -1800.
- Log - a log detailing the time and date of each movement could be required to be kept and made available for inspection by the Council when requested to assist with monitoring and compliance of flight movements. This may also be a CAA requirement.

If the rules are not met, the activity could require restricted discretionary or discretionary activity resource consent in the Rural Zones (and likely a non-complying activity resource consent in other zones).

Advantages:

- Not a significant departure from the Plan provisions currently, but tightening the rules and possibly adding to them would allow for greater scrutiny of such developments and better management of potential adverse effects.
- The effects of such operations including noise, rural character and amenity can be addressed through development standards/rules, but as mentioned below in the disadvantages, the effectiveness will depend on the drafting detail.
- There are comparable rules in other plans that could assist with drafting. For example, the Christchurch District Plan has comprehensive permitted activity rules relating to heli-landing areas.
- The rules could be more fine-grained and tailored to each type of activity (i.e. heli-landing areas and airstrips) rather than a broad-brush resource consent approach (Option 3). For example, infrequent aircraft movements and/or aircraft movements which are well separated from noise sensitive development use could likely achieve permitted activity status compared to an operation with frequent aircraft movements and a greater likelihood of generating adverse effects. This enables some activities to be permitted more readily and to provide for others subject to resource consent on a case by case basis.

Disadvantages:

- The effectiveness of this approach very much relies on the detail of the rules and achieving an appropriate balance between enablement and management of certain activities. The rules would need to be much more clearly considered and justified to ensure they permit activities where appropriate, but also capture those activities that require management by triggering a resource consent application.
- Development of such provisions are anticipated to be more time-consuming and costly to develop than requiring resource consent (Option 3).

- Could still be uncertainty for the Council regarding compliance with the rules and the management of potential effects (very dependent on drafting).

8.3 Option 3: Require Resource Consent

Introduce an activity based rule requiring aircraft operations and their associated aircraft movements to automatically require resource consent to establish and expand within the Rural zone. The most appropriate activity status would need to be considered further in the next stage of the review (likely discretionary), and there could also be an activity classification split to provide for certain activities as discretionary or restricted discretionary for example.

Activities such as emergency, military and farming related flights would continue to be permitted activities as outlined in Option 2, but further consideration would be required in relation to the extent of the activities permitted.

Advantages:

- The key advantage for the Council is that if any new activity or existing activity is expanding, resource consent would automatically be required, which would automatically enable the Council to manage the effects of such activities currently establishing and operating relatively freely within the District.
- It is a more straightforward and subsequently cost-effective approach for the Council to develop than Option 2 and would be clear to understand and implement.
- Automatically requiring resource consent for such activities in the Rural Zones is aligned with the other District Plans reviewed, except for Christchurch which permits heli-landing pads in certain zones subject to compliance with a number of activity standards.
- An advantage for the operators is that once resource consent is secured, there would be long-term security of operation under the consent assuming the nature, scale and intensity of the activity does not change so that section 10 RMA existing use rights could no longer be relied upon. This would be effective for those operators not seeking to regularly expand or alter their operations.

Disadvantages:

- A more restrictive regulatory regime for operators compared to the existing, which includes a potentially greater degree of risk to their operations establishing and operating and additional consenting costs. In particular, such a rule would be more restrictive in relation to established operators in particular who are currently operating under existing use rights and are largely permitted. This is discussed further below in relation to the West Melton and Springfield Aerodromes in particular.
- The approach is relatively broad-brush in that it would require resource consent in some instances for aircraft operations that may be relatively minor in scale and frequency and well separated from any neighbouring properties with less than minor effects for example (whereas Option 2 could provide a finer-grained approach).
- Would likely result in more resource consents than currently or Option 2, however such activities are relatively few throughout the District so on balance it is expected there would not be a significant increase in consenting for the Council.
- There would still be uncertainty for established operators seeking to expand. For example, the West Melton Aerodrome would likely need a series of resource consents if their development plans are staged (or a series of CoC's seeking to establish existing use rights under Option 2).

8.4 Option 4: Permit Certain Activities and Require Other Activities to Obtain Resource Consent

Another potential option is a hybrid of Options 2 and 3. To permit some activities with the potential for insignificant and less than minor effects subject to compliance with development standards/rules, and to require other activities with greater potential adverse effects to automatically require resource consent.

This approach shares the same advantages and disadvantages as those outlined for Options 2 and 3, and can more readily capture those activities that need to be managed and those that could be permitted. It achieves the fine-grained approach of Option 2 and the clear need to manage certain activities provided by Option 3. Establishing exactly where the balance should sit between what is permitted subject to standards and what automatically requires resource consent could be difficult, but this is able to be worked through during the next stage of the review.

8.5 Option 5: West Melton Aerodrome Site Specific Options

In addition to Options 2 to 4 above, there are considered to be a range of other options to consider with respect to the West Melton Aerodrome given it is the largest commercial/recreational aircraft facility in the district with arguable economic and social benefits to the district and wider region. The Aerodrome is also expected to expand in the near future and relocate its operations entirely from the Christchurch Airport site, and the Club consider that the Plan provisions do not provide the ongoing certainty they are seeking.

8.5.1 Option 5(a): Designating

The advantages of designating are: that any designation would be specific to the Aerodrome and could provide for its current and future operations; designations are subject to a standard RMA process with the opportunity for public participation (as would any other changes to the Plan as the Plan will be publicly notified); and the Outline Plan of Works would address how existing airfields will be developed and could cater for future expansion.

The land owner of the Aerodrome site is ECan, who are a requiring authority with the ability to designate. However, such an approach would rely on ECan being willing to designate and accepting the responsibility for the designation. It is not anticipated that ECan would want this responsibility. Such an approach would also lessen the Club's autonomy, and the initial indication from the Club is that this would not be a feasible option.

There are examples of other councils designating airports/aerodromes/airfields. For instance, the Christchurch Airport is designated and Waimakariri District Council are proposing to designate the Rangiora Airport. However, these examples are not directly comparable to the Selwyn context as the Rangiora Airport is Council owned and controlled and the Christchurch Airport is significantly larger and recognised as strategic network infrastructure, readily justifying such protection.

8.5.2 Option 5(b): Specific Zoning

CAC have suggested the likes of a Specific Purpose or Open Space Zone could be appropriate to cater for their activities with a tailored set of provisions to enable future development without undue regulation.

Such a zone could specifically provide for the existing Aerodrome and enable future expansion as a permitted activity subject to compliance with appropriate standards. A zone could avoid the need to establish existing use rights or seek resource consent every time expansion or development is proposed, but development standards would still be required to ensure effects are appropriately managed and the detail of the standards would be critical to ensuring an appropriate balance is struck between enabling development and managing effects.

Specific Purpose zoning is used for a number of airports and aerodromes throughout New Zealand, however it is generally the larger and more strategically significant facilities that are specifically zoned. For example, the underlying zoning of the Christchurch Airport is Specific Purpose (Airport).

Christchurch City have zoned the nearby McLeans Island area as Open Space McLeans Island Zone which covers an extensive area of land also owned by ECan. The zone recognises that the land holdings of the Regional Council provide considerable visual amenity, conservation and recreation potential. The zone accommodates recreation (i.e. walking and biking tracks in McLean Forest) and animal conservation activities requiring larger scale buildings or areas of land and provides for a predominance of open space and separation from residential activities and sensitive activities.

There is potential for the likes of an Open Space Zone similar to the Christchurch City example to apply to the Aerodrome site and possibly beyond to encompass other nearby ECan owned land and

areas where similar outcomes are sought or bundles of effects need to be managed. For example, there are other commercial/recreational facilities in the vicinity of the site including Moore Park Speedway, Christchurch Offroad Motorcycle Club and TAG Airsoft ('paintball' style game). However, at the present time there is no pressing need for such a wider zone in the area as other commercial/recreation activities in the vicinity are understood to be operating effectively relying on the rural provisions and/or existing use rights. Furthermore, given the Aerodrome is more of a commercial than a recreational facility it is not an especially good fit with a recreation focused Open Space zone. The Aerodrome is arguably of wider district and regional significance than the other nearby activities, potentially warranting a more unique site-specific management approach.

A key disadvantage is that the Plan does not have any Specific Purpose or Open Space Zones, and at this stage of the District Plan Review it is understood none are proposed or warranted in the area. Therefore, such a zone encompassing the Aerodrome site would essentially be a 'spot' zone which is not considered an efficient management tool. The pressure for such spot zones could also increase and in turn overly complicate the Proposed Plan.

Overall, it is considered that at this point in time an alternative zoning approach would be a departure from the anticipated format and direction of the Proposed Plan and would be an undue cost to Council to develop.

8.5.3 Option 5(c): Scheduling

Another approach is to 'schedule' certain sites to allow for their continued use and development within certain parameters to manage environmental effects.

Scheduling would retain the underlying Rural Zoning but would enable permitted development subject to specific standards specific to the Aerodrome to allow continued operation without the need for resource consents or establishing existing use rights on an ongoing basis. For example, Ashburton District have scheduled the Ashburton Aerodrome and provide for development within the Aerodrome site as permitted subject to specific development standards, including noise.

Scheduling has the same effect and advantages as a particular zone as it enables the development of tailored provisions specific to the activity. The Plan does contain a limited number of scheduled activities currently, i.e. Alex McDonald Merchants Limited, Darfield (LZ Rule 10.12). However, it is understood this is not a management tool the Council is likely to encourage in the Proposed Plan given it is often applied to address site-specific issues rather than managing an area or zone more holistically, and therefore is considered a comparatively ad-hoc and inefficient approach.

8.5.4 Option 5(d): Policy Overlay or Management Area

The existing underlying Rural zone could be retained and a policy overlay or management area developed to provide specific recognition of the well-established Aerodrome facility and to include a specific and tailored set of development provisions. The provisions could specifically recognise and provide for the existing facility and anticipated future growth as a permitted activity subject to compliance with specific development standards/conditions. These provisions would replace the Rural Zone provisions, unless expressly stated otherwise, so it would be clear that the overlay or management area provisions apply in place of the zone rules. A specific Outline Development Plan (ODP) or similar could be developed to indicate suitable development areas and particular restrictions and the planning maps could clearly delineate the extent of any overlay or management area.

Such provisions would recognise the uniqueness of the facility and its importance within the District as distinct from the general Rural Zone and provide for its expansion and continued operation without undue constraint, which would provide CAC with greater ongoing certainty. For example, rather than applying generic noise limits, specific noise provisions applicable to CAC could be developed taking into account anticipated growth, or a noise management plan approach could be explored to manage noise effects whilst also providing for operational flexibility. Reverse sensitivity effects could also be addressed by way of specific rules such as setbacks and other restrictions on particular development aside from relying on density limits. The detail of the standards would be critical to ensuring an appropriate balance is struck between enabling development and managing effects.

A further advantage is that a similar approach is already contained in the Plan in relation to other unique and specific areas, i.e. the Synlait and Fonterra Dairy Processing Plants. These significant

commercial operations are contained within 'Dairy Processing Management Areas' and development within these sites is permitted if in general accordance with the ODPs for the respective sites and subject to a range of specific conditions being met.

A potential negative of the approach is the cost to the Council as opposed to relying on zone rules. This approach would likely be costlier to develop than Options 2-4 as specific provisions would need to be developed, appropriately justified and tested with CAC ahead of public notification. However, one means of mitigating the anticipated additional cost to Council is if the CAC were to develop this option for further consideration by the Council as part of the District Plan Review process. This is of course dependent on CAC's willingness to develop such an approach and bear the upfront costs. There is also no absolute guarantee that the option will be pursued by the Council as the detail of the provisions and the justification for them will be crucial to determine their acceptability compared to relying on zone rules.

In terms of justifying such an approach, the consent history for the West Melton site shows there has only been once recent issue with establishing existing use rights when a hangar was developed on site (and in this instance the only reason resource consent was required was due to the Flood Zone Management Area rules). Therefore, in reality, the development hurdles to date have been relatively small, although it is acknowledged that establishing existing use rights or seeking resource consent each time development is proposed in the future could become an ongoing and more constraining issue over time.

There is also a question about the significance of the facility for the District and whether it is necessary to provide special management of this activity as opposed to management by way of resource consent given it is not clearly established as strategic or regional network infrastructure under the CRPS, but does provide economic and social benefits for the district and region and has back-up capacity given its proximity to Christchurch City and Christchurch Airport. CAC advised that in the event of Christchurch International Airport being closed, West Melton is the alternative for light to medium-sized aircraft operations for the transporting of people and necessary emergency response. CAC also noted that the Prime Minister and Senior Government Minister's flew into West Melton following the Canterbury earthquakes and the Club has an objective of extending the existing sealed runway to double its length, which would significantly increase the ability of larger aircraft to use the airfield in the event of an emergency.

Overall this approach is considered the most consistent with the existing Plan and anticipated Proposed Plan format and it is recommended that the feasibility of the option be explored further.

8.5.5 Summary

Of Options 5 (a) to (d), Option 5(d) is considered to most closely align with the current Plan and anticipated Proposed Plan format and could address both the Council's and CAC's concerns.

Otherwise it is considered that Option 3 would be the most appropriate alternative to Option 5(d) given the size and scale of the operation and the future expansion plans which would enable effects to be automatically managed by the Council. Option 2 of permitting such an activity subject to standards would likely default to requiring resource consent in any case and therefore Option 3 is considered the most appropriate to manage this large-scale facility with frequent flight movements and future expansion plans.

Overall it is considered that Option 5(d) in particular should be explored further with CAC with input from CAA, CIAL and ECan to determine feasibility and justification to proceed compared to Option 3, and whether the Club would be prepared to promulgate such an approach for Council's consideration.

It is also recommended that the retention of the existing flight approach surface controls to limit the heights of any new surrounding buildings, structures, trees and utilities be considered further in consultation with the CAA and CAC.

8.6 Springfield Aerodrome

CGC required resource consent for the relocation of two buildings onto the site, yet the establishment of the aerodrome/airfield and the large-scale hangar building were permitted and granted CoC's. The hangar building was permitted due to the 'utility' definition which includes airport utility buildings which

are exempt from Rule 9.4.1, and the aircraft movements readily complied with the noise standards given gliding is a relatively quiet operation aside from the tow plane.

Going forward, permitting large-scale non-rural buildings is not considered appropriate across the Rural Zone and it is considered the effects of such developments need to be managed. This management could be achieved by Option 2 (permitted activity subject to compliance with development standards), however like West Melton Aerodrome, any future expansion plans are likely to trigger resource consent in any case and Option 3 is considered more appropriate to an Aerodrome of this nature and scale (and any new Aerodrome/Airfield generally) to enable effects to be managed by the Council on an ongoing basis.

This will mean that in the future CGC would need to obtain resource consent for any expansion to their existing facility. However, this is not expected to be a significant risk to CGC's operations as existing use rights can continue to be relied upon in the meantime. Furthermore, it is expected that any new hangar development (which is the key building development CGC anticipates may occur in the future), would be expected to be granted resource consent if designed and sited appropriately. If there were any significant increases in flight movements, noise is also not expected to be a significant issue given gliding operations are comparatively less noisy.

With regard to the other potential options, Option 5(a) is not available to the Springfield Aerodrome as the Trust which owns the site is not a requiring authority and does not have the ability to designate. Options 5(b)-(d) have been discounted given the Aerodrome has existing use rights and is able to continue to operate without undue constraint and future development plans are limited. If development is proposed in the future, as has been noted, it is expected that obtaining resource consent would be a straightforward process given the nature of CGC's operations, but at the same time would allow the Council to manage environmental effects consistently across the District in relation to large-scale facilities with frequent flight movements. Overall, there is considered no apparent justification for a special management approach or site-specific rules.

It is recommended that flight approach surface controls to limit the heights of any new surrounding buildings, structures, trees and utilities be considered further in relation to the site. Such controls would afford CGC with long-term protection in relation to their flight paths as they had at their Hororata site, but applying such rules in relation to this site needs to be explored further in consultation with the CAA and CGC.

9. Stakeholder Feedback

The Draft Report dated 20 November 2017 was circulated to stakeholders on 21 November and they were provided with an opportunity to provide feedback. The responses received are summarised below.

9.1 Environment Canterbury

ECan were asked to especially focus on the CRPS assessment and the sections relevant to West Melton Aerodrome as the land owner of the Aerodrome site.

With respect to the CRPS assessment, ECan's feedback is that they support the findings of the report in that the overall Plan provisions are broadly consistent with the CRPS and that the Proposed Plan provisions could be strengthened to better manage the effects on rural amenity and character, incompatible development and reverse sensitivity.

With respect to the West Melton Aerodrome management options, ECan provided the following comments:

- Approach surfaces (section 4.2.1 and recommendation 12) - ECan support the retention of the provisions as requested by CAC but do have some concern in regard to how tree height restrictions could affect their forestry block and increase maintenance costs and have requested further consultation involving approach surfaces provisions include them.
- Given the close proximity of the West Melton Aerodrome to the Waimakariri River stop banks, ECan seek to protect the nearby stop banks and their ability to undertake emergency works if

necessary. They requested that their River Engineering Team be included in any further discussions where relevant.

- The designation and zoning options (Options 5(a) and (b)) are not supported, and ECan agree that a Policy Overlay or Management Area (Option 5(d)) is one of the most suitable options for the site to manage future growth and development. However, this support is subject to establishing the level of development that is proposed at the site and ensuring the costs are justified. ECan will await further discussions before providing final comment on the proposed approach.

Overall, ECan agree with the findings of the report and wish to be involved as land owner in any future discussions involving provisions relevant to the West Melton Aerodrome.

9.2 NZTA

NZTA noted that in the Selwyn context there have not been any obvious issues for NZTA with respect to aircraft operations and that the two established aerodromes are remote from the State Highway (SH).

A NZTA Principal Safety Engineer highlighted potential safety issues with helipad operations too close to the SH and the potential for take-off and landing approaches to distract or startle motorists. NZTA requested that Council consider provisions that capture activities within 50-100m of the SH corridor to influence appropriate locations and to avoid safety effects on the SH corridor in terms of distraction.

NZTA also requested consideration of provisions that capture the establishment of activity that would duplicate the role of the Christchurch Airport. NZTA recognise that this is highly unlikely, but as significant network infrastructure investment and land use planning directions are invested in the Christchurch Airport as a key strategic transport hub, NZTA consider any undermining of this role could have serious network impacts.

This feedback can be considered further in the next stage of the District Plan Review.

9.3 Canterbury Gliding Club

The President of CGC, Michael Oakley, phoned to discuss the report. CGC acknowledge that the recommendations would essentially tighten the provisions with respect to their future operations, and asked that consideration be given to avoiding future developments at their site requiring resource consent given the established nature of CGC, the remote rural location, the uniqueness of the facility to the district and the recreational benefits it has.

Whilst this feedback is appreciated, on balance it is considered that large-scale non-rural facilities such as a second future 1500m² hangar building (which is the size of the current hangar building) in the Rural zone should require resource consent to enable effects to be managed. The detail of this drafting will be important to ensure CAC's operations are not unduly constrained, but Council is still afforded the ability to appropriately manage such activities. It is also of note that CGC is largely established and additional building development is a longer-term proposition whereby CGC is able to rely on existing use rights in the meantime.

With respect to approach surface controls, CGC recognise the issues outlined in the report regarding needing to be clearer about CAA's jurisdictions and not duplicating regulation in the Plan and wish to be involved with respect to further consideration of these provisions.

Overall CGC requested that they continue to be involved during the next stages of the review.

9.4 Canterbury Aero Club

Feedback received from CAC has largely been incorporated in the report. In short, CAC did not identify any significant issues with the report and support recommended Option 5(d), but highlighted that further discussions with the Council are required with respect to their development plans and the costs and benefits of this option and where the costs will fall to develop such an option.

10. Recommendations

It is recommended that:

10.1 Definitions

1. Clearer activity based definitions are developed in consultation with stakeholders to provide for the existing and anticipated aircraft facilities and operations in the District and to avoid overlap with other definitions. In particular:
 - 1.1 Reconsider the existing definition of 'airport' and consider more appropriate definition(s) more suited to the existing and anticipated aircraft activities in the Selwyn District;
 - 1.2 Consider specific definitions for 'Aerodrome', 'Airstrip' and 'Heli-landing area' (or similar) to specifically relate to activity based rules;
 - 1.3 Reconsider the definition of 'utility' and clause (f) as it relates to 'airport'. In particular, consider deleting the reference to 'airports';
 - 1.4 Consider a definition of 'Aircraft operations' and take into account the Ministry for the Environment National Planning Standard Definition of 'Aircraft operations' when and if released;
 - 1.5 Ensure overlap with the 'Recreational facility' definition and associated rules is avoided.

10.2 Objectives and Policies

2. Revise the objectives and policies in line with the CRPS and the option(s) which the Council decide to pursue. In particular:
 - 2.1 Ensure the Proposed Plan continues to include objectives and policies concerning the quality of the environment and managing incompatible development and reverse sensitivity effects in relation to aircraft facilities and operations;
 - 2.2 Consider stand-alone objectives and policies with respect to aircraft facilities and operations as opposed to generic objectives and policies sitting within the Transport objectives and policies as they do currently;
 - 2.3 Consider whether objectives and policies relating to the safe and efficient operation of airfields are required in line with the approach taken to including approach surface rules or otherwise;
 - 2.4 Determine how the two established Aerodromes fit with the infrastructure provisions in the CRPS in consultation with stakeholders and include relevant policies if determined relevant.

10.3 Rules

3. Option 4 be pursued, which is a hybrid of Options 2 and 3 - Provide for certain activities as permitted subject to compliance with development standards/rules (Option 2) and provide for significant large-scale facilities with frequent aircraft movements as discretionary activities which automatically require resource consent (Option 3).

10.3.1 Expressly Permit Certain Activities Subject to No Development Standards/Rules

4. Continue to expressly permit certain aircraft activities such as emergency, fire-fighting, seasonal, temporary and military flights not subject to any development standards/rules, but reconsider the appropriateness of the current permitted activities in association with both aircraft and helicopter operations and the drafting and whether any revisions are necessary.

10.3.2 *Provide for Certain Activities as Permitted Subject to Development Standards/Rules*

5. Activity specific rule(s) are developed to provide for certain activities such as heli-landing areas and airstrips as permitted subject to revised and tightened development standards (Option 2). The permitted activity standards would need to be carefully drafted to ensure certain activities with less than minor effects are permitted and other activities with frequent aircraft movements in close proximity to noise sensitive development for example require resource consent.
6. Similar activity based rule(s) would need to be considered in relation to the Business and Living Zones, and a more restrictive activity classification applied.

10.3.3 *West Melton Aerodrome*

7. The Council further considers the merits of Option 5(d) compared to Option 3 in consultation with CAC and other stakeholders including ECan, CAA, and CIAL. The costs and benefits of promulgating a special management approach (Option 5(d)) compared to requiring resource consent (Option 3) have not been clearly established and are dependent on further detail about CAC's anticipated development plans. This assessment should also include consideration of CAC's ability to assist with developing proposed provisions in relation to Option 5(d) and timing.

10.3.4 *New or Expanding Aerodrome (including Springfield Aerodrome)*

8. Resource consent is automatically required for any new or expanding Aerodrome (or however large-scale facilities with frequent aircraft movements are proposed to be defined) (Option 3)). This would include Springfield Aerodrome.

10.3.5 *Approach Surface Rules*

9. References to the Hororata Airfield be deleted from Appendix 19 and the associated Rules (2.2.1, 3.7.1 and 5.12) given Hororata Airfield is no longer operational.
10. Retaining and implementing approach surface provisions in relation to the West Melton Aerodrome and the Springfield Aerodrome respectively be explored further in consultation with CAA and the respective Club's and ECan with respect to the West Melton Aerodrome. If it is decided to continue to apply and/or adopt such provisions, ensure the technical information is up to date and the provisions are clear and easy to interpret by plan users.

10.4 *General*

Other matters to consider when drafting provisions where appropriate include:

11. Noise - Seek input from the Council's Acoustic Consultants as to appropriate noise levels, measurement of and management methods (and any noise exemptions), and the relevant New Zealand Standards to measure and assess noise associated with aircraft movements and helicopter landing areas referenced by the other District Plans reviewed.
12. Transport (traffic generation and car parking) - Seek input from Council's Consultant Transport Engineers when developing relevant transport provisions.
13. Reverse sensitivity - whether additional controls are required in addition to relying on density limits, specifically with respect to the West Melton and Springfield Aerodromes.

11. *Summary*

It is considered that the above recommendation of Option 4 (a hybrid of Options 2 and 3) will address the current key issue with the Plan that the Rural rules are overly permissive with respect to certain aircraft facilities and operations. Currently facilities are readily able to establish and expand as a permitted activity where there is the potential for more than minor adverse amenity (including noise)

and character effects throughout the zone. Permitting certain activities subject to tighter development standards and automatically requiring resource consent in relation to large-scale facilities with frequent aircraft movements will enable more fine-grained management of effects, whilst not being overly restrictive and imposing a blanket resource consent requirement across the District.

Option 5(d) specific to West Melton Aerodrome has the potential to avoid uncertainty and ad-hoc development and provide ongoing recognition and protection of the West Melton Aerodrome as an established facility with both commercial, recreational and arguably wider economic, social and community benefit. However, clear justification for this approach needs to be established otherwise Option 3 is considered the most appropriate.

Appendix A - Issues and Options Report Airfields (July 2013)

Appendix B - Operative Selwyn District Plan Provisions

Both the Township and Rural Volumes of the Plan contain relevant provisions. Where the provisions are the same in each Volume they have been combined in the table.

District-wide provisions such as earthworks, outdoor signage and hazardous substances would also apply to developments. However, as there have been no issues of compliance with these provisions and they are subject to other project scopes, they are not specifically considered in relation to this project scope.

Volume and Provision Number/Reference	Provision
Township and Rural	Airport: means any land intended or designed, to be used, whether wholly or partly, for the landing, departure and movement of aircraft.
Definitions	
	Airfield or aircraft or helipad is not defined.
Issues	
Township and Rural	Effects of activities on the safe and efficient operation of the transport network particularly roads, railway lines, cycleways, footpaths and airfields. Adverse effects including noise and vibrations from roads and rail networks and from the operation of aircraft utilising Christchurch International Airport and other airfields, on surrounding land uses and the environment.
B2 Physical Resources B2.1 Transport Networks – Issues	Explanation - Airfields - Many rural properties have private airstrips or helipads. Recreational gliding occurs at the Hororata Domain. West Melton Airfield holds a private operator status for pilots and for training and facilities for aircraft maintenance. Noise contours from the approach paths to Christchurch International Airport extend over land in Selwyn District. These areas are shown on the Planning Maps.
Township and Rural	Areas in the approach paths to airfields or airports need to be clear of very high structures, to enable the airfield or airport to operate within Civil Aviation Authority regulations.
Issue 2 - Safe and Efficient Use of the Transport Network	Explanation to Issue 2 - Airfields: Areas in the approach paths to airfields or airports need to be clear of very high structures, to enable the airfield or airport to operate within Civil Aviation Authority regulations. This includes approach paths to West Melton Airfield and Hororata Domain (see Appendix 19).
Township and Rural	The operation of transport networks can also adversely affect the surrounding environment. Examples include: Noise from aircraft flying overhead, as they approach and take off from, airports; the effects of noise, vibration, emissions, glare or dust from roads, railway lines or airfields on adjoining residents and reverse sensitivity effects.
Issue 4 - Effects of Transport Networks on the Environment and Surrounding Land Uses	

Township and Rural	Sometimes nearby residents complain about these effects, and try to restrict the activity to reduce the effects. This 'reaction' is known as a reverse sensitivity effect. It often occurs when for example: People buy or build houses next to busy roads, pathways, railways lines or airfields and do not expect the effects.
Issue 5 - Effects on the Operation of Transport Networks from Adjoining Land Uses (Reverse Sensitivity Effects)	Safe and Efficient Use: <ul style="list-style-type: none"> • A policy and rule to manage the height of structures near airfields.
Township and Rural	The Township Volume uses the following basic strategy to address transport issues:
Transport Networks - Strategy	Environmental Effects and Reverse Sensitivity <ul style="list-style-type: none"> • Policy and rule to manage the location of new airfields relative to houses. • A policy and rules to protect existing airfields and the flightpaths to Christchurch International Airport from reverse sensitivity effects within the area covered by air-noise contours. <p>The Rural Volume uses the following basic strategy to address transport issues:</p> <p>Safe and Efficient Use A policy and rule to manage the height of structures near airfields.</p>
Transport Networks - Objectives - Road, Pathways, Rail and Airfields	
Township and Rural: Objective B2.1.1 (same objective)	<p>An integrated approach to land use and transport planning to ensure the safe and efficient operation of the District's roads, pathways, railway lines and airfields is not compromised by adverse effects from activities on surrounding land or by residential growth.</p> <p>Township Explanation: Activities alongside roads, pathways, railway lines and airfields can affect the safe and efficient operation of the transport networks.</p> <p>Rural Explanation: Transport networks are vital to provide and improve accessibility (ensuring all users, particularly active modes, have access to services) to social cultural and economic activities in the District. People need access to quality transport networks, to move themselves and their goods safely and efficiently. Activities alongside roads, pathways, railway lines and airfields can affect the safe and efficient operation of the transport networks. At the same time, residents living near transport networks sometimes object to effects such as noise, dust and vibration from the network. Objectives B2.1.1 and B2.1.2 are centred on ensuring transport networks operate safely and efficiently while not adversely affecting people living nearby.</p>

**Rural
Objective B2.1.5**

Continued operation of existing airfields without adverse noise effects on land uses near airfields or under flight-paths to airfields including Christchurch International Airport while ensuring such resources are not compromised by inappropriate development of noise-sensitive land use activities.

Explanation:

[Objective B2.1.5](#) protects existing airfields and Christchurch International Airport from potential reverse sensitivity effects caused by residential activities locating too close to airfields or underneath the flight paths to Christchurch International Airport while ensuring that adverse effects of noise on other land uses in the District are limited. The objective is achieved by policies and rules to manage residential density in the rural area generally and under the flight paths to Christchurch International Airport, specifically. The policies and rules require additional noise insulation in houses erected in the area covered by the 55 dBA Ldn noise contour for Christchurch International Airport (see the Planning Maps).

Transport Networks - Policies and Methods - Road, Pathways, Rail and Airfields

Airfields

Ensure structures and activities do not adversely affect the safety of aircraft approaches to Hororata Domain or West Melton airfield.

**Township - Policy
B2.1.21; and
Rural - B2.1.23 (same
policy)**

Township Volume Explanation and Reasons: Part of Hororata Domain is leased for recreational gliding. West Melton airfield is a public airfield. Land under the approach paths to both airfields needs to be kept clear of very high structures to ensure the airfields can operate safely and within Civil Aviation Authority guidelines. West Melton airfield is located in Selwyn District, as is land affected by the height restrictions of the airfield.

Hororata and West Melton townships are not currently affected by the respective approach surfaces of West Melton Airfield and Hororata Domain Airfield. The issue of structures and plantings beneath the approach surfaces of these airfields is therefore likely to become more of an issue for West Melton and Hororata townships if either township expands in the direction of the respective airfield. This is a matter which shall be considered if the Council receives a plan change for new residential or business development at West Melton or Hororata.

Method

District Plan Policies

Township Volume Explanation and Reasons: To assess plan change requests to rezone land for the expansion of Hororata and West Melton Townships Restrictions on height of structures and trees in close proximity to these existing airfields are necessary to ensure the safe take off and landing of aircraft and are recommended by Civil Aviation Authority. These restrictions affect land outside the airfields, but height restrictions only affect very tall structures or trees (refer [Appendix 19](#)).

Methods

District Plan Rules

- Structures
- Tree Planting

Airfields

Avoid the location and operation of new airports, airfields or helipads in Business or Living zones, other than for emergency work or 'one off' events, or for the take off and landing of aircraft ancillary to the use of the land and facilities and to the predominant use of the land and facilities on the site.

Township

Policy B2.1.28

Explanation and Reasons

The take off and landing of aircraft is not generally part of township environments. Residents in living and business areas, and customers and workers in business areas, do not expect to hear noise from aircraft taking off and landing on sites around them. The Plan identifies the Rural Zone as the appropriate zone in which airfields, airports and helipads should be established. Several exceptions can however be tolerated, without significant adverse effects on township amenity values. Those exceptions are in the situation of emergency work (where short term adverse effects will be outweighed by the benefits to people and society) and 'one off' events, such as helicopter rides at a local fair.

In addition, the use of a site within a township for the take off and landing of aircraft may be appropriate if it is ancillary to the use of the land and facilities and is not the predominant use of the land and facilities. A resource consent for a discretionary activity will be required to assess the ancillary nature of the aircraft movements.

Method

District Plan Rules

- Aircraft and Airports — all zones

Airfields

Manage the location and operation of new airports, airfields or helipads used for frequent and consistent take off or landing of aircraft; and Once established, protect these facilities from reverse-sensitivity effects caused by new activities establishing around them.

Rural

Policy B2.1.24

Explanation and Reasons

The take off or landing of aircraft for top-dressing, frost prevention, crop and pest spraying, recreation, tourism, construction work, and logging, is part of the rural environment. Residents in rural areas can expect to hear noise from aircraft taking off and landing on sites around them from time to time.

Airfields and helipads are established in the rural area for more frequent take off and landing of aircraft on a consistent basis. [Policy B2.1.24](#) does not discourage these activities. The Rural zone is an appropriate area for these activities to locate. Their location, relative to existing townships and houses, and

their operation should be managed to mitigate effects of noise and vibration on surrounding residents. Once established, these activities should also be protected from becoming surrounded by residential development or other activities which may be sensitive to their effects. This is achieved by keeping residential density low in the Rural zone, and by not allowing townships to expand to surround these sites.

“Noise sensitive” activities include any residential activities, other forms of accommodation and educational facilities.

[Policy B2.1.24](#) applies to new airfields. Existing lawfully established activities at West Melton and Hororata Domain may be “Existing Uses” under section 10 of the Act. The District Plan policies and rules will apply to either of these sites, if the effects of the activities on the site change.

Method

District Plan Rules

- Airfield or helipad

Township and Rural

Township – Airfields:

Transport Networks – Anticipated Environmental Results

- Land uses in Selwyn District do not impede or compromise the unrestricted operation of Christchurch International Airport
- Structures in Selwyn District do not impede the continued operation of West Melton Airfield or gliding at Hororata Domain.

Rural – Airfields:

- The height restrictions around West Melton Airfield and Hororata Domain are retained.
- Adequate distances between airfields, helipads and dwellings are maintained.
- Residential density is maintained at 1 house per 4 hectares or less in areas affected by noise from the flight paths to Christchurch International Airport and remains able to operate 24 hours a day.

Township and Rural

Township

Quality of the Environment

Objective B3.4.1

The District’s townships are pleasant places to live and work in.

Objective B3.4.2

A variety of activities are provided for in townships, while maintaining the character and amenity values of each zone.

Objective B3.4.3

“Reverse sensitivity” effects between activities are avoided.

Rural

Objective B3.4.1

The District’s rural area is a pleasant place to live and work in.

Objective B3.4.2

A variety of activities are provided for in the rural area, while maintaining rural character and avoiding reverse sensitivity effects.

Policies and rules to manage reverse sensitivity effects are also found in [Section B2.1 Transport](#), for airfields and airports.

**Township Rules:
Township - C10 LZ
Activities**

**10.5 Activities and
Aircraft Movement**

10.5.1

Any taking off and/or landing of any aircraft shall be a permitted activity if the following conditions are met:

10.5.1.1

The activity is part of emergency, search and rescue, or law enforcement work; or

10.5.1.2

The activity does not occur on more than two days in any six month period on the same site; and

10.5.1.3

The aircraft movement occurs only between the hours of 7:00am and 7:00pm.

Discretionary Activities — Activities and Aircraft Movements

10.5.2

Any activity which does not comply with [Rule 10.5.1](#) shall be a discretionary activity, if it complies with the following standard and term:

10.5.2.1

The take off and/or landing of aircraft shall be an ancillary use of the land and any facilities on the site and shall not be a main or predominant use of the land or any facilities on the site.

Non-Complying Activities — Activities and Aircraft Movements

10.5.3

Any activity which does not comply with [Rule 10.5.2.1](#) shall be a non-complying activity.

22.3.1

Any taking off and/or landing of any aircraft shall be a permitted activity if the following conditions are met:

22.3.1.1

The activity is part of emergency, search and rescue, or law enforcement work; or

22.3.1.2

The activity does not occur on more than two days in any six month period on the same site; and

**Township – C22 BZ
Activities**

**22.3 Activities and
Aircraft Movements**

22.3.1.3

The aircraft movement occurs only between the hours of 7:00am and 9:00pm.

Discretionary Activities — Activities and Aircraft Movements

22.3.2

Any activity which does not comply with [Rule 22.2.1](#) shall be a discretionary activity, if it complies with the following standard and term:

22.3.2.1

The take off and/or landing of aircraft shall be an ancillary use of the land and any facilities on the site and shall not be a main or predominant use of the land or any facilities on the site.

Non-Complying Activities — Activities and Aircraft Movements

22.3.3

Any take off and/or landing of aircraft which does not comply with [Rule 22.3.2](#) shall be a non-complying activity.

Note: Airport is a defined term. Please refer to [Part D](#).

Reasons for Rules

Aircraft Movements

An airport or other facilities for regular take off and landing of aircraft or helicopters is not compatible with the amenity values of the adjoining or nearby Living zones due to effects of aircraft noise, vibration and night lighting. It is therefore appropriate that any proposal to establish an airport (for example a helipad) be a non-complying activity so controls can be imposed on establishing such facilities in the Business zones.

There are some instances, however, where the effects of aircraft taking off or landing can be tolerated for a short period of time. For example, if a helicopter is used to assist in construction work on a building. [Rule 22.3](#) is designed to accommodate these 'one off' events without requiring a resource consent.

The rule also provides for the take off and landing of aircraft for emergency purposes or law enforcement. Section 342 of the Resource Management Act provides for emergency work but not law enforcement. The temporary and (hopefully) infrequent nature of this work and the importance it has to the health, safety and well-being of people and communities is considered to mitigate and outweigh any adverse effects on residential amenity values.

**Rural Volume Rules:
Rural – C2 Tree Planting**

**2.1.1 Shelterbelts and
Amenity Planting -
2.1.1.7**

The planting of any trees for amenity planting, shelterbelts shall be a permitted activity if all of the following conditions are met:

Any tree is planted and maintained so that it does not encroach within the height restrictions for West Melton Airfield or Hororata Domain, as shown in [Appendix 19](#);

Rural - C3 Buildings

3.7.1 - Erecting any building or any additions or alterations to, or modification or demolition of any building shall be a permitted activity if the following condition is met:

**3.7 Buildings and West
Melton Airfield and
Hororata Domain - Height
Restrictions**

3.7.1.1

The building complies with the maximum height requirements in the approach paths to the runways at West Melton Airfield and Hororata Domain, as shown in [Appendix 19](#).

3.7.2

Erecting any building or any part of any building, which will protrude into the height restricted areas shown in [Appendix 19](#), shall be a non-complying activity.

[Rule 3.7](#) manages the effects of tall buildings and other structures within the height restriction areas around West Melton airfield and Hororata Domain. Height restrictions apply to land which lies underneath the approach paths to the runway. Any breach of the height restrictions is a non-complying activity. The approach paths need to be clear of obstacles to ensure aircraft can take off or land safely. The height restrictions are shown in [Appendix 19](#). They are drafted to accommodate the current use of the existing runways at both airfields. Height restrictions affect the range of land uses able to occur on surrounding properties. Therefore, any further restrictions on building height to accommodate further use of these airfields, would need to be considered alongside any proposal to increase use of either airfield.

5.12.1

Any utility structure or utility building which complies with the maximum height requirements in the approach paths to the runways at West Melton Airfield and Hororata Domain, as shown in [Appendix 19](#) shall be a permitted activity.

5.12.2

Any utility structure or utility building or any part of any utility structure or utility building which does not comply with Rule 5.12.1 shall be a non-complying activity.

[Rule 5.12](#) manages the effects of utility structures and utility buildings within the height restriction areas around West Melton airfield and Hororata Domain.

Height restrictions apply to land which lies underneath the approach paths to the runway.

Any breach of the height restrictions is a non-complying activity. The approach paths need to be clear of obstacles to ensure aircraft can take off or land safely. The height restrictions are shown in [Appendix 19](#). They are drafted to accommodate the current use of the existing runways at both airfields. Height restrictions affect the range of land uses able to occur on surrounding properties. Therefore, any further restrictions on building height to accommodate further use of these airfields, would need to be considered alongside any proposal to increase use of either airfield.

The following notes describe the approach paths to the airfield runways at West Melton Aerodrome and Hororata Domain, which are illustrated on the plans which form part of this Appendix.

West Melton Airfield

Runway 04/22

(a) Approach surfaces rise at a gradient of 1 in 40 from the eastern and western ends of the runway strips 04/22 at 84.528 and 91.011 metres above mean sea level (AMSL) respectively, each for a length of 3000m;

(b) Approach surfaces splay outwards at a gradient of 1 in 10 from each corner of the eastern and western ends of the runway strips 04/22 at 84.528 and 91.011 metres AMSL, each for a length of 3000m;

Rural - C5 Utilities

5.12 West Melton Airfield and Hororata Domain – Utility Structures and Utility Buildings

Appendix 19 - Height Limits for West Melton Airfield and Hororata Domain

(c) Transitional surfaces for runway 04/22 slope upwards and outwards at a gradient of 1 in 5 from the edge of the runway and the approach fans in (a) to a height of 10 metres, then rise vertically to meet the horizontal surface;

(d) Inner horizontal surface extend to a height of 45m above the runway strip out to a distance of 2500m from the runway centre line.

Runways 17/35 & 11/29

(e) Approach surfaces splay outwards at a gradient of 1 in 20 from the south-western end of runway 17/35 at 90.115 metres AMSL, the north-eastern end of the runway 17/35 at 90.708 AMSL, the south-eastern end of runway 11/29 at 86.841 metres AMSL and the north-western end of runway 11/29 at 89.876 metres AMSL, each for a length of 1200m;

(f) Transitional surfaces for runways 17/35 and 11/29 rise at a gradient of 1 in 4 from the edge of the runway and the approach fans in (a) to a height of 2 metres.

C9 Activities

9.4 Scale of non-residential and non-rural activities

9.4.1

Any activity which is not a rural activity or a residential activity shall be a permitted activity if the following conditions are met:

9.4.1.1

The maximum area of any site covered by building(s), loading, storage and waste areas used for any other activity on the site does not exceed 100m² and no more than two full-time equivalent persons are employed in undertaking any other activity on the site; or

9.4.1.2

The activity is undertaken by either an approved tertiary education provider (as defined in the Education Act 1989) or a Crown Research Institute involving the use of land or buildings for the purpose of growing or rearing of crops or livestock and associated monitoring of the environment for research and education purposes but excluding conferencing, accommodation, recreation and retail activities.

Note: [Rule 9.4.1](#) does not apply to any temporary activity or any activity within the Porters Ski and Recreation Area, Rural Based Industrial Activity or any Other Industrial Activity (where [Rule 9.5.1](#) and [Rule 9.2.2](#) apply), or Utilities (where rules in [Part C Rule 5 Utilities](#) apply).

9.4.2

Any activity which does not comply with [Rule 9.4.1](#) shall be a discretionary activity.

9.12

Activities and Carparking, Vehicle Crossings, Access and Egress

9.12.1

The activity shall comply with the rules for carparking, vehicle crossings, vehicle access and egress set out in [Rule 4](#), and [Appendix 10](#) for specific provisions applying to State Highways to be a permitted activity.

9.12.2

Any activity which does not comply with [Rule 9.12.1](#) shall have the status set out in [Rules 4.4](#) to [4.6](#) for the rules(s) with which it does not comply.

9.13 Activities and Vehicle Movements

9.13.1

Any activity which does not exceed the following maximum number of vehicle movements shall be a permitted activity:

9.13.1.1

Road Unformed and, or not maintained by Council:

- (a) For any commercial or industrial related activity where access is required off an unformed and un-maintained road, excluding normal farming activities: Nil.
- (b) For any individual property access off an unformed and un-maintained road: 15 equivalent car movements per day(ecm/d) per site.

9.13.1.2

Road Formed, Sealed and maintained by Council:

- (a) State Highway and Arterial Roads (as identified in [Appendix 9](#)): 30 ecm/d per site averaged over any one week period).
- b) Local and Collector Roads: 60 ecm/d per site (averaged over any one week period).

9.13.1.3

Road Formed, Unsealed and maintained by Council:

- (a) 60 ecm/d per site (averaged over any one week period).

9.13.2

Any activity which does not comply with [Rule 9.13.1](#) shall be a discretionary activity.

9.14.1

The following aircraft movements are permitted:

9.14.1.1

Taking off and landing which is associated with:

- (a)Emergency, fire control or law enforcement work; or
- (b)Seasonal farming work such as topdressing, spraying, stock management, fertiliser application, frost mitigation, or associated activities; or
- (c)The operation of military aircraft.
- (d)Aircraft movements associated with activities within the Porters Ski and Recreation Area.

9.14.1.2

Other aircraft movements, provided that:

- (a)The noise produced at any notional boundary in the Rural Zone or at the boundary of any Living Zone is no more than 50 dBA Ldn; and
- (b)Where the airstrip or helipad is located within 1 km of the nearest boundary of any Living zone, there are no more than 14 flights (28 aircraft movements) / week on any one property except that on any five days in any continuous six month period, an unlimited number of flights is permitted.

For the purposes of this rule:

- Aircraft noise may be averaged over periods of seven consecutive days and the averaged value shall not exceed 50 dBA Ldn, and in any case the limit shall not be exceeded by more than double the sound exposure limit (i.e. 3 dBA Ldn terms) on any one day. Daily sound exposure values shall be averaged on an arithmetic basis

9.14 Activities and Aircraft Movements

- The notional boundary shall not be measured from any residential activity which exists on the same property as the aircraft movements.

9.14.2

The use of any land or establishing any facilities for taking off or landing or aircraft which does not comply with [Rule 9.14.1](#) shall be a discretionary activity.

9.16 Activities and Noise

9.16.1

Except as provided in [Link 9.16.3](#) below, any activity shall be conducted so as to comply with the noise limits and within the time frames stated in the following tables in order to be a permitted activity:

Table C9.2 – Maximum noise limits at any Living Zone boundary.

Hours	Noise Limit
7.30am – 8.00pm	55 dBA L ₁₀ 85 dBA L _{max}
8.01pm – 7.29am	40 dBA L ₁₀ 70 dBA L _{max}

Table C9.3 – Noise limits assessed at the notional boundary of any dwelling, rest home, hospital, or classroom in any educational facility except where that dwelling, rest home, hospital or classroom is located within a Living zone.

Hours	Noise Limit
7.30am – 8.00pm	60 dBA L ₁₀ 85 dBA L _{max}
8.01pm – 7.29am	45 dBA L ₁₀ 70 dBA L _{max}

Notes:

[Rule 9.14](#) applies to take off or landing of aircraft.

9.16.2

Any activity which does not comply with [Rule 9.16.1](#) shall be a discretionary activity.

Aircraft Movements

E25.12.23

Any aircraft movement which does not comply with [Rule E25.11](#) shall be a restricted discretionary activity.

E25.12.24

Under Rule E25.12.23 the Council shall restrict its discretion to consideration of:

E25 – Porters Ski Area E25.11

E25.12.24.1

Effects of aircraft movements on the wellbeing and safety of users and occupiers of the surrounding rural zoned land.

E25.12.24.2

The anticipated frequency of movements.

E25.12.24.3

The hours of the day within which the movements will occur.

Aircraft Movements

The use of helicopters for Ski Area operation and maintenance such as avalanche control is a permitted activity within the zone. Helicopters also positively assist with construction activities by enabling access without access tracks and wider areas of disturbance. It is anticipated that the Area may also provide a helicopter base for emergency services, fire fighting etc.

In addition, it is acknowledged that residents of, and visitors to the Ski and Recreation Area, may wish to access recreational activities in the wider Craigieburn Range such as hiking, heliskiing, hunting and fishing. A cap has been placed on aircraft movements associated with these activities to ensure that any potential effects on the receiving environment are considered.