



**District Plan Committee meeting held on Wednesday
14 September 2016 at 9.00am in the Council Chambers, Rolleston**

Present: Mayor K Coe, Councillors M Alexander, N Barnett, S Broughton, D Hasson, P Hill, M Lyall, P McEvedy, G Miller, S Walters, and Commissioner P Skelton (Environment Canterbury)

In attendance: Chairperson (Environmental Services Manager - T Harris), Planning Manager (J Burgess), Project Lead District Plan Review (C Wood), Resource Management Planner (R Carruthers), Research and Policy Advisor (M Renganathan), Resource Management Planner (E Larsen), ECAN Acting Team Leader, Regional Planning Team (Carmel Rowlands), ECAN Senior Planner (Sam Leonard) and note taker (PA to Environmental Services Manager - K Hunt)

Standing Items:

1. Apologies

Terrianna Smith for absence, and Councillor Hasson and Bland for lateness.

2. Declaration of Interest

Nil.

3. Deputations by Appointment

Nil.

4. Confirmation of Minutes

Moved – Councillor Alexander / Seconded – Councillor Broughton

‘That the Committee accepts the previous minutes as being true and correct’

CARRIED

5. Outstanding Issues Register

Follow up with Terrianna Smith in relation to Cultural Heritage Chapter input. This item to be included in outstanding issues register.

6. District Plan Website Demonstration

The Project Lead demonstrated the new website established for the purposes of the District Plan Review

Website being built and tested by Squiz, who is existing provider of Selwyn District Council and Sensational Selwyn websites. Noted timeframe for website to go live may need to be extended.

In response to a discussion on the usability of the website for those without a planning or IT background, it was felt that some dummy testing would be beneficial before the website went live.

Commented that due to closeness of election, it is likely there will be a soft launch of the site.

Hoping to have website in a live state in the next couple of weeks, then could do some testing with councillors and a few others such as resident committees in October.

Moved – Councillor Barnett / Seconded – Mayor Coe

'That the Committee notes this presentation.'

CARRIED

7. SWOT Update

Land and Soil

The Project Lead spoke to the report on Land and Soil. Noted apologies from Justine Ashley and Benjamin Rhodes for not being in attendance.

Strengths

- Provisions address issues of soil contamination, unstable land and soil erosion through an integrated approach with Environment Canterbury.
- SDP provisions, combined with the supporting legislative requirements of HSNO and the NES for contaminated soil, generally achieve the policy outcomes sought by the Regional Policy Statement.
- The earthworks maximum volume provisions are enabling in that they allow for small scale earthworks as permitted activities, but require resource consents on larger scale earthworks to ensure 'any effects are adequately remedied or mitigated, rather than trying to prevent large-scale earthworks per se'.

Weaknesses

- Lack of clear direction for quarry activities – both in terms of recognising positive and adverse effects and addressing potential duplication with regional plans.
- Inconsistent approach to managing the loss of versatile soils between SDP Volumes, with the Township Volume seeking to “avoid” rezoning land that contains versatile soils, compared to the Rural Volume that seeks to “encourage” residential development to occur in and around townships.
- Soil erosion and earthworks involving unstable land are largely dependent on the provisions relating to Outstanding Natural Landscapes being triggered.
- There is no recognition given to the importance of soil quality in safeguard cultural values (Mauri), aside from earthworks occurring within culturally sensitive areas.

Opportunities

- Streamline of provisions to avoid duplication with the NESCS and NSNO.
- Investigate opportunities for reducing duplication and overlap with resource consents required by the Land and Water Regional Plan and/or the building consent process.
- Consider the effectiveness of the earthworks provisions in light of the number of earthworks-related activities that are excluded from the relevant rules.

Threats

- The ability to enforce earthworks rules that are not otherwise associated with an activity that requires building consent and/or resource consent for other reasons.
- The need to ensure that there is on-going collaboration with ECan regarding the identification, monitoring and recording of information relating to contaminated sites.

Noted that Quarry Consents to go into ground water had been declined by Christchurch City Council and ECan, and therefore there is the potential that quarry operators may look to Selwyn District. Noted if this was the case this may have considerable effects on our environment, therefore consideration will need to be given to this during this process.

Discussion followed on whether to zone for quarries or if it is just a rural activity. Need to ensure that this activity is economic in regards to transportation, so location is important. Need to ensure that rules are workable.

Councillor Barnett noted no strength in there about flatness of land, productivity and water etc. The Project Lead responded that this is covered in the weakness around inconsistent approach between Township Volume and Rural Volume noting there is a disconnect. The Rural Chapter will have to address

this and how it relates to the protection of natural features as well. The gap needs further investigation.

Commissioner Skelton suggested that serious consideration is given to establishing a quarry zone. The current Yaldhurst quarry activities take place in quarrying zone, which allows for parameters to be set. Seeking to zone for quarrying can allow for better community debate. Commented that ECan will be interested in whatever this Council does, due to having to monitor air/water quality.

Discussion followed on requirement for expertise around geology to ensure material is sound and economical, noting there will be an ongoing demand for this material in Canterbury, and the need to have quarries located correctly, in relation to distance from living zones and inner plains.

Discussion was held around soil quality in safeguarding cultural values (Mauri), and whether this had been narrowed down too much as what is good from cultural value is good for the community. Noted this was just a specific gap that has been identified as not being addressed in the District Plan.

Subdivision (Technical)

The Resource Management Planner spoke to her report on Subdivision (Technical).

Strengths

- Subdivision provisions provide for flexibility of lot size (by using mean lot sizes in townships and open space provisions in rural areas) while retaining the desire overall residential density of each area.
- Use of ODPs in townships are achieving subdivisions that create a variety of section sizes with residential blocks are small in scale and convenient to community infrastructure.
- Rural subdivisions are achieving the densities sought in each area, while providing for flexibility in the provision of connections to reticulated electricity, telephone and water.

Weaknesses

- Inconsistency of definitions/use of terminology – eg how ‘allotment’ is used v how is it defined.
- Standards have internal conflict, and some are open to interpretation.
- Inconsistency of approach within and between zones.
- Provisions for creating special lots (reserves, utilities etc) need significant rework to make them fit for purpose.
- The use of ‘averaging’ in Townships has resulted in township densities higher than anticipated, in some instances.
- There is limited opportunity to consider reverse sensitivity effects other than those associated with intensive livestock production (eg dairy shed or vineyard noise or cropping dust).

Opportunities

- Review objectives and policies to ensure that they clearly articulate the outcomes sought for the District, without undue repetition or internal conflict.
- Ensure consistent definitions and use of terms across the District.
- Consolidate and ensure consistent approach to the use of standards v matters for discretion.
- Ensure that all lots created are fit for their intended purpose.
- Extend open space provisions to include the Inner Plains.

Threats

- There is a potential under current provisions for unintended development within townships, and for unintended development constraints in rural areas.
- The current boundary adjustment provision allow lots that were never intended for dwellings to be used to create undersized lots as a controlled subdivision. This then puts pressure on Council to allow the erection of a dwelling on unsuitable lots.
- There is potential under current provisions to create lots in many townships without reticulated water.
- The current wording of the rural open space provisions appear to anticipate the creation of Titles where the entire Title is subject to the open space restriction, despite a policy preventing the creation of lots that are unable to have a dwelling erected on them.

Discussion was held on subdivisions within outer plains and the need to protect our rural character and the use of open space provisions.

Discussion then followed on definition and way we use terms such as 'allotment'. The District Plan uses the Resource Management Act definition of 'allotment' which is something shown on a survey plan regardless of how many other lots are a part of that Title. However the way it is used, makes the assumption there is only ever one allotment in a Title. Suggested that we need to rethink the term that we use, as this is actually a Resource Management Act definition.

The committee then discussed the inconsistency in approach within and between zones being the results mainly by Private Plan Changes. Noted some would have been as a result of decisions to submissions on the Plan and commented that scope of submission was potentially not being wide enough to address the issue. Noting advantage of Living Z and rezoning it will reduce some of the inconsistencies.

Discussion followed on proximity between rural and urban and those traditional rural practices that impact on the urban amenity, as well as considering the effects on these businesses that are operating legally.

Following a request for clarification on the term 'allotment', the definition under the Resource Management Act is 'a parcel of land shown separately on a survey plan'. It was noted that a Certificate Of Title may show more than one allotment on it, which could be due to boundary adjustments as they may choose to amalgamate the allotment to keep cost down by not resurveying.

Residential and Business

The Project Lead spoke to the report on Residential and Business.

Strengths

- The provisions recognise and provide for ONLs, significant indigenous vegetation and habitats of indigenous fauna and have particular regard to natural and physical resources, amenity values.
- Gives effect to the LURP/CRegional Policy Statement, in respect to managing residential and business 'greenfield' development and identifying and providing for KAC's.
- A strong strategic direction has supported residential growth and provisions in the greater Christchurch area.
- Good direction on integration of land use, growth and infrastructure.

Weaknesses

- SDP identifies the Plains as a ONF with no clear provisions to manage this, which poses uncertainties in appropriateness of township expansion into the Plains environment.
- Little direction around rail reverse sensitivity impacts for growth.
- Lack of strategic direction for the wider district outside the greater Christchurch area.
- The growth policies of SDP release to 'new' residential and business development. It is unclear if this is reference to the 'greenfield' locations or existing zones being changed. If new is just 'greenfield' then there is little direction on intensification in the SDP, which is giving effect of Regional Policy Statement.

Opportunities

- Provide clarity on what the outstanding features of the Plains are to help determine what would be an inappropriate residential development.
- Include growth objectives (and possibly policies) at the strategic direction level that consolidate growth and development issues (rather than by specific township direction).
- Ensure the townships and activity centre networks are incorporated onto the strategic directions.
- Provide consistent approach to the development and management of activity centres. These could be in line with KAC provisions developed through Action 27.

- Identify and provide for housing intensification and infill locations.
- Update strategic growth documents (Structure Plans) and develop new required ones (eg West Melton, Town Centre Studies).
- Develop rural residential provisions for the wider district area.

Threats

- LURP provisions may not be able to be easily altered under the Greater Christchurch Regeneration Act.
- Any additional growth areas need to give effect to the Regional Policy Statement, which limits this to Greenfield areas identified in Map A.
- Uncertainty around how the NPSUDC will impact the Regional Policy Statement and SDC growth direction and requirements.
- Pressure from land owners for the pSDP to recognise and implement areas identified in the Rural Residential Strategy that have not been implemented.
- There are limits on discharge (catchment wide) from community facilities, which may limit urban expansion to reticulated systems constraining growth.

Next Steps

1. Finalise the SWOT analysis, including incorporating feedback from remaining stakeholders and consent sample analysis
2. Final peer review and sign-off
3. Preparation for DPR Phase 2 – Integration of 'land and soil' issues into district-wide topics, efficiency and effectiveness assessments and continued engagement with key stakeholders

Commented that Townships, particularly West Melton and Prebbleton are running out of land for residential development based on growth model. An update is needed to Prebbleton's Structure Plan, and West Melton requires a structure plan. Staff will require some guidance from Councillors as to what they think about growth in West Melton moving forward.

Commissioner Skelton commented that he did not believe the bullet point stating that 'LURP provisions may not be able to be easily altered under Greater Christchurch Regeneration Act' was correct. The LURP has been altered so that the plan in it is no longer a binding plan, it is an indicative plan, and believes that around the same time Christchurch City Council has completed its Plan Review the LURP will no longer be in effect. The document to be looked at is the Regional Policy Statement, Chapter 6, for the Greater Christchurch Area. The Urban Development Strategy which leads that process is due to be reviewed early next year.

The Chairperson responded to comments around townships and land availability noting that in terms of the original urban development strategy the decision was that the Districts growth would be concentrated in Rolleston, Lincoln and Prebbleton. West Melton was seen as a community that would grow to its existing urban limits. Suggested that firstly, need to have dialogue with ECan around the Regional Policy Statement, which could happen within the Urban Strategy Review which starts very soon.

Mayor Coe commented that had not wanted expansion to West Melton due to the State Highway, however Private Plan Changes had driven development/growth. A discussion then followed on why people move to certain locations and transport corridors to townships, as well as services which have pressure on growth.

All SWOTs are now completed, and will be going up on Website.

8. ECan

Carmel Rowlands from ECan spoke to her report in regards to the Canterbury Regional Policy Statement.

Have looked at Regional Policy Statement and the Operative Selwyn District Plan to see how well they align, and identify strengths and weaknesses of the operative District Plan.

Will discuss areas that new Plan, could give effect to the Regional Policy Statement and how other councils are giving effect to some of the outcomes sought in the Regional Policy Statement. Looking to have integrated management between all our plans.

Noted the Councils team has taken in to account each of the 19 Chapters, with the SWOT analysis having considered each of the issues, and how well the operative plan is giving effect to the Regional Policy Statement. Noted that the Regional Policy Statement came in to effect in 2013 well after this Council's District Plan was in place.

Three key issues to cover today is around the coastal environment, ecosystems and indigenous biodiversity and natural hazards. Noted these are the three key issues that have been coming up with other Councils.

Noted work by this council to give effect to Chapter 6 of the Regional Policy Statement, which is around the urban form and settlement, key activity centres, business land and development. There are further opportunities to get better alignment with the Regional Policy Statement and District Plan, with the coastal environmental mapping, natural hazards (coastal erosion and flooding) and biodiversity management. Natural hazards include flood risks, climate change. There are coastal hazard lines that would cover part of our District and under the Coastal Plan, these are already in place. There has been a change under the Canterbury Earthquake Recovery Act to the Regional Policy Statement to enable district councils to manage development within those coastal hazard areas. Christchurch City Council is embarking on a process to identify those areas and are working with the community around what might be an appropriate level of development.

Discussion followed on predicted sea levels and conflicting climate change data being provided and having zones that define coastal land. It was questioned if those zones change as data changes, and how we take those changes into effect when doing rules.

ECan are starting a review of their Regional Coastal Plan and one of the considerations is how they take into account guidance received from the Ministry of Environment around climate change modelling.

The Project Lead commented that will never get perfect information in relation to climate change/predicted sea levels, can only provide the best information at the time to develop the rules but the District Plan is a live document and there may be the need to amend the rules moving forward depending on information received at a later date.

Moved – Councillor Miller / Seconded – Mayor Coe

‘That the Committee notes these reports and presentations.’

CARRIED

9. District Plan Committee Forward Meeting Schedule

No meeting in October due to elections.

Next meetings:-

- 9 November - (to be confirmed along with topic briefs for Stage 2)
- 23 November - Strategic Directions discussion
- 7 or 14 December – Stage 2 related topics

A forward meeting schedule for 2017 will be developed and confirmed at the final DPC meeting in December.

Commented these are holding dates currently and will be reviewed with the new Project Leader of the District Plan Review.

Councillor Walters noted that there is no Council meeting scheduled on the 9 November it is in fact scheduled for the 2 November.

Moved – Councillor Alexander / Seconded – Councillor Hill

“That the Committee receives this report”.

CARRIED

The Chair asked that the minutes to record that this was Cameron Wood’s last District Plan Review Committee Meeting. Cameron has been with Council for 9 years and has had a significant role in the strategic planning done in the last 9 years noting the Rolleston Structure Plan, the Masterplan. He thanked Cameron for his efforts.

Meeting ended at 10.40 am