



**AGENDA FOR THE MEETING OF
DISTRICT PLAN COMMITTEE
TO BE HELD IN THE COUNCIL CHAMBER
NORMAN KIRK DRIVE, ROLLESTON
ON WEDNESDAY 8 JUNE 2016
COMMENCING AT 9 AM**

Committee Members

Independent Chair

Tim Harris (Environmental Services Manager)

Selwyn District Council

Mayor Kelvin Coe

Councillor Nigel Barnett

Councillor Pat McEvedy

Councillor Sarah Walters

Councillor Jeff Bland

Councillor Mark Alexander

Councillor Peter Hill

Councillor Debra Hasson

Councillor Malcolm Lyall

Councillor Grant Miller

Councillor John Morten

Councillor Sam Broughton

David Ward (Chief Executive)

Te Taumutu Rūnanga

Terrianna Smith

Project Sponsor
Jesse Burgess
Phone 347-2773

Project Lead
Cameron Wood
Phone 347-2811

Agenda Items

Item	Type of Briefing	Presenter(s)
Standing Items		
1. Apologies	Oral	
2. Declaration of Interest	Oral	
3. Deputations by Appointment	Oral	
4. Confirmation of Minutes	Written	
5. Outstanding Issues Register	Written	Cameron Wood
Specific Reports		
6. Work Programme Update	Oral / Powerpoint	Cameron Wood
7. Plan Structure for 2 nd Generation District Plan	Written	Mike / Cameron
8. SWOT Update <ul style="list-style-type: none"> • Hazardous Substances • Waste • Utilities • Transport • Development Contributions 	Oral / Powerpoint	Catherine Nichol Craig Friedel Ben Rhodes Cameron Wood
9. District Plan Committee Forward Meeting Schedule	Written	Cameron Wood

Standing Items

1. APOLOGIES

2. DECLARATION OF INTEREST

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

3. DEPUTATIONS BY APPOINTMENT

4. CONFIRMATION OF MINUTES

Minutes from the meeting of the District Plan Committee on 11 May 2016.



**District Plan Committee meeting held on
11 May 2016 at 9am in the Council Chambers**

Present: Mayor Coe, Councillors M Alexander, N Barnett, J Bland, S Broughton, D Hasson, P Hill, M Lyall, P McEvedy, G Miller, S Walters, and Terrianna Smith from Te Taumutu Rūnanga

In attendance: **Chairman** Environmental Services Manager (T Harris), Project Lead District Plan Review (C Wood), Planning Manager (J Burgess), Environmental Services Consultant (J Ashley), Asset Manager (M Washington), Chief Executive Officer (D Ward), Planners M Rachlin, A Paris, E Larsen, C Friedel and minute taker District Plan Administrator (R Sugrue).

Standing Items:

Apologies: Cr J Morten (Arrived as meeting ended at 10.40am)

Moved: Councillor Broughton / Seconded – Councillor Alexander

‘That the Council accepts the apologies for absence from John Morten’

CARRIED

Declaration of Interest:
Nil.

Deputations by appointment:
Nil.

Confirmation of Minutes:

Moved: Councillor Miller / Seconded – Councillor McEvedy

‘That the Council accepts the minutes as being true and correct’

CARRIED

Outstanding issues register:

No update.

Specific Reports

Overview of the Purpose and Requirements of the s32 of the RMA:

Presented by Ms Justine Ashley

Ms Ashley spoke to the Committee on the requirements of a Section 32 (s32).

Ms Ashley explained to the Committee a s32 is required for all new district plans to be examined for their appropriateness in achieving the purpose of the RMA, and the policies and methods of the plan are to be examined for their efficiency, effectiveness and risk.

Councillor Barnett joined the meeting at 9.08am, with Councillor Lyall arriving at 9.09am.

The s32 tells the story of what is being proposed and the reasoning behind it, so it is integral to ensuring transparent, robust decision-making on RMA plans and policy statements.

Cr Miller asked if s32 is an audit process, or if it runs alongside the review. Ms Ashley explained that in the past a s32 was done at the end of the review process, but this time we are going to get the s32 template and process done from the start and get the requirements as we go, as a s32 must be available at the time that the plan is notified so people can understand why policy or rule are in the plan, and the justification behind this.

Mayor Coe asked hasn't the s32 been around for a long time, has anything changed, and there must be templates out there we could use. Ms Ashley explained that s32 have been used but never been put into a sound document which could stand up to intense scrutiny. Mayor Coe asked if s32 is more of an issues and options documents. Ms Ashley explained that essentially it is, as it's showing you've been through that process to get a robust plan that we can defend as we go through a submissions hearing process which won't fall apart at hearings stage.

The Chair (Tim Harris) commented that the new changes to s32 mean that there are a lot more steps we have to go through, that our thinking and conclusions need to be sound and justified.

Ms Ashley told that Committee that there are a lot of District Plan reviews happening at the moment and we have looked at their s32's for a template but haven't seen one that ticks all the boxes, some appear to be limited by budget, timeframes, or are just covering the minimum. The importance of having this right is that the s32 evaluations need to 'tell the story' of what is being proposed and the reasoning behind it. Plans that are developed using sound evidence and rigorous policy analysis lead to more robust, enduring provisions and can mean issues are resolved early in the plan making, thereby reducing opposition during hearings or at appeal. The effects of new policies and rules on the

community, the economy (includes employment and costs involved) and the environment needs to be clearly identified and assessed and can demonstrate that they have been well tested against the purpose of the RMA and planning again exceeds planning burden. We need to be able to show that these matters have been considered and seek expert advice if needed.

Councillor Bland joined the meeting at 9.34am

The s32 needs to be documented so the Community and decision makers understand the reasoning behind policy approaches and methods used. The report must be publicly available at the same time as the proposed district plan is notified.

Ms Ashley told the Committee that Gina Sweetman, an experienced planner based in Wellington, has been engaged by Selwyn District Council and Porirua District Council to prepare a s32 methodology and template. A draft has been prepared, and will be finalised before we start Stage 2. Ms Sweetman runs courses on s32 so is very knowledgeable and experienced. The s32 valuation should be fully integrated into decision making throughout the planning process, and not seen as merely a reporting documents.

Councillor Miller mentioned that the 1st slide talked about the s32 and appropriateness of the District Plan, and it appeared more like an audit process rather than integrated process – are we putting too much into this, and it is more of an audit process? Ms Ashley responded that it was important to be fully integrated as you are then constantly assessing decisions as you go. During Stage 2 the team will be coming to the Committee to seek input and direction, the s32 will be documented on that basis as we go forward so it is telling the story of how we got to that point when it goes publicly notified. Auckland City Council was audited after their review, and showed a lack of integration into the topics. If we fully integrate the s32, we can check as we go and make sound decisions.

Ms Ashley told the Committee that with the outline of the process, a lot of detail is gone through to get to the end point, a lot of criteria and assessment tools are used and that it will be beneficial to get Ms Sweetman to do a workshop so everyone understands this process. Ms Ashley reiterated that it is important to start s32 at the beginning of the DPR process, as the decisions made need to be supported by robust evaluation, that the public can be 'taken on the journey' and accountability and transparency is ensured throughout the decision making process. Ms Ashley told the Committee that it was important to remember s32 evaluations are part of the wider RMA framework which set the purpose, principles, roles, responsibilities and scope for plan-making. The RPS gives clear direction but there may be alternatives which give effect to the RPS which could be considered. There are some good outcomes coming out of Christchurch City Council, but their whole strategic direction chapter had to be rewritten and we don't want to go down this track.

Councillor Alexander questioned if we are looking at our old plan and seeing what outcomes weren't as we wanted/anticipated? Ms Ashley explained that we are looking at the District plan outcomes as part of SWOT analysis, and this will form part of the outcome of the s32 evaluations.

Councillor Broughton said with a s32 and the Community being taken on journey, we want to be open to feedback and listening to the Community right from the start of this process. Project Lead Cameron Wood replied that we are going to make the SWOT analysis online in the next few months which will give the Community the opportunity to agree or give feedback, developers and councillors can add into this and give feedback also. This will tie in with website launch, and there will be the ability for the Community to have their say constantly throughout the review process.

Councillor Broughton agreed it was good to have the information online, but also thought drop in sessions could be very helpful so people feel that they have been heard and feel engaged in this process. The Project Lead responded he that had been thinking about this but in the past the Community has not used those opportunities very much. He is currently working with the Communications Team as to how best to structure the events to engage the Community.

The Chair asked if in the coming months, the consultation plan will be released in detail, to which the Project Lead said this went to a DPC meeting a few meetings ago, he will give updates on the process as we go through and communications and the agendas evolve.

Moved – Councillor Broughton / Seconded – Councillor Mark Alexander

“That the Committee notes this report and presentation.”

CARRIED

SWOT Update (Water, Residential Density – Township, Monitoring)

Mr Craig Friedel presented a slideshow to the Committee on three SWOT analysis chapter updates.

Mr Friedel spoke to the Committee about the SWOT analysis to date, for Water, Residential Density (Township) and Monitoring, and that the material being presented is a summary of over forty-one A3 sheets of paper. Members of the Committee are welcome to meet individually if they have a particular interest in any topic. The purpose of the SWOT analysis is to establish a baseline of information to inform the next phase of the DPR. It includes a critical review of the SDP and how its being administration, analysis of contemporary planning instruments and strategies, and incorporates initial stakeholder feedback.

Councillor Alexander asked for clarification as to who the stakeholders are we refer to, and that it may be helpful to have a list of them for reference. Mr Friedel responded that staff have engaged with a range of stakeholders across the 16 SWOT topics that we may refer to, but examples are DOC, NZTA, ECAN, MfE and Runanga.

Mr Friedel spoke to the Committee on the SWOT analysis chapter of Residential Density – Township.

The SDP needs to give effect to higher order documents such as the Resource Management Act (RMA), Selwyn District Plan (SDP) and Regional Policy Statement (RPS).

Strengths

- The SDP has been informed by other strategic planning documents so it has a strong foundation
- The SDP density provisions are generally consistent with the RMA and give effect to LURP/CRPS
- LZ, L3 and L1B frameworks represent best practice examples for managing mixed density developments – Although outcomes analysis is required to occur in Phase 2 of the DPR

Weaknesses

- Disconnect between objectives, where outcomes are not mutually exclusive and have unrealistic expectations e.g. B4.1.1
- Lack of approaches to enable infill and intensification of existing neighborhoods
- Poor distinction between residential and business densities, including the management of mixed use development – How we manage business development in town centres e.g. West Melton and Key Activity Centre frameworks are examples of how this matter has been addressed for three of the district's town centres
- Poor connection between the residential density rules and subdivision assessment matters

Opportunities

- To consolidate the two volumes of the SDP to avoid duplication and manage densities in a more integrated way
- Standardise the various minimum average lot sizes (Table C12.1) and the methods for managing densities (ODPs)
- Advancing the Ellesmere and Malvern Area Plan Implementation Steps – e.g. Darfield septic tanks as a hindrance to enabling a greater range of housing and business options

Threats

- Standardising densities may reduce character of neighborhoods and townships. Issues and Options papers will need to inform any positions reached on optimal densities for respective townships.
- Provisions may be amended as the 2nd Generation Plan progresses, with there being a risk that private plan changes or submissions could create a disconnect with policies and establish inconsistent methods – Need to be conscious of this, but unable to resolve directly as it is a function of the RMA
- Limited opportunity to amend the minimum densities prescribed in Chapter 6 of CRPS

A discussion was had by the Committee on this topic, including how Special Housing Areas are covered. Mr Friedel explained that these sit outside the District Plan scope and are administered under separate legislation. The Project Lead then spoke that the Special housing accord and areas has only just happened, if we find issues with Special Housing Areas then we will look into it further

Councillor Alexander commented on section and house sizes, that with Farringdon being medium density, we thought we were getting smaller houses on smaller sections but ended up with same size houses on smaller sections. Are the planning rules and outcomes looking at this within the DPR? Mr Friedel responded that this should be looked at by the Medium Density Housing Forum as a component of implementing Selwyn 2031 and that it should form part of the Issues and Options in Stage 2 of the DPR.

Councillor Lyall commented that communities wanted to have larger sections in the old plan, as this is part of the reason people want to move into the District, so they can have a larger section for a fraction of the price they would pay in town. Mr Friedel responded that this had been identified in the SWOT analysis, and we would be looking at those types of issues.

Councillor McEvedy commented about section sizes and how in some new subdivisions the rooflines are almost touching, do we have rules around rooflines in subdivisions. Mr Friedel said that we have building setback and height to boundary controls that cover a lot of these types of issues. Planning Manager Mr Jesse Burgess said that we are also working through this with the Housing Accords, looking at setbacks from the road and road alignment. This will be fed through the DPR process, which should also address Councillor Lyall's point regarding large houses on small lots.

Councillor McEvedy asked if we should be looking at sewage for Darfield now, and how we manage expansion in Darfield. The Project Lead responded that this was something that we need to work closely with ECAN in regards to seeing if they would grant consent for this.

Councillor Miller commented that the desirability of Lincoln and Prebbleton will only increase with the new motorway access to the city. We have to accept people want to live in these areas. How are we going to manage this growth? Mr Friedel responded that we need to look further ahead as we have almost reached capacity in these townships and that strategic planning is required to identify whether further 'greenfield' land is viable or whether these townships reached their growth limits. These questions will be looked into as we go through the DPR process. The Planning Manager commented that the UDS Refresh in two/three years' time, looks at growth management and whether urban limits and are the right way to manage this issue. Councillor Miller responded that this needs to be addressed in a systematic way or we will end up with ad-hoc developments.

Councillor Lyall mentioned that the UDS puts limits around townships, with Prebbleton almost at capacity, we need to think about if we keep Lincoln and Prebbleton as separate townships or if we combine them.

Councillor Walters noted that with submissions for a private plan change, it underlines the importance of having a solid s32 report so we can refer back to it at any time as issues arise.

Mayor Coe asked if the subdivision section size of 10 per ha comes from the RPS. Mr Friedel responded that RPS only applied to UDS townships, and we can apply s2031 and the outcomes expressed in the Area Plans for the townships in the balance of the district. The Project Lead also commented that if we find issues with the RPS through this process, we can talk to ECAN about what is and what isn't working and what might need to change. This is where having a strong relationship with ECAN will be vital.

Mr Friedel spoke to the Committee on the SWOT analysis chapter of 5Waters.

We need to give effect to the higher order documents such as the Resource Management Act (RMA), NZ Coastal Policy Document (NZCPS), Selwyn District Plan (SDP), Land and Water regional plan and Regional Policy Statement (RPS).

Strengths

- SDC duties are clearly expressed in the objectives and policies.
- The SDP recognises the regional significance of water relatively well

Weaknesses

- There is a disconnect between the objectives and policies in Part B and how we integrate the rules, harder to manager with having two volumes of the plan.
- Lack of clarity between District and Regional Council functions in Part C
- SDP fails to have effect to the NZCPS and CRPS e.g. Salmon, Trout
- Unrealistic expectations in the policy framework e.g. encouraging township growth while enhancing ground and surface water quality
- Water is not managed in an integrated way throughout the SDP

Councillor McEvedy mentioned that perhaps we need to maintain rather than enhance water quality. Te Taumutu Runanga representative Ms Smith said that water should be a guiding force, we need to encourage growth but we also need to learn to live within the current environment.

Councillor Alexander commented that water races are being used as amenity features throughout new subdivisions and it doesn't work and that we need to manage this through the DPR process. Asset Manager Mr Washington responded that the Water Race Committee is aware of this and a Water Demand Strategy Document is being developed, with the aim of making better use of the resource without detrimental effect to the water resource.

The Chair reminded the Committee it is important to keep in mind that the DPR is not the only way to manage all these issues, we need to keep focused on what we are trying to achieve within the District Plan.

Opportunities

- Establish a more integrated approach with a clearer policy framework on how we manage Water (integral to a number of DPR topics)
- Standardise methods for managing water in the living, business and rural zones
- Advance the s2031 Actions and Area Plan Implementation steps relating to 5Waters
- Work collaboratively to give effect to the RMA, CRPS & NZCPS and to better recognise the outcomes expressed in Mahaanui IMP and the Land and Water Forum

Threats

- Enable growth while ensuring 5waters are sustainably managed
- Investigations to better recognise and manage the coastal environment are costly and contentious, with only a small geographical area of the district affected
- Standardising / consolidating provisions managing the 5Waters may risk undermining its significance

Ms Smith disagreed with the second point made on threats, that while it may be a small geographical area population wise, the coastal threat concerns most of the district and would have a major impact on towns like Lincoln and Leeston.

Councillor McEvedy mentioned that lake levels will rise as time goes by, so the communities around the lake will be affected possibly significantly. The Project Lead responded that from an economic point of view with flooding and inundation, we need to focus on land use as we don't have as many residential houses that will be affected so much as land.

Councillor Broughton commented that that reticulated sewer in Darfield needs to be identified through the DPR. There are no plans to reticulate Darfield currently but something will need to change. Councillor McEvedy asked about ECANs ability to issue discharge consents. Mr Friedel said that this has been signalled in the Area Plan as an issue that needs to be investigated, with the findings informing the DPR. The Project Lead reiterated that we need to work collaboratively with ECAN to get a clearer understanding of this issue and solutions can be built into the District Plan.

Councillor Bland asked what collaboration or steps have we got in place to work with ECAN etc before we put these rules in place, and are we happy with where we are going? The Project Lead responded we are wanting to build on the collaboration through this process, we have Anna Paris from ECAN, we are working with MKT, Waimakariri Council and have a lot of collaboration from a staff level also. We are lucky to have had other Councils previously go through this process and we can learn from their mistakes. We need to document through the s32 where we got to and how we got to that point, so we can justify our position in front of a Commissioner / Panel.

Mr Craig Friedel spoke to the Committee on the SWOT analysis chapter of Monitoring.

We need to give effect to the higher weighted documents such as Resource Management Act (RMA), Selwyn District Plan (SDP), and Regional Policy Statement (RPS).

Strengths

- Monitoring responsibilities and associated procedures are articulated in the SDP monitoring schedules
- RMA monitoring duties are integrated within the SDP, assisting in elevating its status
- Efficiencies are able to be gained through continuing with the UDS partnership

Weaknesses

- The SDP has detailed schedules which prescribe environmental outcomes, states how often monitoring is to occur and what is monitored, but we aren't currently doing any SDP efficiency or effectiveness monitoring. Outcomes contained within the SDP Monitoring Schedules are out of date and difficult to interpret, contributing to poor implementation.
- Limited SDP efficiency and effectiveness monitoring has been carried out, presenting a relatively significant risk to the DPR
- Fail to give effect to components of the CRPS, although ECan is the lead agency. SDC does monitor housing data to record the uptake of 'greenfield' land, e.g.

Opportunities

- Remove duplication and inconsistencies
- Incorporate Mahaanui IMP outcomes
- Advance s2031 Actions, including establishing governance groups.
- More efficiency and effectiveness monitoring in terms of Phase 2 of the DPR process.

Threats

- RMA reforms may establish one plan template prescribing mandatory monitoring requirements – We do not have any direct control over if and when this may occur.
- If we don't have an integrated approach we may dilute the significance of monitoring in the policy cycle
- Phase 2 to assess the costs and risks of various approaches – non-statutory, statutory or hybrid approaches

Councillor Miller commented that we are good at setting rules, but not monitoring them. Feedback from community often questions why we don't monitor – We need to get this to work and collaborate with ECAN. The Project Lead acknowledged it is a particular weakness in the current plan. We do consent monitoring but not monitoring of the District Plan – This is a particular focus to get better systems in place.

Councillors Walters liked the comparison to s32 that we are considering and that we need to think how we will monitor the rules. The Project Lead responded that we need to look at the planning gain versus planning burden, and the reality that we need to be sufficient monitoring without too much cost or staff time.

Councillor Hill said it is known that population decline is occurring, but Selwyn is still growing and we are out of step with this growth. The plan needs to reflect further than 10 years, it also needs to look at the population decline. The Project Lead responded that demographics are important, we will need to look at this but we also need to be mindful the District Plan is a 10 year document, and it is a dynamic we will have to work through. Having good monitoring programmes in place we can identify quite early what we might need to change in the next 10 years' – Information will be provided on a regular basis and may show where we need to improve the District Plan.

Councillor Barnett said there seems to be a view growth will continue, which is what we are after, but we also underestimate what environmental damage we might create.

Councillor Hasson said we need to look at infrastructure, that once the motorway goes in Darfield etc will be more accessible and there will be pressure from businesses to relocate alongside motorways – How do we deal with these sorts of pressures? The Chair responded that we need to look outside of our District how we manage growth and the UDS does this. We are going through the Urban Development Strategy at the moment will look at these issues. UDS meeting this Friday.

The Project Lead said there is a 30 year infrastructure plan and we need to work in with Asset Planning to achieve a comprehensive approach, we are trying to get integration with LTP about getting best community outcomes and how we are managing effects under RMA.

The Planning Manager said that this underlines the importance of Strategic Documents in the past. Conversation has already happened with the Community like area plans – this ties in with the UDS refresh as well.

Councillor Miller asked for confirmation if we are using s2031 and the area plans as a base, to which the answer was yes, as a lot of research has gone into this.

Moved – Councillor McEvedy / Seconded – Councillor Alexander

'That the Committee notes this report and presentation.'

CARRIED

District Plan Committee Forward Meeting Schedule

The Project Lead spoke to the Committee about future meetings. Now that good progress is being made with the SWOT analysis, each chapter will be presented to the Committee and as there are no meetings between September and October, the aim is to have the Committee meetings going forward fortnightly, as per the provisional agendas supplied.

Moved: Councillor Barnett / Councillor Broughton

“That the Committee confirms the provisional agenda for the next DPC meetings”.

CARRIED

Meeting ended at 10.40AM

Unconfirmed Minutes

5. OUTSTANDING ISSUES REGISTER

Subject	Comments	Report Date / Action	Item Resolved or Outstanding
No Outstanding Issues			

Specific Reports

6. WORK PROGRAMME UPDATE

Author:	Cameron Wood, Project Lead District Plan Review
Contact:	03 347 2811

Purpose

To provide the Committee with a brief update on progress on the DPR work programme. The attached presentation provides information on the following areas:

- Update on Stage 1 progress;
 - SWOT Analysis
 - Plan Structure
 - s32 Template
 - DPR Resources
- Update on Stage 2 progress;

Additional commentary on progress on the work programme will be provided to the Committee at your meeting on 8th June.

Cameron Wood, Project Lead of the DPR will present this update to the Committee.

Recommendation

- **That the Committee notes this report and presentation.**

Attachments

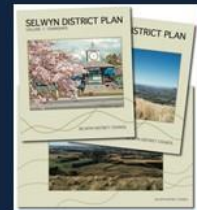
- Work Programme update - Powerpoint slides

Selwyn District Plan Review

District Plan Committee

Work Programme Update

8 June 2016



Stage 1 – SWOT Analysis

- 19 chapters are currently being reviewed
 - 6 SWOTs have been completed
 - 10 SWOTs are currently being peer reviewed
 - 3 SWOTs are still currently being drafted
- All SWOTs will be completed in June
- Completed SWOTs will go up on the new DPR website, will send a copy of completed SWOTs to Committee members as well

Stage 1 – Plan Framework

- Detailed update on progress regarding the Plan Framework during item 7 of this agenda
- Possible Topic areas have been discussed with Project Team and will be outlined to the Committee at your next meeting

Stage 1 – s32 template

- We are still reviewing the draft of this template
- Training in regard of the template will be on 10 August (Committee meeting day)
- Template will be completed by end of June

DPR – Resources / Budget

- \$190k has been allocated to Stage 1 of DPR
- 35% of the budget has been spent, up from 33% from the last meeting
- Further spending to take place...
 - Contract signed with MKT to provide SWOT assessment
 - Website brief received, to be developed for launch in July
 - Project Manager now in place

DPR – Resources

- We are beginning to recruit for positions within the District Plan Review Team
 - Secondment from Consents to Strategy and Policy
 - Two new Strategy and Policy Planners (fixed term)
- Strategy and Policy team will have 12 staff in total working on the District Plan Review

DPR Progress Update

- Stage 1 (June 2015 – June 2016)

Milestones	Deliverables & Key Project Tasks	Progress Update % Complete
Stage 1	Establish governance structure and Project Team	95%
	Consultation – Phase 1	50%
	Information gathering / SWOT analysis of existing District Plan	60%
	Develop framework for new Proposed District Plan	90%
	Prepare guidelines for plan drafting and s32 reporting, including templates	50%

Stage 2

- Project Team is now starting to migrate from Stage 1 to Stage 2 work
- Main focus moving forward
 - Detailed timelines for each topic areas
 - New website / seeking feedback from community
 - Issues and Options reports (for topic areas)
 - Drafting of Strategic Directions (the first section of the 2nd Generation Plan)

Any Questions?

7. PROPOSED STRUCTURE FOR THE 2ND GENERATION SELWYN DISTRICT PLAN

Author:	Mike Rachlin, Strategy and Policy Planner Cameron Wood, Project Lead District Plan Review
Contact:	03 347 2811

Purpose

This report provides the Committee with the outcome of assessments of four different plan structures, assessed against the Principles identified for the 2nd Generation District Plan (2GP), to see which best achieves these Principles. It concludes with a recommended plan structure and seeks the Committee's approval of that structure for the 2GP.

Background

As the Committee will be aware, Stage 1 of the review of the District Plan has commenced with SWOT (Strengths, Weaknesses, Opportunities and Threats) reviews currently being undertaken on the provisions of the operative District Plan. The outcome of these are progressively being reported to the District Plan Committee (DPC). Parallel with this process, Principles for the 2GP have been identified (considered at DPC meeting on the 20th April 2016 and referred to in detail later in this report) and these are intended to guide the development of the 2GP, including how it will be structured, through to notification. These Principles have also been used to guide the assessment of the different plan structures identified by the project team (assessment process was subject of the DPC meeting on the 20th April 2016).

Proposal

This report identifies a preferred plan structure, which the project team considers best meets the Principles identified for the 2GP. How the plan is structured is an important matter since it creates the 'template' by which the plan provisions (objectives, policies and rules) are organised and consequently contributes to how well the plan will be administered over time. During the plan development stage it will also influence the approach to the review of the District Plan and the allocation of resources including staff.

Options

The Resource Management Act 1991 does not currently require a district plan to be structured or organised in any particular way. Instead it requires, at a minimum, that a district plan must state the objectives for the district, the policies to implement the

objectives, and rules (if any) to implement the policies (s75(1)). It has, therefore, been left to district councils to determine their own plan structures.

It is worth noting that the Resource Management Act Reform bill, which is currently progressing through Parliament, provides for a possible national planning template. Guidance from the Minister for the Environment advises that the template will set out the structure, format and some standard content for all plans across New Zealand. However, at this time, it is not known when this template will be developed and made available for use.

Notwithstanding the above, guidance on how to structure a district plan is available on the Quality Planning website. This identifies two broad ways to structure plan provisions (objectives, policies and rules):

1. where the provisions are grouped according to issues or topics
2. where the provisions are grouped together according to whether they are objectives, policies or rules

Note: The Quality Planning website identifies a third derivative of the above two formats whereby rules are separated from their respective policy chapters to, in effect, create a 'rule book'. This was common in 1st generation district plans but has yet to be seen for a 2nd generation plan; these are preferring to locate them together with their respective objectives and policies.

At the meeting on the 20th April 2016 the project team advised that four main plan styles had been identified during a review of district plans throughout the country. As noted at that meeting, in reality each represents a variation of the two main structuring formats but can be distinguished from each other by the degree to which they follow one format over the other. Below is a brief description of each:

- **1st Generation plans:**
 - Example - the Waimakariri District Plan – these were often structured on a topic basis but the rules were in many cases located away from their associated policies in a self-contained “rule book”.
- **Topic-based plan:**
 - Example - the proposed Hurunui District Plan and proposed Christchurch District Plan. These plans show a distinct structuring of the objectives and policies around topic/issue areas such as transport, settlements, residential, natural hazards etc. The rules are largely organised around zones and overlay areas but are contained within the chapter to which they relate. This approach to the rules, whereby they are co-located with their associated policies, is typical for second generation plans and is in response to the problems found with the “rule book” approach of first generation plans. These problems included “orphan rules”, namely rules inserted into district plans which did not implement any policies thereby

making consent processing difficult, as well as situations where there was an unclear line of sight between policies and rules; again by splitting them from each other.

- **Geographical-based plan:**

- Example - the proposed Hastings District Plan. In this plan type, objectives and policies are grouped together, regardless of topic matter, for a specific geographical area such as a town, as well as the specific zones within the identified geographical area. The rules tend to be zone-based. Thus in the Hastings example objectives and policies are grouped for a town such as Hastings and again for the zones that make up a town (residential zones, commercial zones, industrial zones); the zone provisions also include rules. In addition there are district wide provisions including rules for issues that occur across a district, such as natural hazards and biodiversity (i.e. issues that occur throughout a district regardless of activity type or zone).

- **Zone-based plan:**

- Example - the proposed replacement plans for Hamilton, Queenstown and Dunedin. For these plans the provisions, including rules, are grouped for specified zones and again for district wide matters such as natural hazards and Outstanding Natural Landscapes. All three plan examples include strategic level objectives/outcomes which direct the provisions of the remainder of the plan to ensure a more integrated management approach to issues. These plans mix zone-based and activity-based organisational styles. The Quality Planning website identifies this plan structure as a hybrid plan and that it represents the most common approach to district plans.

To this list the project team added a fifth, theoretical plan style; a “values-based plan”.

- **Values-based plan:** No district plan example.

During the assessment process it became apparent that this type of plan was not a viable option for the proposed District Plan. Discussion of this type of plan is contained in the relevant background assessment report in Attachment 5, but key findings included:

- A “values-based” plan can be structured in any of the more widely used plan formats; and
- “Values” are better used to inform plan contents rather than the structure of a plan
- Any plan structured around “values” is untried and untested, and ultimately an unknown quantity
- The outcome depends on the “values” chosen, which raises the issue of what are the “values”, who decides them and how?

Overall the project team concluded that there were too many uncertainties and questions with this concept, and that the risk associated with it was accordingly too great compared to the tried and tested alternatives. It is therefore recommended that the values-based plan structure be removed from consideration for the replacement district plan.

Assessment Process

Each of the four identified plan types has been assessed by the project team against the Principles using the Assessment Table detailed to the DPC at the meeting on the 20th April 2016. This involved testing examples of the plan types against each principle and scoring it out of 4 (with 1 being low and 4 being high). Sitting behind each Assessment Table is a background assessment report which provides more detail on how the plans were tested together with commentary to support the scoring.

As the DPC will recall, underlying principles for the district plan review were originally set out in the May 2015 Project Brief. The project team has developed and codified these to enable their use in the development of the district plan and this was described to the DPC at the 20th April 2016 meeting. They were:

User-friendly	<p>The degree to which the plan framework would provide for a district plan that:</p> <ul style="list-style-type: none"> • Supports the use of a clear and concise drafting style • Is an easy to follow and use plan* with clear links between objectives, policies and rules • Would achieve a simplification of plan provisions including the number of zones and overlays. <p>* Ease of use is the ability of a plan user to readily determine (i.e. by reference to an activity and its location) if the development will need resource consent or not, and why.</p>
E-plan	<p>The degree to which the plan framework would provide for a district plan that:</p> <ul style="list-style-type: none"> • Supports use of E-plan with a high level of usability* <p>* Usability is a measure of ability to navigate the plan, find relevant information with a minimum number of keystrokes and/or scrolling)</p>
Positive Planning	<p>The degree to which the plan framework would achieve a district plan which:</p> <ul style="list-style-type: none"> • Supports the use of plan provisions that adopt a strategic approach to the district's resource management issues. • Supports the clear identification of planning outcomes and their expression in a form readily understood by the community.

	<ul style="list-style-type: none"> Planning outcomes are expressed in an active tense and describe the outcomes sought for the district/area rather than management of adverse effects.
Enabling Kaitiakitanga	<p>The degree to which the plan framework would provide for a district plan that:</p> <ul style="list-style-type: none"> Recognises the structure and resource management approach of the Mahaanui IMP. Provides for a Ki Uta Ki Tai approach to resource management.
Implementation of Council's strategic plans	<p>The degree to which the plan framework would achieve a district plan that:</p> <ul style="list-style-type: none"> Supports the incorporation of strategic plan outcomes Provides a clear link to relevant strategic documents Provides a clear link between the District Plan provisions and methods to deliver strategic plan outcomes
Achieves 'best practice' planning outcomes	<p>The degree to which the plan framework would provide for a district plan which is:</p> <ul style="list-style-type: none"> Consistent with current 'best practice' of second generation plans, where that achieves the other principles set out above Informed by the experience of first generation plans and lessons being learnt through the second generation plan process Informed by collaboration with other local authorities also going through a district plan review

During the assessment process it became apparent that 'best practice' was not really a principle and was in any event undefined, so difficult to actually use. In particular there is no definition of 'best-practise' to guide consideration of this factor and what is 'best-practise' will vary. It was also not considered that consistency with other second generation district plans necessarily equated to best practice for Selwyn. Indeed it could be considered that achievement of the remaining five principles would achieve a 'best-practice' district plan for Selwyn. Accordingly the 'best-practice' principle was removed from the final assessments of the plan structure examples. It is recommended, therefore, that this principle be removed from the district plan review process.

Weighting of Principles

In carrying out the assessments it was found that 'user-friendly' and 'positive planning' represented overarching principles. For example a plan that is not 'user-friendly' is unlikely to achieve the other Principles. Likewise a plan that does not achieve the 'positive planning' principle would be unlikely to achieve the strategic/holistic approach necessary to enable Kaitiakitanga and to implement the Council's strategic plans.

Given the overarching nature and importance of these two principles the project team considered that they should accordingly be weighted to reflect this:

- User friendly – (x2) – This principle underpins achievement of all other principles, and the ability to achieve a sound district plan. Ultimately a plan that is difficult to administer and understand is unlikely to achieve the principles established for it. As such a significant weighting factor of two was used in the assessment of the plan types.
- Positive Planning – (x1.5) – This principle is not as pervasive as “user-friendly” but it does underpin the ability to enable Kaitiakitanga and to implement the Council’s strategic plans. It also supports the plan to be “user-friendly”. In view of this a weighting of 1.5 was used in the assessment of the plan types.

Plan Assessment Outcomes

The findings for each plan type are attached as Attachments 1 to 5 and these contain the Assessment Table and background assessment report for each plan type. Table 1 below, however, summarises the scores for each plan type:

Table 1

		Option 1 – Effects - based	Option 2 – Topic- based	Option 3 – Geographically Based	Option 4 – Zoned Based
Principles	User Friendly (weighting: x2)	2	6	4	8
	Positive Planning (weighting: x1.5)	1.5	4.5	4.5	6
	E-plan	2	3	2	3
	Enabling Kaitiakitanga	3	3	4	2
	Implements Council’s Strategic Plans	2	4	4	4
	Total (out of 26)	10.5	20.5	18.5	23

The assessments show that the two most common 2nd generation plan types, “topic/issue-based” and “zone-based”, both scored well against the Principles. Whilst

both structures could be used for the replacement Selwyn District Plan, the “zone-based” format scored higher and was found to be particularly more user-friendly, and better achieved a positive planning approach; the two overarching principles. It was also noted that the test examples (Hamilton, Queenstown and Dunedin) were easier to use than their topic-based counterparts (Hurunui and Christchurch); demonstrating how the plans work in practice. Based on these assessments it is recommended that the “zone-based” structure be adopted for the proposed district plan. Under this approach the district plan would be structured broadly along the following lines:

- General district wide matters – to deal with issues/outcomes that occur throughout the district regardless of activity type or zone. The rules can be arranged on either a district-wide or in-zone (as in the Dunedin example) basis.
- Area specific matters managed through a zone-based approach. The rules would be in-zone based.

However, the assessments also highlighted that whichever structure is chosen the following matters are of key importance:

- The need for strategic outcomes to sit above, and guide, the remainder of the plan to ensure an integrated strategic approach to planning for the district. This reflects Selwyn’s strategic approach to managing urban growth.
- The need to distinguish between strategic level provisions and lower order provisions to avoid overlaps and internal tension between provisions. In other words ensuring a seamless flow from strategic provisions to lower order provisions including the rules.
- The role of the strategic outcomes in determining how the plan is structured internally (i.e. the “contents” page).
- The importance of how rules are organised to ensure their usability and understanding by plan users. Many 2nd generation plans have tended to structure rules by identifying upfront the activity status of land uses and by using a tabulated format for ease of use.

Conclusion

In undertaking this process, the Principles and plan structure options have been further refined, reflecting its iterative nature. The assessment has, however, identified two approaches to plan structure that would achieve the underlying principles identified for the district plan review but that one, the “zone-based” approach, scores particularly well against the principles. This structure is also being utilised by other Councils at more advanced stages of their district plan reviews, thus providing the opportunity to utilise and learn from their experiences. It is recommended that the “zone-based” approach be adopted for the proposed 2GP.

Recommendation

- That the Committee agrees with the use of a “zone-based” structure for the replacement Selwyn District Plan.

Attachments

- Attachment 1 – Plan Structure Assessment – 1st Generation Plans
- Attachment 2 – Plan Structure Assessment – Topic based
- Attachment 3 – Plan Structure Assessment – Geographically Based
- Attachment 4 – Plan Structure Assessment – Zoned Based
- Attachment 5 – Plan Structure Assessment – Values Based

Attachment 1 Plan Structure Assessment – 1st Generation Plans

Approach to Testing:

- Three development scenarios identified, one which seeks to test the plan against a non-site specific proposal, another seeks to test the plan against a breach of a performance standard and the third for a 'brownfield' subdivision within a typical residential area.
- Before testing, a review of the plan structure undertaken to ensure a degree of familiarity with how the plan works and the provisions 'fit' together. In addition (and where possible) a brief review of submissions, appeals and/or s42A reports was undertaken to gauge public and plan users response to the plan in terms of their structures.

Scenarios tested:

- Scenario 1: Someone without a specific site in mind, wanting to open a café in the district. They can't afford town centre/CBD rents and so are looking at establishing in a residential area or smaller centre serving a residential area. They are wanting to know where they can locate plus relevant policy framework.
- Scenario 2: Identifying activity status for undersupply of car park to small office (100sqm) located outside of main town centres or CBD plus relevant policy framework. The office activity is otherwise permitted.
- Scenario 3: Small scale subdivision (to create up to four fee-simple lots) in a general residential area i.e. not medium density.

Summary of plan structure and rules:

This is a "topic based" plan which follows the structure of the RMA. As such definitions are located towards the front of the plan followed by s6 matters (Outstanding Natural Landscapes, vegetation and habitats, heritage, coastal environment etc.) and then s7 matters (health, safety & well-being, rural resources, urban environments). Rules are located separately from the planning provisions. In some instances the rules chapter differ in topic coverage to those of the policy chapters.

The activity status of land uses are generally not identified up front. Instead they are permitted by the plan if they comply with the district plan rules and are not otherwise identified as controlled, restricted discretionary, discretionary or non-complying. The plan uses a cascade approach to organising the rules; see attached generic example.

Test findings:

Scenario 1:

A person not familiar with the plan is faced with a contents page that provides no clue or guidance on where to begin the search. The topic areas (for the rules) are not 'approachable' to a plan user particularly those living and undertaking activities within a town/urban area since they are grouped around environmental topic areas such as landscapes, water, heritage and health, safety and well-being. The relevant rules are, in fact, contained within the health, safety and well-being chapter. A retail activity (which includes cafes) is permitted in residential areas and in the Business 2 and 3 zones if the

activity does not exceed 20% of net floor area. Breach of the 20% floorspace limit is assessed as a discretionary activity.

As with the rules, it was difficult to determine where to find relevant policy direction regarding this issue and how a breach of the 20% floorspace limit would be assessed. Some guidance is contained in new objective 15.1.2 (role of Key Activity Centres) introduced into the district plan by way of the Land Use Recovery Plan.

Scenario 2:

This involved looking at the rules located within the Utilities and Traffic Management chapter. An undersupply of car parking is a restricted discretionary activity. Policy guidance was contained in the associated but separate Utilities and Traffic Management policies chapter. Actual objectives and policies provided little direction but this is due to drafting; nonetheless the plan was relatively easy to use.

Scenario 3:

This involved looking at the rules in the Subdivision rules chapter. The subdivision is a controlled activity if not otherwise listed as a restricted discretionary, discretionary or non-complying activity. This involved having to check that it did not fall within these other activity classes. There are a large number of matters that are controlled and since there is no subdivision policy chapter, guidance had to be found by looking at a number of policies in the other chapters. Overall for this example the plan was difficult to use and follow, and required perseverance.

Comments against criteria:

User-friendly – Overall the plan is difficult to use and comprehend. It does not support the use of a clear and concise drafting style since it is seeking to manage a multitude of effects across a multitude of environments, and the links between policies and rules is unclear. This is not helped by the topic arrangement for the rules which differs from the topic arrangements for the policies, and indeed the separation of the rules from the policies.

The structure of the plan and topic arrangement is also not ‘approachable’ to people other than those familiar with the RMA and seem to focus more on natural environment issues rather than urban ones.

Whilst the plan contains relatively few zones and overlays, this is countered by the wide use of site-specific rules and exemptions, so making the rules difficult to follow and use.

E-plan – The plan is difficult to use and comprehend in its current form, but it is not known whether this would be a barrier to achieving an e-plan with high levels of usability. However the cascade and ‘effects’ based approach to the rules may mean that even in an e-plan format, the ability to find relevant property based information will be limited. This is because organising rules in this way results in a large number of rules applying to any individual property thereby reducing the ability to filter these provisions – an e-plan of ‘high usability’ requires this filtering ability. For this reason a

score of 2 is recommended. This problem exists with the e-plan version of the Selwyn District Plan.

Positive Planning – The plan provisions are structured around topics and are designed to avoid, mitigate or remedy the adverse effects of activities. This structure and ‘effects’ focus reduces the strategic approach to the district’s resource management issues. The lack of any strategic directions or objectives sitting above the topic areas reinforces a ‘silo’ approach to resource management.

The outcomes (objectives) consist of some which are relatively directive and others less so. Their number and lack of strategic direction reduces their articulation of clear planning outcomes. They are also generally focussed on managing effects rather than providing a direction and outcome for the district.

Enabling Kaitiakitanga – A topic-based structure could be structured around the issues and resources identified in the Mahaanui IMP and as such a score of 3 is recommended.

Implementation of Council’s strategic plans – The district plan has been amended through LURP actions to give effect to town centre plans and other Area based strategies such as the Structure Plans for greenfield growth at Rangiora and Kaiapoi.

This has required the use of ‘place-based’ objectives and policies and rules, and their incorporation into what is otherwise an ‘effects-based’ plan. The style and form of these provisions differs to those of the original plan provisions in that they are generally more directive and concerned with activities rather than effects.

Overall this style of plan, due to its structure and topic areas, does not support this principle and as such scores of 2 is recommended. It is hampered by the lack of a strategic approach to planning for the district.

Overall comments: The problems with this plan are similar to those encountered with the operative Selwyn District Plan. In particular it is difficult to use and does not represent a positive planning or strategic approach to managing resources or achieving planning outcomes. Its structure is also likely to limit the effectiveness of the E-plan format for the reasons described above. Overall it scores poorly against the principles identified for Selwyn’s new district plan.

Attachment 2 Plan Structure Assessment – Topic Based Plans

Approach to Testing:

- Three development scenarios identified, one which seeks to test the plan against a non-site specific proposal, another seeks to test the plan against a breach of a performance standard and the third for a 'brownfield' subdivision within a typical residential area.
- Before testing, a review of the plan structure undertaken to ensure a degree of familiarity with how the plan works and the provisions 'fit' together. In addition (and where possible) a brief review of submissions, appeals and/or s42A reports was undertaken to gauge public and plan users response to the plan in terms of their structures.

Scenarios tested:

- Scenario 1: Someone without a specific site in mind, wanting to open a café in the district. They can't afford town centre/CBD rents and so are looking at establishing in a residential area or smaller centre serving a residential area. They are wanting to know where they can locate plus relevant policy framework.
- Scenario 2: Identifying activity status for undersupply of car park to small office (100sqm) located outside of main town centres or CBD plus relevant policy framework. The office activity is otherwise permitted.
- Scenario 3: Small scale subdivision (to create up to four fee-simple lots) in a general residential area i.e. not medium density.

Summary of plan structure and rules:

These plans are structured around identified topic areas or to address identified issues. The objectives and policies are contained within the topic chapters and generally deal with managing activities in relation to their effects under these topic areas. The rules are grouped within the topic chapters but are set out as either district wide rules or zone specific. The rules manage activities and state the activity status of land uses within the relevant zones or management areas. Performance and development standards apply to these activities. Zones and management tools such as overlays (for example showing areas of Outstanding Natural Landscapes) therefore, represent key methods for implementing this type of plan, but the objectives, policies and rules remain grouped by topic area (for example residential, transport, natural hazards etc.)

The proposed Christchurch District Plan includes strategic directions consisting of overarching and higher level objectives and policies. Collectively these seek to provide for an integrated approach to key themes/issues such as housing land supply, urban form, and the role of commercial and industrial activity in recovery, managing natural hazard risk and managing important environmental areas. They also set up the remainder of the plan in terms of its structure and contents.

Topic structure differ between the two test plans. For example in the Hurunui plan residential, business and industrial issues are grouped into a single chapter; Settlements, whereas in the Christchurch example these are separated out into a

residential chapter, commercial chapter and industrial chapter. Thus in the Hurunui example all objectives, policies and rules for residential, business and industrial activities in all of the settlements are contained in this chapter whereas they are separated out in the Christchurch example.

Test findings:

Scenario 1:

Hurunui – This required the plan user to look at the Settlement chapter to find that it would be discretionary in all residential zones and permitted in a number of the business zones. A review of the policy framework (contained within same chapter) identified that business activity is be directed away from residential areas. Due to the internal layout of the chapter it was hard to find the activity status of the proposed development. However by keeping policies and rules together in a single Settlement chapter it was easier to identify the land use approach informing the rules.

Christchurch – This required looking at the Residential chapter and Commercial chapter, and then looking at specific zone rules. The proposal would be a discretionary activity in the main residential zones and permitted in commercial zones. The plan user needs to work through both sets of policy frameworks to find direction on this but the key ones are contained within the commercial chapter. Due to the internal layout of the Commercial chapter whereby rules are grouped by Commercial Core zone and Commercial Fringe zone, plus Commercial Local Centre zone (rather than grouping by centres), it was difficult to find the relevant rules.

Scenario 2:

Hurunui – The relevant provisions are all contained within the Transport chapter and identified that the breach would be assessed as a restricted discretionary activity. Since the relevant policy framework is located within same chapter it was easy to find relevant.

Christchurch – Similar to HDC above in that all transport provisions are co-located in one chapter. Policy direction (policy 7.1.1.4) was clear and easy to find. Overall the plan was easy to use for this scenario.

Scenario 3:

Hurunui – The relevant provisions are all contained within the Subdivision chapter and these show that the subdivision would be a controlled activity. Since the relevant policy framework is located within same chapter it was easy to find the relevant provisions. However, due to the internal layout of the rules, a plan user has to look at all activity classes before they can determine the activity status of their proposal. Thus how the rules are organised made it difficult for a plan users to use.

Christchurch – Similar to HDC above in that all provisions are co-located in one chapter. Subdivision is a restricted discretionary activity and the assessment matters and associated policy framework are in one location. As such it was relatively easy to use.

Comments against criteria:

User-friendly – Although neither of the plans tested were easy to use, this type of plan scores 3. It is considered that the intrinsic qualities of a topic based plan, whereby the planning framework and associated rules for an issue are co-located, could lead to a user friendly format. The problems found with the test plans seemed to be due to internal formatting and policy drafting rather than fundamentals of the structure.

There was, however, for the Hurunui example an issue of internal hierarchy of the objectives and policies within the settlement chapter. Some of the provisions were settlement-wide whilst others were directed at specific towns and/or specific zones. Hence a question arose regarding whether settlement-wide and township policies sat above those for specific zones? Similarly there was a tension in the Christchurch format with some of the commercial chapter objectives and policies being more strategic (such as the centres hierarchy) in character whilst those in the strategic directions chapter were so high level they were of little use or provided little direction. These tensions and hierarchy problems stopped this type of plan achieving an unweighted score of 4 since they do not lead to a simplification of the plan provisions.

E-plan – No intrinsic problems identified for this plan structure to prevent it from achieving a high level of usability in an E-plan format. The proposed Christchurch District Plan is in an e-plan format and its usability is being improved as changes are made during the development of the plan and in response to feedback during the hearings.

Positive Planning - The two plans did not meet this test well. The Hurunui plan cannot be described as adopting a strategic approach and planning outcomes are not identified. Instead it is a more 'traditional' style district plan in terms of drafting with a focus on managing effects. The lack of strategic objectives reinforces this 'effects' based approach.

The Christchurch plan is more strategic and incorporates an urban form/spatial plan approach. The planning outcomes are not clearly identified or are otherwise contained within the topic chapters rather than at the strategic level. The Christchurch plan, however, demonstrates that this type of plan can meet a positive planning approach. There is a risk, however, with topic based plans that they reinforce a silo approach to issues (if strategic directions/objectives are not clearly articulated) and can contain internal hierarchy tensions between strategic objectives and topic based objectives.

In view of the above an unweighted score of 3 is recommended.

Enabling Kaitiakitanga – A topic-based structure could be structured around the issues and resources identified in the Mahaanui IMP and as such scores 3.

Implementation of Council's strategic plans – The Christchurch plan has clearly been informed by the city council's various strategies and area plans. It is considered that the

intrinsic qualities of a topic based plan do not prevent the implementation of strategic plans and strategies. For this reason a score of 4 is recommended.

Overall comments: Topic based plans is one of the two main structures identified by the Quality Planning website and can be seen as building on the lessons learnt from first generation plans. It scores highly against the principles identified for the replacement Selwyn district plan. The main weakness or risk with this type of plan is that it may not achieve a strategic or integrated approach to managing resource management issues, and risks reinforcing a 'silo' approach. Notwithstanding this, this type of plan structure could achieve the Selwyn plan principles.

Attachment 3 Plan Structure Assessment – Geographically Based Plans

Approach to Testing:

- Three development scenarios identified, one which seeks to test the plan against a non-site specific proposal, another seeks to test the plan against a breach of a performance standard and the third for a 'brownfield' subdivision within a typical residential area.
- Before testing, a review of the plan structure undertaken to ensure a degree of familiarity with how the plan works and the provisions 'fit' together. In addition (and where possible) a brief review of submissions, appeals and/or s42A reports was undertaken to gauge public and plan users response to the plan in terms of their structures.

Scenarios tested:

- Scenario 1: Someone without a specific site in mind, wanting to open a café in the district. They can't afford town centre/CBD rents and so are looking at establishing in a residential area or smaller centre serving a residential area. They are wanting to know where they can locate plus relevant policy framework.
- Scenario 2: Identifying activity status for undersupply of car park to small office (100sqm) located outside of main town centres or CBD plus relevant policy framework. The office activity is otherwise permitted.
- Scenario 3: Small scale subdivision (to create up to four fee-simple lots) in a general residential area i.e. not medium density.

Summary of plan structure and rules:

In simple terms this plan contains a tier/or tiers of plan provisions for place-based management areas that sit alongside district wide provisions (for issues that occur across a district regardless of activity type or zone) and above the zones-based provisions.

In the Hastings example the provisions are grouped around identified Strategic Management Areas (e.g. Hastings SMA, Rural SMA, Havelock North SMA) and district wide issues such as natural hazards, biodiversity and Outstanding Natural Landscapes. Sitting above these, the plan includes a number of strategy chapters for various topics such as an Urban Strategy, a Transportation Strategy and a Rural Resources Strategy. These contain higher level objectives and policies for these topic areas.

Sitting below these are the objectives and policies for the SMAs (for example the Hastings SMA) and below these are the objectives and policies for environmental areas (for example the Hastings Residential Environment and the Hastings Commercial Environment). Sitting below these are the objectives and policies for specific zones (such as the General Residential Zone & City Living Zone). The rules are contained in these zones.

Elsewhere there are provisions (objectives, policies and rules) for district wide matters as described above.

In simple terms the provisions in the Hastings example are structured in the following way:

- Strategies (e.g. Urban Strategy, Rural Resources Strategy etc.) – objectives and policies
- Strategic Management Areas (e.g. Hastings SMA, Rural SMA etc.) – objectives and policies
- Environmental areas (e.g. Hastings Residential Environment) – objectives and policies
- Zones (e.g. General Residential zone) – objectives, policies and rules
- District wide matters (e.g. Natural hazards, biodiversity etc.) – objectives, policies and rules

In line with other second generation plan the rules start with a land use activity table confirming the activity status for activities. This is followed by General Performance standards for all activities (density, building coverage, building setbacks etc.) and Specific Performance standards for specific activities (e.g. home occupation, visitor accommodation etc.)

Hastings City Council have described their approach as ‘place-based’ and is intended to recognise that the effects of activities differ from one location to another. It is also based on the community’s identification of features and characteristics that are important to them in their local communities.

Test findings:

Scenario 1:

This involved viewing the activity tables in various zones. It is non-complying in all residential zones except in identified development sites within the City Living zone. It is a permitted activity in the Central Residential Commercial zone and the Suburban Commercial zone. Given that there are 4 tiers of objectives and policies it was unclear where to find policy direction on this matter. Some policy guidance was found in specific zone provisions, for example those for the Hastings Suburban Commercial zone but none at the higher, more strategic levels.

Scenario 2:

This involved looking at the Transport chapter (a topic based chapter) rather than the zone provisions (Suburban Commercial zone). Breach of car parking standards is a restricted discretionary activity. Matters of discretion and associated policy are contained within same chapter, therefore, easy to find.

Scenario 3:

This involved looking at the Subdivision chapter (a topic based chapter) rather than the zone provisions. An activity table shows it to be a restricted discretionary activity subject to General Performance standards and subdivision standards. Matters of discretion are listed in the chapter but not all of the associated policies. It was also necessary to consider the SMA objectives and policies as well for direction.

Comments against criteria:

User-friendly – Overall the plan is difficult to use particularly given the four tiers of objectives and policies, and the overlaps between them. Whilst for two of the development scenario the plan was relatively simple to use, this was because these involved topic based issues managed by way of district wide topic chapters (transport and subdivision) rather than the more complex place-based provisions. The café scenario illustrated the complexity of the plan and difficulties in applying its provisions when looking at different sites across the district.

This plan format runs the risk of adding complexity to plan provisions. It entails managing a broad environmental management unit, such as a town, in addition to those at the zone or local management level within those towns. This results in additional layers of objectives and policies, and the risk of tension or overlap between the various levels of provisions. Given this added complexity an unweighted score of 2 is recommended.

E-plan – As demonstrated in the Hastings example, the plan risks a level of complexity that may militate against an easy to use e-plan. In particular it may require the e-plan filtering mechanism to still identify a large number of provisions for any individual property, and a lack of direction over which applies in any particular development scenario. In consequence a score of only 2 has been recommended.

Positive Planning – The Hastings plan clearly adopts a strategic approach and is linked to planning outcomes identified by the community. Weighing against this is the issue that too many outcomes are identified at the strategic level and create integration tension between these provisions. This also creates a plan complexity which means that it may not be readily understood by the community thereby eroding support for the plan.

It is considered that this risk is likely to apply generally to a geographical-based plan structure where there are multiple environmental management areas at differing spatial scales each containing plan provisions. For this reason an unweighted score of 3 is recommended.

Enabling Kaitiakitanga – A geographic based plan could be adapted to align to the areas identified in the IMP and better provide for a Ki Uta Ki Tai approach. This would also help to align with the sub-catchment approach of the CWMS and LWRP if management areas were set at similar catchment-wide levels.

In view of the above this type of plan scores 3

Implementation of Council's strategic plans – This plan is clearly linked to, and helps to implement the Council's strategic plans. It demonstrates how a geographical-based plan represents a clear opportunity to implement area and spatial based strategies. The

incorporation of community outcomes into the plan structure in the Hastings example reinforces this. For this reason a score of 4 is recommended.

Overall comments: The use of 'place-based' plans has merits particularly in terms of achieving community outcomes and implementing Council's strategic plans. They can be seen as better articulating a community's vision for their area and so achieve buy-in from the community. The test plan, however, proved to be complex and difficult to use with too many layers of provisions. This could negate the community's acceptance of the district plan and ultimately its administration. It was noticeable that in terms of the two development scenario where the test plan was relatively easy to use, this was due to the structuring of the relevant provisions on a topic rather than 'place-based' basis (the car parking and subdivision scenario). Overall it is considered that this plan style risks an unnecessary level of complexity.

Attachment 4 Plan Structure Assessment – Zoned Based Plan

Approach to Testing:

- Three development scenarios identified, one which seeks to test the plan against a non-site specific proposal, another seeks to test the plan against a breach of a performance standard and the third for a 'brownfield' subdivision within a typical residential area.
- Before testing, a review of the plan structure undertaken to ensure a degree of familiarity with how the plan works and the provisions 'fit' together. In addition (and where possible) a brief review of submissions, appeals and/or s42A reports was undertaken to gauge public and plan users response to the plan in terms of their structures.

Scenarios tested:

- Scenario 1: Someone without a specific site in mind, wanting to open a café in the district. They can't afford town centre/CBD rents and so are looking at establishing in a residential area or smaller centre serving a residential area. They are wanting to know where they can locate plus relevant policy framework.
- Scenario 2: Identifying activity status for undersupply of car park to small office (100sqm) located outside of main town centres or CBD plus relevant policy framework. The office activity is otherwise permitted.
- Scenario 3: Small scale subdivision (to create up to four fee-simple lots) in a general residential area i.e. not medium density.

Summary of plan structure and rules:

Typically this plan type consists of district wide matters (such as heritage, natural hazards and outstanding natural landscapes; namely those issues that occur across the district regardless of activity type or zone) and specific environmental management areas in the form of zones; such as residential zones, rural zones and business zones. Zones are a method to delineate areas of similar land uses, and accordingly to manage activities and their effects within these distinct areas. The district wide matters are typically topic based chapters.

For the purposes the Selwyn District Plan review, the project team have chosen to describe this type of structure as a "zone-based plan".

The plans also have high level strategic objectives and directions providing for the overarching outcomes for the district plan. Thus the district wide provisions and zone-based provisions become methods by which to achieve the overall outcomes for the district.

The rules are typically located within the district wide (or topic based) chapters for matters such as heritage and natural hazards, and in the zone based chapters for the specific environmental management areas. The proposed Dunedin District Plan, however, embeds all of the land use, subdivision and development rules within the individual zone provisions. This effectively creates a zone-based 'one-stop' shop for

users of the plan whereby they only need refer to the zone within which the property is located to find all relevant rules.

The Queenstown Lakes proposed district plan, unlike the other two, has not grouped objectives and policies to groups of zones such as residential zones or business zones, and instead each individual zone has its own objectives and policies.

In line with other second generation plans the rules start with a land use activity table confirming the activity status for various activities. This is followed by general performance standards (for example density, building coverage and building setbacks) for the zone and any performance standards for specific activities (such as home occupation and child-care centres) within the zone.

Test findings:

Scenario 1:

Hamilton – This involved reviewing the Residential zones chapter and the Business zones chapter. An easy to use table in each chapter enabled the plan user to quickly determine that the café would be non-complying in residential areas and permitted in the business zones. Objective 4.2.6 and policy 4.2.6a provided policy direction that non-residential activities should not establish in residential areas.

Queenstown – This required reviewing the individual zone chapters (unlike the Hamilton example, each zone has its own separate objectives, policies and rules). Thus more navigation of the plan provisions is required than for the Hamilton example. Overall it was still relatively easy to determine that the café would be permitted in the Local Centre zones, non-complying in the Low Density Residential zone and discretionary in the Medium Density Residential zone. Policy direction on the location of commercial activities was dispersed throughout each of the zone provisions, so harder to locate than in the Hamilton example.

Dunedin – This involved the Residential zones chapter and the Business zones chapter. Using the activity tables for each chapter it was easy to determine that it would be a discretionary activity in all residential zones and permitted in all business zones. Objective 15.2.1 and associated policy stream provided policy direction that such activities should generally avoid residential areas.

Scenario 2:

Hamilton – The car parking standards are not contained within the zone provisions and are instead located within the City-wide provisions. An undersupply of car parking is a restricted discretionary activity and relevant policy direction is contained in the same chapter.

Queenstown – Transportation and car parking is a Stage 2 matter, therefore, provisions of the operative district plan remain for this issue.

Dunedin – Car parking requirements are contained within the zone provisions by way of a hyper-link to a car parking table setting out the standards for each of the commercial zones. No car parking is required for an activity of this scale, so no breach of rules is involved.

Scenario 3:

Hamilton – This involved reviewing the subdivision chapter. An easy to use table enabled the plan user to quickly determine that the subdivision would be a restricted discretionary activity subject to meeting general standards and subdivision design standards, also contained in the chapter. Policy direction is contained within the same chapter so links between the rule and the policies are easy to follow.

Queenstown – This involved reviewing the subdivision chapter. The rules state that all subdivisions are discretionary unless otherwise stated and so required the plan user to firstly check that their proposal did not come within another activity class. All the relevant standards are set out in the chapter as are the relevant policies. The co-location of the rules, performance standards and policy direction made the plan relatively easy to use.

Dunedin – The subdivision provisions are contained within the relevant zone chapter. An easy to use activity table tells the plan user that the subdivision is a restricted discretionary activity with hyperlinks to relevant performance standards. Plan users, however, need to move to another section within same chapter (Assessment of Restricted Discretionary Activities) to determine the matters over which discretion is retained. Relevant policy direction is contained within the same chapter.

Comments against criteria:

User-friendly – All three sample plans achieved the indicators for this principle. They were relatively easy to use, even in the café scenario which involved multiple zones. The linkages between the policy framework and the rules were easy to follow, although for the Hamilton and Queenstown Lakes car parking and subdivision scenario the relevant provisions were structured around the topic. All three had clear and concise drafting style.

The Dunedin example does involve a large number of zones and overlays, compared to the Hamilton and Queenstown plans. Notwithstanding this the plan is still relatively easy to use and demonstrates the importance of the internal structuring of the rules and performance standards, and good use of an e-plan format to improve usability. Whilst there were distinct variations between the three plans in terms of their structure, all were found to be relatively easy to use. Consequently an unweighted score of 4 is recommended.

E-plan – The proposed Dunedin district plan is in an e-plan format and demonstrates that this plan structure is well suited to achieving an e-plan format with a high level of usability.

Positive Planning – All three examples achieved this principle and in particular adopted strategic approaches to the resource management issues in their respective districts. The strategic level objectives of the Hamilton and Dunedin plans are expressed as planning outcomes for their districts and are linked to the spatial plan in the case of Dunedin, and LGA strategies in the case of Hamilton.

There are some overlaps, however, between the strategic objectives and the ‘local’ objectives. For example in the Hamilton example Strategic Objective 2.2.6 (achieving a range of housing types and densities) and policy 2.2.6b (location of higher density housing) is repeated as Objective 4.2.1 and policy 4.2.1b in the Residential zones chapter. This demonstrates the risk of a two tier policy framework. Notwithstanding this an unweighted score of 4 is recommended.

Enabling Kaitiakitanga – The Mahaanui IMP is structured in a similar way to these three plans in that it identifies and addresses regional wide issues (for example land, air and water) through objectives and policies for these issues and then catchment specific issues through catchment specific objectives and policies. This grouping of provisions at a regional and then catchment scale help provide for a Ki Uta Ki Tai approach to resource management. Selwyn district comes within two of the catchments identified in the IMP. The scale of the ‘environmental management’ zone is therefore a factor in enabling Kaitiakitanga and ensure an integrated approach.

Whilst the three example plans are structured in a similar way to the IMP (district wide topic provisions and then local provisions) the scale of the environmental management units could militate against achieving this principle. As such how topic areas are identified and addressed, and how the values that underpin Kaitiakitanga are used to inform the district plan’s provisions would be important in this framework approach if it is pursued. In view of the above uncertainties a score of only 2 is suggested.

Implementation of Council’s strategic plans – These plans contain clear links to the strategies of their respective councils and (in the case of Hamilton and Dunedin) identify that the strategic objectives have been informed by them. For Dunedin the strategic outcomes derive from their spatial plan, whilst for Hamilton a variety of strategies including those for growth management and management of the Waikato River are identified and used to inform their strategic objectives.

These plan examples demonstrate that this plan type is suited to achieving this principle. As such a score of 4 is recommended.

Overall comments: “Zone-based” plans corresponds to the “hybrid” plan structure identified on the Quality Planning website. They score highly against the principles identified for the replacement Selwyn district plan and have been found to be particularly easy to use and strategic in their approach. They have also shown to be closer to the planning outcome approach identified for the new district plan than the other plan types.

Attachment 5 Plan Structure Assessment – Values Based Plan

What is a “values-based” plan?

A “values-based” plan is where a set of values are identified and used to inform the outcomes of the plan as well as the methods by which these outcomes will be achieved. The values are not outcomes within their own right. In the case of the district plan the values could consist of:

- a set of environmental/resource management principles which would be used to define and inform the contents of the plan in terms of the issues, objectives, policies and implementation methods including rules. And/or
- a set of principles which manage the contents of the district plan in terms of its style, coverage and format (similar to the principles set by the DPR committee for the review of the Selwyn district plan).

The Mahaanui IMP describes itself as a “values-based” plan. In many ways it can be seen to follow the structure of a district plan in that it identifies regional wide issues (land, sky, freshwater, cultural landscapes etc.) and then local issues defined at a catchment scale (district plans often identify district wide issues and local/zone based issues). The provisions of the plan are then structured around these regional topics and spatially at the catchment scale. An important area of difference, however, is Part 4 which sets out the cultural and environmental values (in the form of principles and practises) that have guided the identification of issues and the provisions for managing these. These values (or principles and practises) also guide the identification and definition of issues and topic areas.

In summary, therefore, with a “values-based” plan, a set of values (principles) can be used to help:

- guide the form and style of a plan
- Identify issues
- Identify outcomes (or objectives)
- Guide the methods (policies and rules) used to achieve the outcomes

When viewed in this context a “values-based” district plan could be structured in any of the other formats already identified – topic based, geographical-based and zone based. The determining factor will be which structure would best reflect and put into effect agreed values. For example if a key principle was to achieve a more holistic approach (for example Ki Uta Ki Tai – Mountains to Sea) then an option could be to group plan provisions at a catchment level to reflect the interconnectedness of resources within a catchment. This represents a variation of a geographical-based plan.

The chosen structure of a “values-based” plan will ultimately depend on the nature and extent of the chosen values. It is worth noting that the Council’s strategic plans (Selwyn 2031, draft Malvern and Ellesmere Area Plans, and Long Term Plan 2015-2025) can best be described as outcomes based plans rather than “values-based” plans. However they are underpinned by a guiding principle “..of adopting and implementing a strategic approach to managing urban growth as a means of strengthening the district’s self-

sufficiency and to ensure that it continues to be a great place to live, work and play” (Purpose, Selwyn 2031).

Comments against criteria:

User-friendly – As identified above a “values-based” plan is most likely to represent a variation of the other plan structures (topic-based, zone-based or geographical-based) or a hybrid between them. In the Ki Uta Ki Tai example above, plan provisions could be grouped at a catchment level. Such a structure involves elements of the topic and geographical based-plan structures (similar to the Mahaanui IMP) together with zone-based provisions. This approach brings the risk of adding complexity to the plan provisions by introducing additional layers and so may not achieve a simplification of the plan. For this reason an unweighted score of 3 is recommended.

E-plan – The potential for complexity to the by way of multiple layers of policies and structuring may militate against the full achievement of this principle; similar to the discussion of the geographic based plan format. As such a score of 3 is recommended.

Positive Planning – Depending on what values are adopted for the district plan and their specificity, this plan structure is well positioned to achieve this principle. A “values-based” plan could set down principles that implement a strategic approach to the planning issues facing the district (as identified in Selwyn 2031), as well as providing the basis for the identification of planning outcomes. For these reasons an unweighted score of 4 is recommended.

Enabling Kaitiakitanga – As identified earlier this plan format is likely to be a hybrid of the other more widely used plan styles. The main difference is the use of values to define the plan contents and then following this through into the grouping of the plan provisions. Depending on the values adopted and how they are actually implemented, this approach to the district plan is well placed to achieve this principle. A score of 3 is recommended since it will be dependent on the values, their specificity and their implementation.

Implementation of Council’s strategic plans – As identified earlier this plan format is likely to be a hybrid of the other more widely used plan styles. As such depending on the actual values adopted and whether they are aligned with the outcomes identified in the strategic plans, this plan style is likely to be well capable of achieving this principle. As such a score of 4 is recommended.

Overall comments: A “values-based” plan in reality occupies a spectrum of plan styles. At one end values could be incorporated into a more established plan format such as topic or zone-based plan with these values informing the plan contents, but with the provisions still structured around topics and/or zones. At the other end the plan provisions could be structured around the principles themselves, as per the Ki Uta Ki Tai and catchment example described earlier. Even then it represents a hybrid, incorporating elements of topic-based, zone-based and geographical-based plans.

Whilst the latter plan style scores well against the agreed district plan review principles, it is an untried and untested approach, and consequently has risks associated with it.

8. DISTRICT PLAN REVIEW – DRAFT SWOT ANALYSIS TRANSPORT, UTILITIES, WASTE, HAZARDOUS SUBSTANCES AND DEVELOPMENT CONTRIBUTIONS

Author:	Cameron Wood, Project Lead District Plan Review
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Purpose

To provide the Committee with a presentation regarding the draft SWOT analysis on Transport, Utilities, Waste, Hazardous Substances and Development Contributions sections of the existing District Plan

Ben Rhodes, Craig Friedel, Catherine Nichol and Cameron Wood from the District Plan Review Project Team will present this update to the Committee.

Recommendation

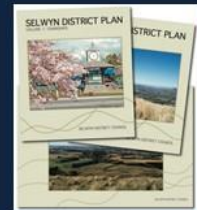
- **That the Committee notes this report and presentation.**

Attachments

- Draft SWOT analysis - Transport, Utilities, Waste, Hazardous Substances and Development – PowerPoint slides

Selwyn District Plan Review District Plan Committee

SWOT Analysis Update
8 June 2016



Outline

1. Context
2. Outcomes sought
3. Hazardous substances
4. Waste disposal
5. Utilities
6. Transport



Context

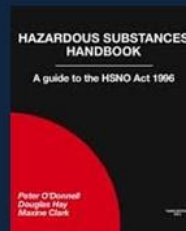
- The purpose of the SWOT is to establish baseline information to inform the next phase of the DPR
- SWOT includes:
 - (a) Critical review of the SDP and its administration;
 - (b) Analysis of contemporary planning instruments and strategies;
 - (c) Initial stakeholder feedback

Hazardous Substances



Hazardous Substances – Strengths

- The SDP hazardous substances provisions are generally consistent with the RMA and give effect to the CRPS and L&WRP
- There are a number of objectives, policies and rules to manage amenity effects associated with hazardous substances, which may not be managed as effectively under the HSNO Act



Hazardous Substances – Weaknesses

- There is a poor connection between the SDP, HSNO Act and related legislation controlling the manufacture, storage and use of hazardous substances
- There are interpretation issues and duplicated functions evident in the administration of the SDP
- There are a number of examples of ineffective provisions that require reviewing



Hazardous Substances – Opportunities

- Phase 2 evaluations need to be guided by the current legislative requirements, while being mindful of RMA reforms seeking to reduce duplication
- Technical analysis of current approach required – Review schedules, legislative requirements, risk assessments, practicalities and necessity of including specific hazardous substances provisions
- Chapter 12 of the Christchurch City Replacement Plan represents a suitable template and evaluative basis on which to prepare the 2GP hazardous substances provisions

Hazardous Substances – Threats

- Avoid the 2GP failing to appropriately manage hazardous substances due to the multitude of agencies tasked with functions under the various regulations
- Monitoring progress with the RMA Reforms, which signal the need to remove duplication



Waste Disposal



Waste Disposal

“Any material which has been discarded as spent, useless, worthless, or in excess”

- Household waste
- Garden waste
- Hard fill
- Sewage
- Septic sludge
- Animal effluent
- Offal
- Crop residue
- Horticultural waste
- Containers of hazardous waste
- Sawdust



Kate Valley Landfill (Hurunui)

Waste Disposal – Relevant Documents

- RMA
- Regional Policy Statement
- Mahaanui: Iwi Management Plan
- Waste management and minimisation plan (2011)
- Bylaws



Waste Disposal – Strengths

- The SDP provisions are generally consistent with the RMA
- There are objectives, policies and rules to manage amenity values associated with waste disposal, which may not be managed as effectively under the WMA (2008)



Waste Disposal – Weaknesses

- Disconnect between the objectives and policies in Part B and the rules in Part C, and differences between rural and township volume
- Does not fully give effect to the RPS
- Rural waste disposal is not monitored
- Waste definitions are outdated
- There is a poor connection between the SDP and waste management plans required under the WMA (2008)



Waste Disposal – Opportunities

- Have district wide rules for waste disposal
- Revisit the current permitted volume of waste in all zones to ensure it is appropriate for the activities.
- Investigate provisions for demolition waste
- Revisit provisions within the SDP for managing waste disposal – could ball under utilities or district wide
- High density areas need screening to minimise visual impacts from kerbside collection



Waste Disposal – Threats

- The 5R's may be hard to implement through the DP as there is a lack of support from the RMA – Second generation plans have included these in policies
- Without a waste chapter, there will not be any rules triggering waste management plans and management of adverse effects on the environment



Utilities

- Utility includes
 - The generation, transformation and/or transmission of energy
 - Any telecommunication facilities
 - The conveyance, storage, treatment or distribution of water for supply
 - The drainage, reticulation or treatment of wastewater
 - Transport infrastructure
 - Work to mitigate potential natural hazards
 - Meteorological facilities.



Utilities

NPS Renewable Energy Generation

Mahaanui: IMP

NES Source of Human Drinking Water

Selwyn District Plan

NES Telecommunication Facilities

RMA Reforms

5 Waters Strategy

NPS Freshwater Management

Canterbury Regional Policy Statement

Proposed Amendments to NES for Telecommunication Facilities

Recovery Strategy and LURP

Selwyn 2031

NES Electricity Transmission Activities

Land & Water Plan

Food Act

Draft Area Plans

RMA

NPS Electricity Transmission

Utilities - Strengths

- Definition of Utility captures a range of activities including those covered by relevant NPSs
- Provisions clearly recognize importance and role of utilities
- Supports and promotes an integrated landuse development approach and timely and efficient provision of services



Utilities - Weaknesses

- Conflicting approach at policy level around need to provide for utilities and at same time protect landscapes
- Does not fully give effect to NPS Renewable Energy Generation or NPS Electricity Transmission
- Inconsistencies with NESs
- A number of ineffective provisions that are unclear or open to interpretation.



Utilities - Opportunities

- Ensure SDP is giving effect to higher order documents (NPS).
 - Recognise benefits of REG
 - Recognise national grid
- Rely on relevant NES provisions for a number of specific issues/topics
- Roll over existing and promote new designations
- Continue to ensure development and growth is considered along side efficient service infrastructure



Utilities - Threats

- Conflict between provision of utilities and community values/interests (e.g. telecoms and health, protection of ONLs)
- Intrusion/impacts of recognising and providing for utilities on to private property owners
- Not providing effectively for utilities can have a range of impacts (e.g. safety, slow growth, environmental impacts)



Transport

Mahaanui: IMP

SDC Road and Safety Strategy

Activity Management Plan Transportation

Draft Area Plans

Selwyn District Plan

One Network Road Classification

Land Transport Management Act

RMA

Canterbury Regional Public Transport Plan

Recovery Strategy and LURP

Land & Water Plan

Canterbury Land Transport Plan

Selwyn 2031

Canterbury Regional Policy Statement

SDC Walking and Cycling Strategy

RMA Reforms

Christchurch Rolleston and Environs Transportation Study

Transport - Strengths

- Transport sections recently updated (PC12 approved 3 years ago).
- An integrated approach to landuse and transport planning



- Promotion and provisions for walking and cycling
- Reverse sensitivity provisions protecting key transport infrastructure.

Transport - Weaknesses

- No Reverse Sensitivity protection for Rail.
- Little at objective level around providing for a safe transport network or providing opportunities for different modes of transport
- No trigger for Integrated Transport Assessments
- Unclear on status of roads and how activities in them are dealt with (underlying zoning? designated?)



Transport - Opportunities

- Utilise external documents for design and standards (e.g. Code of Practice, NZTA access standards)
- Clarity on how activities in transport network are controlled in SDP
- Promotion of public transport and safety of network. Transport mode shifts
- Recognise regional importance of the network (e.g. One Network Roding Classification)



Transport - Threats

- Reverse sensitivity standards may restrict growth opportunities for some townships.
- District Plan becomes a “catch all” for transport issues that may be dealt with better by other methods (e.g. CoP, Activity Management Plans).
- Push back from developers/land owners around encouraging mode shifts (i.e. Car parking reductions, more land for transport network)



DC - Development Contributions

- Development Contributions Policies / Rules have been in the District Plan since it was notified
- However as this is a Local Government Act issue, having these types of provisions in the District Plan are no longer required
- Therefore as there are better ways to achieve the same outcomes regarding Development Contributions, it is recommended that the old provisions no longer need to apply in the next District Plan



Next steps

1. Finalise the SWOT analyses, including incorporating feedback from remaining stakeholders and consent sample analysis
2. Final peer review and sign-off
3. Preparation for DPR Phase 2 – Issues and Opportunities papers, efficiency and effectiveness assessments and establishment of strategic partner and stakeholder forums

Any Questions?

9. DISTRICT PLAN COMMITTEE FORWARD MEETING SCHEDULE

Author:	Cameron Wood, Project Lead District Plan Review
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Purpose

To provide the Committee with a forward schedule and topics for the DPC in 2016.

Confirmed DPC Meeting Date for 2016

The confirmed meeting date for the DPC in 2016 are:

- 22 June
 - Update on SWOT Analysis Findings (Quality of the Environment, Residential Density – Rural, Culture and Heritage and Community Facilities/Recreational Areas)
- 13 July
 - Update on SWOT Analysis Findings (Land and Soil, Vegetation and Ecosystems and Outstanding Natural Features and Landscapes)
- 27 July
 - Update on SWOT Analysis Findings (Subdivision Technical, Definitions, ECAN / MKT assessment)
- 10 August
 - Stage 2 Issues and Options Reports
 - s32 Template Training
- 24 August
 - Stage 2 related topics
- September
 - No meetings due to Council election
- October
 - No meetings due to Council election
- 2 November
 - Issues and Options Reports
- 23 November

- Stage 2 related topics
- December (date to be confirmed, potentially 7th or 14th)
 - Stage 2 related topics

Recommendation

- **That the Committee receives this report**