



Resource Management Act 1991
Christchurch City Council
Christchurch City Plan
Plan Change
Section 32 Assessment

84

SPECIAL PURPOSE (AIRPORT) ZONE PLAN CHANGE

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1.0 Introduction

This proposed Plan Change is in relation to the Special Purpose (Airport) Zone.

The purpose of Plan Change 84 is to provide a clear policy framework for the Special Purpose (Airport) Zone, and to provide clarity over what activities are anticipated to occur within the zone, notwithstanding that some activities are provided for by the designation of the land for "Airport Purposes".

There has been an 'evolution' of activities establishing on the Airport land in recent years and these changes have led to questions being asked regarding activities anticipated to occur on the land. Resource consent applications have been sought, and granted, for activities that have been considered to be beyond those provided for by the designation of the land for "Airport Purposes". Through these consent processes it has been recognised that there is:

- A significant policy gap in guiding development within the Special Purpose (Airport) Zone, with no specific objective or policy in the City Plan for the Zone.
- An enablement of activities under the designation, which activities have legitimately evolved over time to reflect a modern airport operation, but which are not clearly documented or aligned with the City Plan.
- A need to provide greater certainty for all parties (landowners, neighbours, Council staff, and the wider community) in how activities will be considered and processed in the Special Purpose (Airport) Zone in the future.

The airport plays a significant role in supporting the economic and social development of Christchurch, Canterbury and South Island. To remain viable and for it to be able to compete successfully with other airports, it is important that the airport is not unduly constrained in the way it uses its land resource. It is considered appropriate that the City Plan likewise evolves, and moves from a position of requiring all business activity in the zone to be related to airport operations, to a wider perspective that will assist the airport in maintaining an economically healthy operation and support flow-on effects in terms of benefits to the City and region. The Plan Change however takes account of the need for this to be balanced against consideration of the airport's role in the wider perspective of the City's post earthquake recovery, and against other City wide objectives, for example avoiding distributional effects (e.g. underutilised community infrastructure, duplication of resources, dispersed activity, etc) on the Central City and Key Activity Centres. In essence, the Plan Change seeks to provide relatively limited constraints on development of Airport zoned land, to support the airport as a resource, where such development will not cause adverse effects on the environment.

Based on the technical evidence gathered, a statutory review and best practice planning analysis, Plan Change 84 proposes the following changes to the City Plan:

- Amendments to clarify the issues relating to the Airport.
- Amendments to the transport policies – outlining the role of the Airport as a strategic transport hub.
- Insertion of a new Objective and Policy, and associated explanations and reasons, Environmental Results Anticipated, etc. These provide a clear policy context for the zone and guide future development.
- Amendments to the existing airport policy in the Transport section of the Plan to better recognise the role of the Airport.
- Amendments to various provisions for the Special Purpose (Airport) Zone. These refine the description of the Airport and update the relevant rules, including those relating to activities anticipated (or not) within the zone.

- Insertion of an appendix to include an Airport Precinct Plan setting out two precinct areas for the zone (aviation and development precincts).
- Amendments to the relevant planning maps, linking these maps to the associated precinct plan.

The proposed plan change does not cover airport noise or noise contours, or use of land surrounding the airport area. Also there are no amendments proposed to the designation of the land as part of this plan change.

2.0 Background and Context

2.1 Site Location and Use

The Special Purpose (Airport) Zone is located on the north western edge of Christchurch's urban limits as shown in Figure One below. This figure also outlines the area of land subject to a designation for Airport Purposes shown in red and the area subject to the Special Purpose (Airport) Zone shown outlined in yellow.



Figure 1: Christchurch International Airport Location

The airport land is strategically located adjacent to Johns/Russley Roads which are part of State Highway 1, and at the western end of Memorial Avenue which provides a direct link to the central city.

Today, Christchurch International Airport is New Zealand's second largest airport. Some key statistics relating to the airport activity include¹:

- 5,592,529 passengers travelled in and out of Christchurch International Airport from 1 January 2011 to 31 December 2011.
- Total passenger movements decreased by approximately 405,000 (-6.7%) over the same period ending 31 December 2010, a result reflective of the current environment.
- The company recorded \$21.0 Million Adjusted Operating Surplus after Tax for the year ended 30 June 2011. The operating surplus after tax, excluding the deferred tax adjustment and including a revaluation of investment property.
- Approximately 5,000 people working on the airport campus.
- In 2012 CIA contributed \$2.13b to the regional economy, approximately 9% of Canterbury's GDP. This created 25,425 jobs, nearly 10% of regional employment.
- Antarctic operations delivered \$80 million in direct benefits to the city annually.

¹ Source: <http://www.christchurchairport.co.nz/en/about-us/corporate-information/facts-and-figures/>

In addition to airport and aviation activity itself, there are a range of other activities established within the zone including:

- Tourism based activities e.g. Antarctic Centre, car hire, Sudima Hotel.
- Freight and Logistics e.g. NZ Post, Courier Post, GVI.
- Commercial activities e.g. RECALL, Hewlett Packard.
- Service activities e.g. Craddocks car storage, fuel, car servicing.
- Temporary offices (post earthquake response).

2.2 Site Context

The land surrounding the Special Purpose (Airport) Zone has a variety of zones. It is predominantly zoned Rural however there are residential zones to the east and a range of open space and business zones in the area. See **Appendix One** for details of the surrounding zoning pattern.

Immediately adjacent to the Special Purpose (Airport) Zone is State Highway 1 (Russley and Johns Roads), also known as the Western Corridor. This forms an important transport link.

2.3 Background to Christchurch Airport Planning

Christchurch International Airport was initially established in 1936 with an aerodrome at Harewood. By 1946 the form of the terminal area development was established with hangars, a small terminal building, the water tower and some barracks buildings. The two runways and parallel taxiway concept was established in the early 1950's and in 1960 a new terminal building was in operation. Since that time, additions to the buildings, development of parking and access and extensions to the runway/ taxiway/ apron system have been almost continuous.

A further summary of the history of development at the Airport from the CIAL website is included in **Appendix Two**.

The Airport site was selected in 1936 because it met a number of criteria such as: the suitability of terrain; its proximity / accessibility to the Christchurch urban area and labour force; its favourable wind conditions, and weather conditions that would cause little interference to likely operations. The urban area was at that time some three to four miles to the east of the Airport but has subsequently spread west as a consequence of post WWII increase in population.

The Airport Company has undertaken a range of planning processes over the years to guide the development of the airport, including:

- A Master Plan in 1985 setting a direction for the period to 2005 and beyond.
- A Master Plan in 2006 outlining a framework for development of land over the next 20 years and beyond. The Master Plan included a Land Use Plan and Property Development Strategy setting out the key issues for the airport and incorporating seven land use activity zones.
- A Strategic Property Vision in 2007 based around three distinct precincts.
- A Planning Vision in 2012 further developing the concept of three precincts for development.

See **Appendix Two** for additional notes on these matters.

2.4 Planning Status for the Airport

The airport land is subject to both a designation for "Airport Purposes" and the Special Purpose (Airport) zone, although the spatial extent of these differ.

The first Paparua District Scheme (1974) shows the airport land as designated, which remained in place in the 1985 scheme. In the first Scheme the land had an underlying Rural zoning but in the 1985 Scheme an airport zoning was introduced. In 1994 as part of the review of the District Plan, the Airport Company sought to roll over the designation of the airport land (650ha) and add an additional 100ha of designation to enable expansion of activities over time. The rollover of the designation was considered by a Commissioner and recommended to be approved by the Council. The addition of the further 100ha of land was considered by Commissioner Collins in November 1997 who recommended the confirmation of the designation of land for "Airport Purposes", in the vicinity of Russley Road, Avonhead Road and Grays Road, Christchurch for the period of 10 years sought "subject to the area designated being reduced to no more than 45 hectares plus any additional area needed for access". These recommendations were largely accepted by the Airport Company in April 2000.

The designation is not subject to any qualification in relation to its scope, nor is it subject to any conditions that limit activities or their location/scale within the designated area. Any activity that has an "airport purpose" is provided for by the designation. Any activity that is in accordance with the designation is not subject to any other rules within the City Plan.

Most of the land subject to the airport designation is either owned by CIAL or leased by CIAL from the Canterbury Regional Council. The key landownership is shown in **Appendix Three**.

For those activities that are not in accordance with the designation of the land, the Special Purpose (Airport) Zone rules apply. The Special Purpose (Airport) Zone for the land was established in the current District Plan at the time of the review and notified in 1995.

2.5 The Role of the Airport

2.5.1 Current position and future growth

Christchurch International Airport plays an important role as an expanding business and employment centre given its strategic location, extent of land holdings, and role in relation to the national and regional transportation network. As the second biggest Airport in New Zealand, some 6,000 people are employed within the airport campus, and over 5.5 million passenger travel movements occurred in the 2011 year. On a daily basis, 25,000 – 30,000 people visit the airport in some form.

The Airport fulfils a significant economic, commercial and business role, and is a significant node of employment role for the Canterbury Regional community. It serves as a significant employer for the region and is the largest single centre of employment in the South Island. The airport also creates off campus employment for more than 20,000 FTEs in the Canterbury region and 4.4% of total FTEs for the whole South Island.

The Airport is also responsible for transporting some 16,500 tonnes of cargo a year to overseas ports at a value of nearly \$1b. The positive flow on effects to the Canterbury economy include the formation of considerable storage and transportation employment associated with these freight volumes.

The extent and diversity of employment at the Airport, prior to the 2010 / 2011 Canterbury Earthquakes was second only to the Central City and provided considerably greater

employment densities than a number of commercial centres in the City. Christchurch International Airport (CIA) has, post the Canterbury Earthquakes, remained the primary gateway for national and international visitors to the South Island.

By 2019, total passenger numbers are expected to exceed 6.8 million per annum, with some 2.2 million being international passengers. Local based employment is expected to similarly increase dramatically in these timeframes.

2.5.2 Evolving Airports

Airports have evolved over the last 20 years and the pressures on airports to change and compete are increasing. CIA has provided a number of reports, as background material to this plan change, to assist in understanding the pressures on Christchurch Airport. These reports are contained in **Appendix 4** (Land Development Surrounding Christchurch Airport and Competitiveness, Castalia Ltd), **Appendix 5** (Christchurch Airport Land Use Zoning, Airbiz), and **Appendix 6** (A Commentary – From an Airport Manager's Perspective, Don Huse). The following is a summary of some of the key points from these reports:

COMPETITIVENESS

Airports have evolved over the last 20 years and the result is a more competitive and dynamic airport market. Increasingly there is competition for passengers and the main response has been for airports to become more pro-active, offering a greater range of commercial services.

Christchurch Airport's aim, like all international and domestic airports in New Zealand, is to recover the costs of aeronautical services through charges to airport users. Revenue from commercial development does not contribute to the costs of the core aeronautical services. However, whilst commercial and industrial development of the surrounding areas of Christchurch Airport is not intended to cross-subsidise the provision of core aeronautical services, it is nevertheless crucial to Christchurch Airport's competitiveness.

In Christchurch Airport's case, commercial and industrial development can provide a key competitive differentiator. For example, commercial and industrial development around the airport can help anchor wide-bodied services which rely both on passengers and freight.

DIVERSE ACTIVITIES

Planning for, providing and maintaining the necessary infrastructure for the aviation operations to efficiently move passengers, freight and aircraft is the primary role of the airport. In addition to providing successful aeronautical facilities and services, a fundamental element of success for an airport is to maximise value through identifying and implementing commercial and property developments, with a resultant diversification of revenue streams.

The challenge for airports is to convert additional revenue from those passengers in the form of non-aeronautical revenue, through other on-airport services. The obvious sources are those where services are provided by the airport or its concessionaires directly or indirectly to passengers – these would include food and beverage, retail, car hire, car parking, ground transport (taxis and coaches) etc. However, another significant opportunity for revenue diversification derives from commercial opportunities that are possible as a result of scale and the degree of connectivity of air services available at the airport and the volumes of people and goods moving on, off and through the airport.

Of significance to the local economy is visitor spending, which is facilitated through aviation. Airports are in a unique position to assist in-bound tourism through both encouraging and sponsoring airline route development and network connectivity, as well as being the gateway to a region, coordinating the activities of tourism agencies, service and attraction providers.

The carriage by air of freight and mail is a crucial component in the value chain of production and trade, underpinning the exporting arm of an economy, generating jobs and providing livelihoods, and enabling the importing of goods required or desired by the economy and community.

Airports have moved beyond the role of just being a facilitator of travel and trade to becoming economic drivers in their own right, and are increasingly becoming major centres of employment for local people.

AIRPORTS AS A BUSINESS

CIAL has a statutory obligation to conduct its commercial affairs in a manner that maximises long term sustainable returns to its shareholders. The Airport Authorities Act 1966, s. 4 Additional powers of airport authorities, ss. 3, states: "Every airport operated by an airport authority must be operated or managed as a commercial undertaking".

Since the late 1980's there has been an accelerating trend towards privatising airport ownership and commercializing their operations. Private ownership has enabled investment in airport infrastructure and services to be accelerated. International and domestic passenger numbers have continued to grow, reflecting higher standards of living and a continuing decline in the real cost of air travel. Typically airports that have been privatised, especially those by way of trade sale, have substantially increased their debt levels and aggressively pursued policies to increase revenues, particularly from unregulated, non-aeronautical sources. This has rapidly expanded the range of business activities that take place on major airports in recent years.

It is common for major city airports today to earn more from their non-aeronautical (commercial) activities than they do from their aeronautical (core airport) activities.

To finance timely maintenance and growth capital expenditure on long-lived assets requires airports to compete in local and international financial markets for equity and debt funding at fine margins and with suitably long tenor. Sustaining consistent earnings, credit metrics and investment grade credit ratings is critical to securing reliable funding on competitive terms.

For Christchurch International Airport Limited (CIAL), a plan change that provides a clear policy framework will enable the company to:

- achieve its purpose as an internationally and domestically competitive, successful commercial enterprise;
- provide Christchurch and Canterbury with a full range of modern airport services and other diversified business services; and,
- be operationally, financially, environmentally and socially sustainable over the long term.

2.5.3 Vacant Business/Commercial Land

A number of recent reports and documents² have looked at the existing position in relation to vacant land available for business/commercial purposes, the historical uptake of such land, and the demand for such land. While there is some variation in the figures, in general this can be summarised as:

² North West Review Area - Council Committee Report 3 October 2012, page 37, Economic Assessment, Property Economics Ltd 2013, and Business Land Assessment, Colliers International Valuation 2013 (see **Appendix Seven**).

- Christchurch currently has between 353ha and 497ha of vacant industrial land presently available³,
- Over 23% of this vacant land exists in land holdings less than 1ha,
- Take up rates for industrial land are presently around 16 hectares per annum down from an average of 26 hectares per annum prior to the global financial crisis,
- Uptake rates show an increasing demand for industrial land in west Christchurch over the past 12 years,
- The appropriate quantum of additional land that should be provided for industrial business activities is some 100ha in the northwest of Christchurch,
- The Land Use Recovery Plan identified land suitable for rezoning to industrial business use comprising 612 hectares within Christchurch and Rolleston,
- If average uptake rates were used to predict future demand, around 540 hectares of industrial land would need to be identified for the period to 2028 (Christchurch City 300 hectares, Selwyn District 225 hectares and Waimakariri District 15 hectares).

The Special Purpose (Airport) Zone is not recognised as one of the many Business zones (B3 to B8) within the City Plan, although it does perform a similar role and has taken on more of a business role with the recently consented developments e.g. Recall. The Airport zone is recognised as urban land as it is located within the metropolitan urban limits and it is not zoned for rural or residential activity. The nature of the existing activities within the zone is akin to those established in many other business zones around the city. While not recognised as a key activity centre, it is recognised as a strategic transport hub.

2.5.4 Balancing growth

There is clearly a strong driver for CIAL to support a plan change that enables a diversity of activities within the Airport Zone, however the Airport Company has openly acknowledged its role in the Christchurch community and has stated that the company does not expect to have unlimited opportunity for activities to occur on airport land.

While there is clearly a strong desire from the Airport Company for flexibility, the Council recognises the need to balance such desired growth against wider considerations. The Council would not be properly performing their duties and functions under the Act in promoting sustainable management if they were to unduly restrain the airport operations or undermine its role as a strategic resource. Similarly there are a range of strategic aims to be realised for the city and wider region, and the Council faces a challenge in ensuring that appropriate restraint is proposed that balances effects with enablement.

It is also important to consider the context of economic development of the Airport zone within the broader issues of earthquake recovery, the restoration of economic activity within the CBD, and business activity within the City as a whole. In this light, whilst it is important that there are some thresholds placed on the extent and type of comparison retail and large scale commercial office activity that would otherwise be enabled within Airport zone, the zone offers the region a competitive business location that is likely to attract and retain, businesses that would otherwise not locate in Canterbury, and would be unlikely to establish in such centres as the CBD.

The CBD has had its residential base diminished as a consequence of the earthquakes, and its CBD office market largely decimated. The Canterbury Earthquake Recovery Strategy outlines

³ The figures vary depending on which Business zones are included in the assessment and whether Special Purpose zones are included.

the importance of re-establishing the central city and suburban centres. There is a need for the City's overall economic recovery for the CBD's larger scale and speciality retail, as well as office market to not be compromised by the establishment of non-CBD retail and office activity. There is a need therefore for this plan change to be particularly sensitive to impacts on the CBD, and Key Activity Centres, of retail and office activity.

2.6 Case Law, Recent Consents and Legal Opinions

2.6.1 Case law

There is limited case law in New Zealand relating to airport designations or the scope of activities relating to airport purposes.

In 2008, Craigie Trust sought a declaration that Auckland International Airport Limited (AIAL) was under obligation to offer land back to the trust that had been taken under the Public Works Act 1981 as it was no longer required for an 'aerodrome'. The case was heard in the High Court in Auckland. One of the outcomes of the case is that the High Court had to determine what was meant by the term 'aerodrome'. The Court concluded that the term can be 'held to encompass the facilities commonly found at airports and changing over time to what was and is now available'. This has been deemed to support a wide range of activities within airports/aerodromes. This wide interpretation of 'aerodrome' has been upheld by the Court of Appeal, and the Supreme Court.

A copy of the judgement of the Court is contained in **Appendix Eight**.

2.6.2 Recent land use changes and Legal opinions

The Airport land has been subject to a range of major changes over recent years. In particular, Dakota Park which is an 80ha business park development on the south western corner of the airport land, designed for warehousing and logistics industries and other businesses. Development is progressing rapidly within Dakota Park.

Over recent years a number of specific new developments have occurred or been consented on land within the Special Purpose (Airport) zone. These include:

- RECALL, Dakota Park
- Landpower, Dakota Park
- Hewlett Packard, Dakota Park
- Tokyo Foods, Dakota Park
- Gen-i, Richard Pearse Avenue
- McDonalds, Memorial Avenue
- Spitfire Square, Corner Memorial Avenue and Russley Roads (consented but not yet developed)

Some other key recent developments include the substantial NZPost mail sorting centre on Orchard Road, Cafe Raeward on the corner of Harewood Road and Johns Road, and the temporary office accommodation (post earthquake) on Orchard Road.

RMA92014489 (THE RECALL DECISION)

The RECALL application related to the construction of two warehouses, ancillary office block and car parking facilities and associated access for a document storage and retrieval company RECALL at 269 Russley Road (Dakota Park). The link to the Airport was based on the following:

- Airports generate activities which impact their immediate environment – a “courier hub” or “freight hub” would be an example of this;
- Airports may include land which has a primary aviation purpose related to noise effects, landing paths etc, which it will then use for a secondary purpose which is compatible with that requirement – data storage and retrieval would be such a use.”

CIAL lodged an outline plan application in May 2009 pursuant to section 176A of the RMA. Council wrote to the applicant advising that in its opinion the proposal was not in accordance with the designation for “airport purposes” and therefore could not be considered as an outline plan. The applicant supplied a legal opinion from Chapman Tripp law firm which stated that the proposal for RECALL, as lodged, was consistent with the “airport purposes” designation and should therefore be assessed as an outline plan. See **Appendix Eight**.

Consequently, Council sought its own legal advice from Anderson Lloyd lawyers (see **Appendix Eight**) and to review the legal opinion of Chapman Tripp, and to determine as to whether the proposal for RECALL, as lodged, was an activity which could be considered to be consistent with the “airport purpose” designation. The legal advice from Anderson Lloyd, in summary, stated that the proposal was not an activity anticipated in the airport zone and therefore was not consistent with the designation. They advised that the term ‘airport purposes’ should be defined as per its ‘plan ordinary meaning’ that would be understood by an ordinary reasonable member of the public. Anderson Lloyd also advised that the designation is intended to cover ‘core activities that are directly related to the operation of the airport itself’. They determine that even if the High Court interpretation of aerodrome is accepted, it focuses on activities directly connected with the operation of the airport and meeting the expectations of airport users. It does not necessarily extend to commercial activities that are not connected to the functioning of the airport. Therefore the Council considered that application could not be processed as an outline plan and therefore a resource consent should be lodged for the proposal.

The applicant was supplied with a copy of this legal opinion and sought a further independent review of both legal opinions from Hugh Rennie QC (see **Appendix Eight**). Mr Rennie agreed with the applicant’s original legal opinion from Chapman Tripp that the proposal did fall within the designation for “airport purposes”. His opinion relied on the Craigie Trust case but went even further, stating that the definition in that case was a ‘minimum definition’ and not necessarily a complete definition of the term used in the CCC City Plan.

Since then, the issue has been discussed further within Christchurch City Council and CIAL was advised by Council to seek a declaration from the Environment Court as to whether the proposed RECALL development falls within the definition of “airport purpose”, or whether it is subject to the Special Purposes (Airport) Zone rules. No declaration has been sought at this stage.

A concurrent resource consent application (RMA92014489) was lodged for the RECALL development as a non-complying activity, and it was stated in the AAE that it was not an activity consistent with those listed by the activities rule in the Special Purpose (Airport) Zone, hence the resource consent application.

The Council’s s42A report recommended approval of the application stating the effects would be no more than minor, and that the activity although inconsistent with some of the objectives and policies in the Plan, would not extend to being contrary to them.

The application was decided by an independent Commissioner who concurred that any adverse environmental effects were minor, or that any adverse effects would be adequately dealt with

by way of conditions. The Commissioner considered there to be potential for issues regarding City Plan integrity in terms of specific rules relating to activities within the Special Purpose (Airport) Zone. The plan anticipates that 'any development within the airport zone be clearly associated with the operations and associated functions of the airport and aviation. Business development which has little or no relationship with the airport, is provided elsewhere in the city to ensure that the availability of land within the airport zone is not unduly restricted for airport uses' [Vol. 3, Part 8, s.1.3]. The stated 'Reason' for the critical standard limiting permitted activities in the Special Purpose (Airport) Zone states: "*Activities within the Airport Zone are, unlike most of the general purpose zones, limited to those necessarily associated with the operation of airport and support services*".

The Commissioner's decision clearly identified that there are no clear objectives and policies for the Special Purpose (Airport) Zone within the Plan, and furthermore only limited guidance on the assessment of non-complying activities within the Special Purpose (Airport) Zone. The decision identified that granting of consent could not therefore undermine the integrity of the Plan as there are no overarching policies providing linkage to the rule seeking to limit such activities. The Decision highlighted this policy gap and suggested that the Council should seek to amend the City Plan as such to provide greater guidance on the purpose and outcomes sought through the Special Purpose (Airport) Zone provisions.

The decision does identify that in the event of future proposals, there should be an examination of: the amount of land involved relative to land available; the likely risks to core airport activities; and whether the proposal would impact adversely on the effective functioning of the airport overall. Consequently, a merit based decision needs to be undertaken for such future applications, in recognition of the policy vacuum within the City Plan for the Special Purpose (Airport) Zone.

OTHER CONSENTS

Subsequent applications for resource consent have been lodged and processed in a similar way for a range of other activities. In most cases the applications have included commentary accompanying the application stating that "based on past legal opinions the Airport Company considers the proposal is in accordance with the designation for airport purposes, however as the Council does not agree with this position they have opted to lodge a resource consent for the activity instead".

All applications have been processed as non-complying activities on the basis of not meeting critical standard 8-3.3.3 which sets out activities permitted within the Special Purpose (Airport) Zone.

All applications have been approved, on the basis of the following (or similar):

- Adverse effects on the environment being minor (e.g. "*the effects the proposal will have on the surrounding environment are likely to be similar to what is anticipated in the zone, and will not be discernibly different from the effects of activities that are permitted within the SPAZ*").
- The proposal not being contrary to the objectives and policies of the City Plan.

A number of the decisions have also included commentary that highlights the lack of policy guidance for the zone and the inefficiency of requiring resource consents for all such activities when there is little basis for these not being granted, albeit that there may come a cumulative effect at some future time.

2.7 Other related issues

The Council is currently progressing a project entitled the North West Review Area (NWRA) to look specifically at the area identified in decisions on PC1 as "special treatment area 1". This project is intended to lead to a plan change to rezone some 100ha of land as business zoning. Public consultation is occurring on this project at present.

The Council is preparing a plan change in relation to giving effect to PC1 of the Canterbury Regional Policy Statement for airport noise contours and urban limits. This involves the amendment of the noise contours for the airport.

The land located on the south-eastern corner of the Memorial Avenue and Russley Road intersection is known as the MAIL site (previously identifiable as the site surrounded in shade cloth). This site has been the subject of years of controversy with proposals mooted to develop the land for retail activity. A private plan change was lodged with the Council in 2009 to rezone the land for business purposes, subject to an Outline Development Plan. This plan change is currently on hold at the applicant's request.

Russley / Johns Road runs along the eastern side of the airport land and forms part of State Highway 1 (Western Corridor), and is administered by the New Zealand Transport Agency (NZTA). NZTA is presently involved in major road works to this corridor with four laning currently occurring between Yaldhurst and Avonhead Roads and between Sawyers Arms and Harewood Roads. The stretch of road between Yaldhurst and Harewood Roads will include a major new intersection at Memorial Avenue and another new intersection at Avonhead Road (colloquially known as the trumpet) providing access to the Dakota Park development area.

The Airport Authorities Act 1966 defines an Airport as:

"Airport means any defined area of land or water intended or designed to be used either wholly or partly for the landing, departure, movement or servicing of aircraft; and includes any other area declared by the Minister to be part of the airport; and also includes any buildings, installations, and or equipment on or adjacent to any such area used in connection with the airport or its administration."

There are further definitions provided for such aspects as aircraft freight facilities, airfield activities, specified passenger terminal activities and security areas.

Under the Airport Authorities (Christchurch International Airport Limited) Order 1988 (SR1988/70) Christchurch International Airport has been identified as an airport for the purposes of the Airport Authorities Act 1966 (noting that under Section 3 of the Act provides that local authorities or people acting under consent of the Governor General by Order in Council may establish, improve, maintain, operate, or manage airports). However, it is considered that the definition under this Act does not provide tangible guidance on what activities are anticipated under the definition of 'Airport'.

The Resource Management Act includes a definition of "airport", which means "any defined area of land or water intended or designed to be used, whether wholly or partly for the landing, departure, movement, or servicing of aircraft".

3.0 The Proposed Plan Change

3.1 Key Reasons for the Plan Change

The key issues that have arisen relate to:

- The debate over what activities are within the designated purpose,
- The lack of a strong policy framework for the zone.

There has been a strong difference of opinions expressed over what is within the scope of the "Airport Purposes" designation. This is most clearly shown by the differing legal opinions (see earlier in this document) which are on a spectrum from narrow to wide definition of the scope of activities permitted under the designation. Case law around NZ does not assist in refining this issue. What is clear is that it is not a simple matter to resolve and is open to debate as has occurred and will continue to occur in the absence of an agreed position being reached.

A clear limitation on activities within the designation itself would be useful in better understanding the situation, as this would take the issue beyond dispute. This would however require a variation to the designation by CIAL as requiring authority. Such a process would be a public process and would open the issue up to wide discussion and debate. This is not a course of action desirable to CIAL as they consider that their scope is extensive (as demonstrated by the two legal opinions they have obtained) and they are not eager to open this issue up to public debate. Likewise, CIAL have not at this time sought a declaration to confirm the scope of the designation. It is important to note that there remains the possibility that another party could seek to challenge the scope of the designation by seeking a declaration from the Environment Court.

It is important to note however that a designation is not a policy instrument and does not take the place of zoning. A designation is an overlay on top of a zoning and so what is "underneath" (the actual zoning itself) is important in terms of expectations wider than those of just the requiring authority, as it cannot necessarily be assumed that a designation will remain in place in perpetuity. This places an emphasis on getting the zoning and all associated provisions right.

An alternative approach was initiated in 2010 where attempts were made to establish an agreed position between Christchurch City Council and CIAL on what activities are beyond the scope of the designation. This was based around a schedule of possible activities with some agreed as being appropriately contained in the designated purpose. This was intended to lead to a practice note for Council staff in 2010 to inform their consideration of applications for the Dakota Park and Spitfire Square areas, but was never completed and implemented.

The process of considering the recent resource consent applications as non-complying activities has clearly identified the lack of strength in the policy framework relating to the Special Purpose (Airport) Zone within the operative City Plan. It is significant that there is no objective relating to this important regional hub and that the policies do not clearly state the intentions for development of the zone. There is a need for a clear, comprehensive set of provisions to guide future development in this area.

The current position driving the plan change can be summarised as:

- A significant policy gap (no specific objective or policy in the City Plan for the Zone) in guiding development within the Special Purpose (Airport) Zone, and regulation of land use beyond the designated purpose.

- An enablement of activities under the designation that has legitimately evolved over time to reflect a modern airport operation, but which is not clearly documented or aligned with the City Plan.
- A need to provide greater certainty for all parties (landowners, neighbours, Council staff, and the wider community) in how activities will be considered and processed in the Special Purpose (Airport) Zone in the future (under the designation or the zone provisions).
- A need to remedy a gap in the City Plan in that it currently fails to either recognise or give effect to higher order planning documents such as the RPS and PC1. In terms of the statutory hierarchy it is necessary and appropriate to ensure alignment and it is not possible to rely on the designation as the mechanism to do this. Sections 74 and 75 of the Act are clear that it is the function of the district plan to provide such alignment and it does not currently do so.

The issues of debate as to the range and scope of activities enabled under the Airport's designated purpose are directly connected to the apparent lack of direction as to the aims of the zone. To some extent the rules relating to the zone, act to define the extent of the designation.

3.2 Proposed Plan Change Content

A full set of changes contained within the Plan Change is set out in the Plan Change document (and copied into **Appendix Nine**). In summary the changes proposed include:

- Amendments to clarify the issues relating to the Airport.
- Amendments to the transport policies – outlining the role of the Airport as a strategic transport hub.
- Insertion of a new Objective and Policy, and associated explanations and reasons, Environmental Results Anticipated, etc. These provide a clear policy context for the zone and guide future development.
- Amendments to various provisions for the Special Purpose (Airport) Zone. These refine the description of the Airport and update the relevant rules, including those relating to activities anticipated (or not) within the zone.
- Insertion of an appendix to include an Airport Precinct Plan setting out two precinct areas for the zone (aviation and development precincts).
- Amendments to the relevant planning maps, linking these maps to the associated precinct plan.

4.0 Statutory Context

4.1 The Requirements of the Act

Any Plan Change must be designed to accord with, and assist the Council to carry out its functions, so as to achieve the purpose of the Act. The relevant sub-sections for consideration of this Plan Change are contained in section 31, as follows:

31 Functions of territorial authorities under this Act

(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:

(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:

(b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—

(i) the avoidance or mitigation of natural hazards; and

(ii) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and

(iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:

(iii) the maintenance of indigenous biological diversity:

(c) [Repealed]

(d) the control of the emission of noise and the mitigation of the effects of noise:

(e) the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:

(f) any other functions specified in this Act.

(2) The methods used to carry out any functions under subsection (1) may include the control of subdivision.

In relation to this Plan Change, the purpose of the Plan Change would be to aid in achieving integrated management of the Airport area and in controlling any actual or potential effects of the use and development of Airport land.

Section 32 of the Act sets out the process for evaluating a proposal for a change to a District Plan. This states:

32 Consideration of alternatives, benefits, and costs

(1) In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48, or a regulation is made, an evaluation must be carried out by—

(a) the Minister, for a national environmental standard or a national policy statement; or

(b) the Minister of Conservation, for the New Zealand coastal policy statement; or

(ba) the Minister of Aquaculture, for regulations made under section 360A; or

(c) the local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Schedule 1); or

(d) the person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Schedule 1.

(2) A further evaluation must also be made by—

(a) a local authority before making a decision under clause 10 or clause 29(4) of Schedule 1; and

(b) the relevant Minister before issuing a national policy statement or New Zealand coastal policy statement.

(3) An evaluation must examine—

(a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and

(b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.

(3A) This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district.

(4) For the purposes of the examinations referred to in subsections (3) and (3A), an evaluation must take into account—

(a) the benefits and costs of policies, rules, or other methods; and

(b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.

(5) The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.

(6) The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made

Thus the key aspects of the Section 32 evaluation are:

1. Examination of the extent to which each objective is the most appropriate way to achieve the purpose of this Act.
2. Examination of whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.
3. Evaluation of the benefits and costs of policies, rules, or other methods.
4. Evaluation of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods

The Purpose of the Act is set out in Section 5 which states:

5 Purpose

(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.

(2) In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

(a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment

4.2 Regional Planning Documents

In **1955** the Regional Planning Authority was established. The Christchurch Regional Scheme, Section 1, Rural Area (Operative 1959), recognised the Airport's regional importance. Continued policy recognition was provided to the Airport in the 'rolled over' into the **1968** Regional Scheme.

In **1979** the Canterbury United Council (which replaced the Christchurch Regional Planning Authority in 1974) notified a draft 'Second Review' of its Regional Scheme which continued to recognise the Airport.

In **1980** the newly formed Canterbury Regional Council finalised this 'Draft' as the 'Second Review Section 1: Settlement Distribution Regional Scheme' (Operative in **1985**). This scheme included regional objectives and policies, and established a "Greenbelt" around the Christchurch Urban Area. In terms of the protection and use of the Airport, Objective 14.2(f) sought the protection of "the Christchurch International Airport from encroachment by urban development and safeguard its development potential". Policy 2 sought "the development and improvement of the airport should be provided in accordance with an agreed comprehensive plan".

4.2.1 Regional Policy Statement

The first Regional Policy Statement was made operative in **1998**. It contained a number of relevant policies, which read together (refer Chapter 15: Policy 1 – Transport, and Chapter 12: Policy 2 – Settlement and the Built Environment), not only point to the likely adverse effects of 'reverse sensitivity' from urban encroachment, but furthermore that the Airport represents significant regional infrastructure, and that the efficient operation, use and development of such should be recognised at a Regional Policy level.

The new Regional Policy Statement (Operative January **2013**) identifies Christchurch International Airport as critical infrastructure, strategic infrastructure, regionally significant infrastructure, and as a transport hub⁴.

The RPS identifies within **Objective 5.2.1** (for the entire Canterbury Region) that development, be located and designed so that it functions in a way that:

(1) achieves consolidated, well designed and sustainable growth in and around existing urban areas;

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

(2)(f) is compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure; and

(2)(g) avoids adverse effects on regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects.

Enabling a range of activities to occur on airport land would be consistent with the objective. The airport location is appropriate for business development given its locational benefits of

⁴ Different definitions apply between Chapter 6 and the rest of the RPS and the differing terms are used throughout the RPS.

proximity to both the airport activity and SH1. Through the provision of appropriate rules on activities, compatibility and avoidance of adverse effects can be maintained.

The bulk of the provisions within the RPS that relate to Christchurch International Airport are contained within chapter 6 which relates to the Greater Christchurch Urban Area and is subject to proposed Change 1 (discussed below).

4.2.2 Greater Christchurch Urban Development Strategy / RPS Proposed Change 1

The Greater Christchurch Urban Development Strategy (UDS), adopted in June **2007**, is a plan for managing urban development that protects water, enhances open spaces, improves transport links, creates more liveable centres and manages population growth in a sustainable way. The Strategy provides strategic directions for the Greater Christchurch area, including the location of future housing, development of social and retail activity centres, areas for new employment and integration with transport networks. It enables the Strategy partners (Environment Canterbury, the Christchurch City Council, Selwyn District Council, Waimakariri District Council, and the NZ Transport Agency) and the community to work collaboratively to manage growth. The UDS is in part implemented through proposed Change 1 to the Regional Policy Statement (PC1).

Proposed Change 1 to the Regional Policy Statement ('PC1') was notified in July **2007**.

CIAL made a submission on proposed Change 1 seeking that the:

- Urban limits under PC1 and Variations be accepted but that the urban limit be extended to include the entire CIA.
- Also that the Key Activity Centre definition be amended to include the CIA and reflect that not all the bullet points listed in the definition will apply, or
- Alternatively that a key commercial and employment definition be included in the RPS.

The reporting officer recommended that:

- The urban limit be extended to include that part of the CIA that lies within the Special Purpose (Airport) Zone.
- Recognising CIA as a key activity centre be rejected.

CIAL accepted the reporting officer's recommendation on recognising CIA as a key activity centre. However, it was argued that the airport represents a major physical resource as a business and economic centre as well as a significant transport interchange mode. It also sought recognition of the Airport's economic development and viability. CIAL noted that: 'the Environment Court has previously observed that the Special Purpose (Airport) Zone has many similarities to other business districts in Christchurch and that new and developing areas within the Special Purpose (Airport) Zone are less directly connected to airfield activities and reflect an increasing function of the airport as a nodal transportation and shipping point'.

In considering the demand for additional business land, the Commissioners recommendation⁵ on PC1 reviewed a wide range of data available on current vacant land, uptake of business land, locational issues, demand and supply, infrastructure provision, and sequencing. The Commissioners recommendation recorded the need for substantial areas of additional business land, while assuming a business use on vacant land within the Special Purpose (Airport) Zone. The Commissioners recommendation acknowledges the importance of the Airport as a strategic asset and important link. At the time of this consideration, it was agreed that the Special Purpose

⁵ This recommendation was provided prior to the earthquakes but remains relevant as a comprehensive review of land demand and supply at that time.

(Airport) Zone contained some 173.6ha of land available for development, although some of that land has since been taken up in post earthquake development and the commencement of development at Dakota Park.

ECan accepted the commissioner's recommendation that the Airport does not become a Key Activity Centre. However, while Dakota Park was always proposed to be within the Urban Limit, that limit was further extended to include land to the west, towards Hornby. The RPS was also amended to include the following statement under Policy 6 as a note under Table 3: Business Land Areas for Greater Christchurch 2007-2041: *In addition, in June 2007 there were around 287 hectares of vacant zoned business land within the Christchurch City Plan area. There are also around 174 hectares of vacant land zoned Special Purpose (Airport).*

Decisions on PC1 were made in 2009 and appealed to the Environment Court. Consideration of these appeals was overtaken by the earthquakes and Minister Brownlee's decision to revoke PC1 and put in place chapters 12 and 12A to the RPS. The Minister's decision has subsequently been overturned by the High Court and the PC1 appeals are again before the Environment Court. In essence this means that the PC1 provisions are not yet settled and the Metropolitan Urban Limit (MUL) is also not yet settled. At this time, the boundary of the MUL runs around the outer edge of the Special Purpose (Airport) Zone. It is not anticipated that those outstanding appeals will be resolved for some time.

Accordingly, this analysis has been undertaken against the decision version of PC1.

PC1 defines the Christchurch International Airport as "Strategic Infrastructure". **Objective 8** seeks to achieve urban land use development without adversely affecting the efficient operation, use and development of strategic infrastructure and enable the development of the additional Strategic Infrastructure necessary to meet the needs of growth in population and economic activity. Objective 8 recognises that such Strategic Infrastructure will need to develop in response to future demands placed on it by the growth of population and economic activity. Supporting **Policy 10** seeks to ensure that urban activities do not adversely affect the efficient use and development of such strategic infrastructure. This plan change assists such processes by providing clarity around what is anticipated to occur within the airport land area and balancing change within the area with that going on around it.

Policy 3 relates to business land and seeks that the Council provide for business activities in a manner that promotes the utilisation of existing business land while reinforcing Key Activity Centres, utilising existing infrastructure and ensuring proximity to labour supply, major transport hubs and passenger transport networks. This is applicable to the airport land which already performs a business activity role and can meet the other aims of this policy without unduly undermining any Key Activity Centre.

Policy 5 defines the Key Activity Centres and seeks to ensure that commercial activity outside of these does not adversely affect their function, vitality or amenity. To ensure that this is the case, this Plan Change proposes to put limits on the scale of commercial activity that could occur within the airport zone.

Overall, the Plan Change has had regard to Proposed Change 1 to the Canterbury Regional Policy Statement. The Plan Change provides a policy framework for development within the Airport zone that is consistent with the outcomes sought at a regional level. As a consequence, the Plan Change will give effect to the Canterbury Regional Policy Statement.

4.2.3 Recovery Strategy for Greater Christchurch and Land Use Recovery Plan

The Recovery Strategy for Greater Christchurch was developed in 2012 by the Canterbury Earthquake Recovery Authority, in consultation with Environment Canterbury, Christchurch City Council, Selwyn District Council, Waimakariri District Council, and Te Rūnanga o Ngāi Tahu. The purpose of the strategy is to set out a shared vision and the Government's overall approach to recover from the earthquakes. The Strategy aims to:

- provide overall direction to all those individuals and organisations who have a role in recovery activities;
- coordinate recovery activities by helping individuals and organisations to identify the interests they have in common and to understand they need to work together in their recovery activities;
- give the community confidence that recovery is well-planned and progressing; and
- take every opportunity to restore, renew and revitalise and enhance greater Christchurch.

There are a range of goals within the strategy and those of direct relevance to this plan change include:

ECONOMIC RECOVERY

2. Revitalise greater Christchurch as the heart of a prosperous region for business, work, education, and increased investment in new activities - by:

2.1 planning for a well-functioning Christchurch central city, thriving suburban centres, flourishing rural towns and a productive rural sector;

2.2 leading and working with strategic partners and both the public and private sector; ...

2.5 identifying and facilitating increased opportunities for early and substantial local and international investment;

2.6 ensuring a range of employment options to attract and retain a high-calibre, appropriately skilled workforce; ...

2.8 enabling a business-friendly environment that retains and attracts business; ...

2.11 facilitating the recovery and development of the Central Business District.

BUILT ENVIRONMENT RECOVERY

5. Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks - by:

5.1 coordinating and prioritising infrastructure investment that effectively contributes to the economy and community during recovery and into the future; ...

5.4 developing a transport system that meets the changed needs of people and businesses and enables accessible, sustainable, affordable and safe travel choices;

5.5 zoning sufficient land for recovery needs within settlement patterns consistent with an urban form that provides for the future development of greater Christchurch; ...;

The Minister for Canterbury Earthquake Recovery directed preparation of a Land Use Recovery Plan (LURP) by Environment Canterbury. The intention for this Plan is to provide the certainty needed for greater Christchurch to recover and once again be a great place to live, work, play

and visit. It will provide the necessary framework and guidance for how best to address short and medium-term needs for housing and business, review the existing planning and policy framework and ensure land-use changes support an efficient and effective earthquake recovery. The framework will enable people to understand their choices for housing, business and investment and make decisions with confidence. The LURP focuses on the following principal issues:

- Housing and residential land supply – including a range of housing types;
- Business land supply;
- Infrastructure and transport to support residential and business land-use decisions;
- Avoiding and mitigating natural hazards and environmental constraints.

A draft Plan has been out for consultation and is now with the Minister to review. It is intended to be operational in the third quarter of 2013.

In terms of vacant business land, the LURP context document identifies that the total future *industrial business land* across Greater Christchurch equates to around 1,293 hectares, made up of currently-zoned vacant land (626 hectares), together with land identified for potential future zoning (667 hectares). The latter includes the approximately 100ha within the NWRA.

These totals however do not include the Special Purpose (Airport) Zone. This zone currently provides for airport related activities, the zones purpose being for "activities clearly associated with operations and associated functions of the airport and aviation". There is a large amount of vacant land in the Special Purpose (Airport) Zone (144ha at June 2012), which supports cargo and freight companies that might otherwise locate in other industrial business areas of the City. The draft LURP notes that recent Commissioner decisions in relation to the types of business activities which could be located in the Special Purpose (Airport) Zone have identified the need to provide a clearer policy framework for the Special Purpose (Airport) Zone and/or specific areas within it, such as Dakota Park. Should the outcome of this policy review widen the range of business activities which can locate in the Special Purpose (Airport) Zone then the vacant land within this area would be additional industrial business land provision available to the market.

In terms of potential constraints, the LURP identifies that the provision of supporting transport infrastructure, including public transport and active modes of travel, may impact on the availability and suitability of business land supply. It notes that protection of, and provision for, strategic (transport) infrastructure needs to be integrated with business land supply.

The LURP Business Factsheet highlights that Christchurch International Airport (and Lyttelton Port of Christchurch) are strategic infrastructure of national significance, enabling movement of international and domestic freight to and from the South Island. The airport also provides a gateway for tourism and is a major contributor to the Canterbury economy. Both have seen significant operational growth and are expected to continue to grow substantially. Given New Zealand's relative remoteness from international markets, the LURP notes that it is essential that the transport and handling of freight to, from and within these ports is reliable, effective and efficient so that unnecessary transport costs and delays are avoided.

In early LURP consultation with the Greater Christchurch Transport Group, Airport links and access were stated to be important. Public transport links and freight distribution functions at the airport were desired although noted to be a much longer term desire. Integrating public transport with both existing and intensified land uses was desired and more generally, active travel was stated to be a real potential to realise. (Better) public transport links with the airport as noted above were also identified as desirable.

The draft LURP notes that both ports have seen significant operational growth and are expected to continue to grow substantially in coming years. Passengers through the airport are expected to increase by 50% by 2028 and freight tonnage will double, from a relatively low base. By 2028, it is

expected that Lyttelton Port will need to accommodate a significant increase in container and other traffic. Given New Zealand's relative remoteness from international markets it is essential that the transport and handling of freight to, from and within both ports is reliable, effective and efficient so that unnecessary transport costs and delays are avoided. The strategic partners are working to optimise freight efficiency of both road and rail.

Key issues for the airport are ensuring freight access is efficient and reliable from State Highway 1. The airport is well located relative to the strategic road network and the surrounding industrial and commercial land uses that rely on good connectivity with domestic and international markets.

In terms of responses recommended within the LURP, the most relevant (in transport terms) to this study are:

Within 6 months of approval of the LURP:

- ECan and CCC would be required to provide to the CER Minister amendments as required to the Canterbury Regional Land Transport Programme, Annual Plans, Three Year Plans and Long Term Plans to ensure that infrastructure funding programmes are aligned to priority areas
- CCC would be required to review the District Plan transport provisions following the recent adoption of the Greater Christchurch Transport Statement and Christchurch Transport Strategic Plan and "provide to the CER Minister changes as required and appropriate to reinforce land use and transport integration."

This plan change is consistent with the intent and direction expressed within the LURP.

4.2.4 Regional Plans

The **Canterbury National Resources Regional Plan** ('NRRP') became operative in June 2011. The water quality and water quantity chapters of the NRRP are of specific relevance to development options at the Airport as the area is underlain by unconfined and semi-confined aquifers.

The principle Objective **WQL4(1)** as it relates to groundwater quality states: "*The quality of Christchurch groundwater is maintained or enhanced as far as practicable in its overall high quality state in the long term*".

Zone 1 covers the area of the Christchurch Groundwater System of high hydrogeological vulnerability, within which lies Zone 1C Christchurch International Airport which recognises areas associated with the operational and functional needs of the Christchurch International Airport.

Policy WQL17: Effect of Activities in Christchurch Groundwater Protection Zone 1C seeks to manage land use ensure that adverse effects of activities in the Christchurch Groundwater Protection Zone 1C are managed. The policy identifies that there should not be a significant increase in the effects of contamination of groundwater, whilst recognising that activities provided for in the City of Christchurch District Plan or Canterbury Regional Policy Statement are able to be enabled at the Airport, provided: the effects of such activity are consistent with the protection of groundwater quality; and where appropriate best practicable options are pursued to manage adverse effects on groundwater quality. **Sub-clause WQL17(3)** is important in this regard as it places some reliance on those activities identified in the City Plan [8-3.3.3] as being provided for, as would be activities undertaken in accordance with the 'Airport purposes' designation.

Rule WQL8 relates to the discharge of stormwater onto land, with any discharges onto land within Zone 1C deemed a discretionary activity (Condition 4). Similarly the storage of hazardous substances within Zone 1C would typically be deemed a discretionary activity.

Rule WQL36 limits the extent of excavation within Zone 1C, with any breaches deemed to be non-complying activities. The type and extent of activity to be enabled under the existing City Plan provisions, designation or proposed plan change provisions would unlikely trigger this provision.

The **Proposed Regional Land and Water Plan** was notified in August 2012 and has immediate effect. Hearings commenced in late February 2013.

Objective 3.12 states that “groundwater continues to provide a sustainable source of high quality water for flows and ecosystem health in surface waterbodies and for abstraction”.

Objective 3.14 identifies that high quality fresh water is available to meet actual and reasonably foreseeable needs for community drinking water supplies.

Objective 3.16 seeks to recognise that “infrastructure of national or regional significance is resilient and positively contributes to economic, cultural and social wellbeing through its efficient and effective operation, ongoing maintenance, repair, development and upgrading”.

Policy 4.10 and 4.11 seeks to manage the type, extent and management framework of stormwater discharges that may enter groundwater. **Policy 4.20** identifies the need to protect any water source used for drinking water from any discharge of contaminants that may have any actual or potential effect on the quality of the drinking water supply. **Policy 9.4.1** for the Christchurch-West Melton Sub-Region identifies the desire to “Protect the high quality, untreated groundwater sources available to Christchurch City as a potable water supply in the area shown on the Planning Maps as the Christchurch Groundwater Protection Zone...”

Rule 5.71 sets out provisions in relation to discharge of stormwater from a network utility operator stormwater system onto or into land or into or onto land in circumstances where a contaminant may enter water, or into groundwater. **Rule 5.155 to 5.161** set out to manage the extent of excavation where such activities are located over an unconfined or semi-confined aquifer. **Rules 5.162 to 5.169** manage the use of hazardous substances.

Unlike the Operative NRRP, the Proposed Regional Land and Water Plan does not provide specific provisions for the Airport, and as a consequence does link activities back to those permitted by the Christchurch City Plan. Taking of water – Christchurch-West Melton Groundwater Allocation Zone proposed to be a prohibited activity as it is over allocated.

It is noted that stormwater management from activities undertaken at CIA can be undertaken within the capacity afforded by Environment Canterbury Consent CRC042924 (refer Part B, Section 5).

4.2.5 Canterbury Regional Land Transport Strategy

The Canterbury Regional Land Transport Strategy (CRLTS) sets out strategy for managing regional transport issues for the period 2012-2042. The Vision for the strategy is “Canterbury has an accessible, affordable, integrated, safe, resilient and sustainable transport system”.

While the airport does not itself support a land transport mode, it is important that it is adequately linked to the other transport connections. In this way the CRLTS is important as it identifies the need to protect and maintain transport hubs and enhance connectedness. It is also important that development on airport land can be serviced by the range of transport modes and can operate and expand without unduly impacting on transportation networks.

4.2.6 Greater Christchurch Transport Statement

The Greater Christchurch Transport Statement, released in December 2012, aims to provide an overarching framework for integrated transport planning and network development within the

Greater Christchurch area. It is designed to guide the city's 10 transport providers in the development and management of the Greater Christchurch transport programmes and the partners' investment strategies to ensure a 'one network' approach.

Primarily, the Greater Christchurch Transport Statement focuses on the strategic links between key places within the Greater Christchurch area, with the partners committed to looking ahead and working together to deliver better outcomes which build resilience, efficiency and reliability into the transport network, at the same time ensuring the community is provided with sustainable transport choices.

In terms of direct relevance to the Study Area, the Greater Christchurch Transport Statement notes among "the most pressing strategic transport issues needing partnership action in the short term" are "the Western corridor, airport access and overall freight growth and opportunities". It outlines an indicative Action Plan that requires resolution by the partners, within the 'short-term' of measures to address these issues.

4.3 District Planning Documents

4.3.1 Christchurch City Plan

The Christchurch City Plan provides for the Airport specifically within the Special Purpose (Airport) zone. The existing description of the zone states:

1.3 Special Purpose (Airport) Zone

Zone description and purpose

The Airport Zone contains facilities associated with the operations of Christchurch International Airport including runways, airport buildings and surrounding land used for airport support services. It is bounded in the north by McLeans Island and Jessons Roads, to the west by Pound Road, the east by Russley Road and extends southwards to Grays and Ryans Roads. A substantial area has been zoned in the plan for expansion of airport freight operations, adjacent to the western end of Avonhead Road, and this area is also subject to designation (refer Part 12).

There has been substantial growth in passenger numbers and freight volumes, both domestic and international, and a continuation of this steady growth is expected. This will have implications for the range and extent of development within the airport zone itself, and beyond.

The airport zone is surrounded by the Rural 5 (Airport Influences) Zone, and the extent of development within this is important as far as airport operations are concerned, particularly with regard to the effects of aircraft noise and public safety. This also has an impact to a lesser extent on parts of the Rural 4, Rural 6 and Rural Q Zones.

The intention is that any development within the airport zone be clearly associated with the operations and associated functions of the airport and aviation. Business development which has little or no relationship with the airport, is provided for elsewhere in the city to ensure that the availability of land within the airport zone is not unduly restricted for airport uses.

Environmental results anticipated

(a) Continuing development and intensification of building and airport support activities on the eastern side of the zone between Russley Road and the main airport runway.

(b) High noise impacts, both from and within the zone, associated with aircraft movements, aircraft testing and maintenance.

(c) Development of general (and military) aviation support facilities on the western side of the zone between Pound Road and the main runway.

(d) Relatively high levels of traffic generation both to and from the airport zone, but with protection of the Russley Road frontage from commercial access in reflection of its role as a major arterial route.

(e) An effective transportation network to and from the Special Purpose (Airport) zone, with the direction of airport traffic to and from the city via Memorial Ave and Harewood Road, and to a lesser extent, Wairakei Road.

(f) High standards of amenity and landscaping around the edge of the airport zone and along major roads within the airport zone, but particularly on the Russley Road, Memorial Avenue and Jessons Road frontages.

(g) Containment of any hazardous substances stored within the airport zone (including fuel) in a manner which ensures that they do not have any adverse affect on ground or surface waters, or create a hazard to life.

(h) Co-ordination and management of activities in the airport zone and the surrounding rural zones to minimise incompatible activities, particularly in respect to activities which are sensitive to aircraft noise.

The airport site was originally located entirely within the area governed by Paparua County Council and was zoned as rural in the Paparua District Scheme. The relevant provisions of the Operative Paparua Scheme (**1974**) were primarily aimed at protection of the on-going operation of the Airport, such as including provisions with regard to approach and take off slopes.

Confirmed in March **1988**, the City Council designated the airport for 'Airport Purposes' in the Paparua Scheme. The designation was based on the 1985 Master Plan for the Airport, which identified the land use options for the entirety of the designated area including airport operations, terminals, commercial aviation, cargo and freight, future development area, and 'miscellaneous'. The range of activities under 'miscellaneous' included:

- Airport hotel;
- Administrative buildings (office blocks);
- Medical facilities;
- Airmail distribution centre;
- Airport Authority administrative building; and
- Trade / Business Centre.

The Christchurch City Plan was notified in **1994**. This document proposed a Special Purpose (Airport) Zone, and set out the parallel approach to planning controls at the Airport being either the Designation (for "Airport Purposes") or the Special Purpose (Airport) Zone (for those activities that did not fit comfortably within the designation). The City Plan aims to manage the airport as an important physical resource that will meet the needs of future generations. Through the limitation of activities at the airport to those associated with airport uses and managing the types of activities that can establish on land surrounding the airport, the rules seek to protect the airport resource itself.

The designation allows the airport to carry out activities which fall within the designated area without being subject to the provisions of the City Plan (permits the provision of outline plans and removes the need for resource consents). The designation is broad in that it states that the land is to be used for "airport purposes". The generality of the designation in the City Plan has both positive and negative aspects. On the positive side, it allows CIAL considerable scope to argue that a range of activities fall within the general description of "airport purposes". However, due to the broad description CIAL does not currently have any particular certainty as to whether activities fall within the ambit of the designation or not.

Evidence presented by CIAL on the proposed City Plan focused on the need for freight handling facilities rather than the need for more land for other airport purposes. The Special Purpose (Airport) Zone allows a range of activities and evidence indicated that such development would have adverse effects in terms of landscape and rural amenities of the area generally. Hearing evidence also suggested that there was no realistic alternative to operating the airport apart from on its current site due to the high cost of relocation. The Decision notes that the designation allows for a broad range of activities which have an 'airport purpose', and noted that the outline plan procedure in section 176A of the RMA allows for the provision of a full assessment of any proposed development.

The City Plan contains both policies and rules relating to the airport area. A copy of the key policies and rules is contained in **Appendices Ten and Eleven**.

The policy framework applying to the Special Purpose (Airport) Zone is limited. There is no objective specifically for the Airport. There are few specific policies, including:

- a policy in relation to protection of Airport operations from activities occurring within the surrounding environment, especially those that may be noise sensitive,
- a policy in relation to protection of the air corridors through height and use restrictions,
- policies around provisions for effective and efficient operation and development of the airport, along with limiting noise effects,
- a policy in relation to ensuring development within Open Space zones does not affect airport operations and does not increase the risk of bird strike.

The Airport is also mentioned in a range of other policies, mainly in their explanation and reasons, relating to issues such as management of bird strike, distribution of business activity, and proximity of residential activities to the airport operations.

The main rules relating to the airport are contained in two areas; Volume 3, Part 8 contains the rules for the Special Purpose (Airport) Zone and Part 9 contains rules relating to the airport protection surfaces. The Special Purpose (Airport) Zone rules relate to:

- building setbacks from road boundaries
- building setbacks from the Rural 5 zone
- maximum site coverage by buildings
- outdoor storage and landscaping requirements
- limits on road access to the zone
- maximum building heights
- limits on sensitive activities within the airport noise contours
- limits on residential units and accommodation in the zone
- limits on activities generally within the zone

The City Plan includes a range of general objectives and policies that have some relevance to the Airport, including:

- **6.1 Objective: Urban consolidation** *To accommodate urban growth with a primary emphasis on consolidation.*
- **6.2 Objective: Business activity and urban growth** *Patterns of land use that promote and reinforce a close proximity and good accessibility between living, business and other employment areas.*

- **6.3A Objective: Peripheral urban growth** *Peripheral urban development of a scale and character consistent with a primary emphasis on urban consolidation; which avoids, remedies or mitigates adverse impacts on water, versatile soils, significant amenity values and other natural resources; and which makes efficient use of physical infrastructure.*
- **7.8 Objective: Access to the City** Recognition of the need for regional, national and international links with the City and provision for those links.
- **12.2 Role of the Central City** To restore and enhance the Central City as Christchurch's principal focus for a diversity of business, accommodation, community and cultural activities, while managing adverse effects arising from the intended mix of activities.
- **12.3 Efficiency and Viability** To enable the efficient use and continued viability of the physical resources of the Central City, and promote the economic success and vitality of the area.
- **Business objective** A distribution, and diverse range, of business environments which meet the social and economic needs of the wider community, while avoiding, remedying or mitigating the potential adverse effects of their activities within the immediate area, and on the broader surrounding environment.
- **12.1 Distribution objective: Distribution of Business Activity** A distribution, scale and form of business activity which meets the economic needs of businesses, provides the community with convenient access to goods, services and opportunities for social interaction, and which:
 - (a) is able to be efficiently serviced by infrastructure, including water, effluent disposal and roading;
 - (b) encourages in appropriate circumstances:
 - co-location of community services and facilities within the central city and district centres;
 - consolidation of residential development around selected consolidation focal points;
 - accessibility, by a variety of modes of transport, to centres providing a wide range of public and private services and facilities; and
 - (c) manages the adverse effects of business activities on the environment, including:
 - maintaining or improving the safety and efficiency of the road network and related systems for all users (including public transport, pedestrians and cyclists), and minimising unnecessary trip generation;
 - maintaining the amenity of residential and other sensitive environments (including local roads);
 - ensuring the function, vitality and amenity of those existing centres that provide a wide range of public and private services and facilities to the community will not be significantly affected by new retail activity; and
 - minimising contamination, pollution, odour, hazardous substances, noise and glare.
- **12.10 Industrial areas objective: Role of industrial areas** A wide range of industrial areas which accommodate a diversity of appropriate business activities, where adverse effects are avoided, remedied or mitigated.
- **12.11 Industrial areas objective: Amenity and effects of industrial areas** A standard of amenity in industrial areas recognising their location and function, whilst avoiding, remedying or mitigating the adverse effects resulting from activity and development in these areas.

4.3.2 Christchurch Transport Strategic Plan

This is a non-statutory Plan adopted by CCC in November 2012. It has sought to update Christchurch's local transport policy in relation to relevant statutory plans, in particular the Canterbury Regional Land Transport Strategy, Regional Policy Statement, Greater Christchurch Urban Development Strategy and Regional Public Transport Plan, placing a strong emphasis on travel choice by establishing strong networks for all transport options during the next 30 years.

The Plan has four main goals:

- 1) to improve access and choice;
- 2) to create safe, healthy and liveable communities;
- 3) to support economic vitality; and
- 4) to create opportunities for environmental enhancements. It sets out a number of objectives and actions to achieve these.

A key tool to achieve the CTSP goals will be a proposed new road classification system, called 'Liveable Streets', which, in time, is likely to replace the existing City Plan road hierarchy. Appendix C to the CTSP explains this system in more detail. The key elements of relevance to this study are outlined below.

Essentially, the existing 4-level hierarchy classification system would be replaced by a system that seeks to present a more balanced view of the 'place' (land use) function of streets alongside their 'link' (movement) function.

Additionally, priority corridors have been identified which recognise modal networks (freight, cycling, walking, public transport and strategic roads) and seek to achieve an integrated 'one network' approach.

A key action identified within the CTSP will be the development of one Network Operating Plan for the city, in consultation with other transport agencies but especially NZTA (as funder and state highways manager) and ECan (as public transport operator).

5.0 Section 32 Analysis

5.1 Analysis of Broad Options

In addressing the current situation, the broad options that the Council has considered are:

- Status quo
- Amend or remove the designation
- Plan Change
- Review zoning of the Special Purpose (Airport) Zone

The following table provides a brief summary of the advantages and disadvantages of these options, supporting the decision to proceed to a plan change.

OPTION	ADVANTAGES	DISADVANTAGES
<p>Status Quo</p> <p>Continue with existing situation of designation and zone, with limited policies and rules.</p>	<ul style="list-style-type: none"> • No costs for plan change process. 	<ul style="list-style-type: none"> • Retains current uncertainty and confusion through having no clear definition of what is within the scope of the designation and what is covered by the rules. • Continues the situation of having to deal with most proposed activities through individual resource consent applications – costly and time consuming for both applicants (CIAL) and the Council. • This would be an unreasonable limit on the development of this strategic asset and would reduce the ability of the airport to contribute to city recovery and growth. • Such an approach would be opposed by CIAL. • This would not be a strategic approach to the clearly identified issue. • This would reduce the sustainability of the existing resource and infrastructure, and the investment already made in the development of the zone. • Does not result in consistency with higher order planning documents.
<p>Amend Designation</p> <p>Amend the designation to specify exactly what activities are included within the description of "Airport Purposes" and to what scale and/or include conditions on the designation constraining the extent of activities</p>	<ul style="list-style-type: none"> • Establishes exactly what is permitted by the designation, leaving clarity over what then requires consideration under City Plan rules. 	<ul style="list-style-type: none"> • Costly and time consuming process for change to the designation. • Opposed by CIAL as they do not want the designation altered and no mechanism is available for a 3rd party to seek to amend a designation. • Would not address policy vacuum for the airport nor address higher order planning documents.

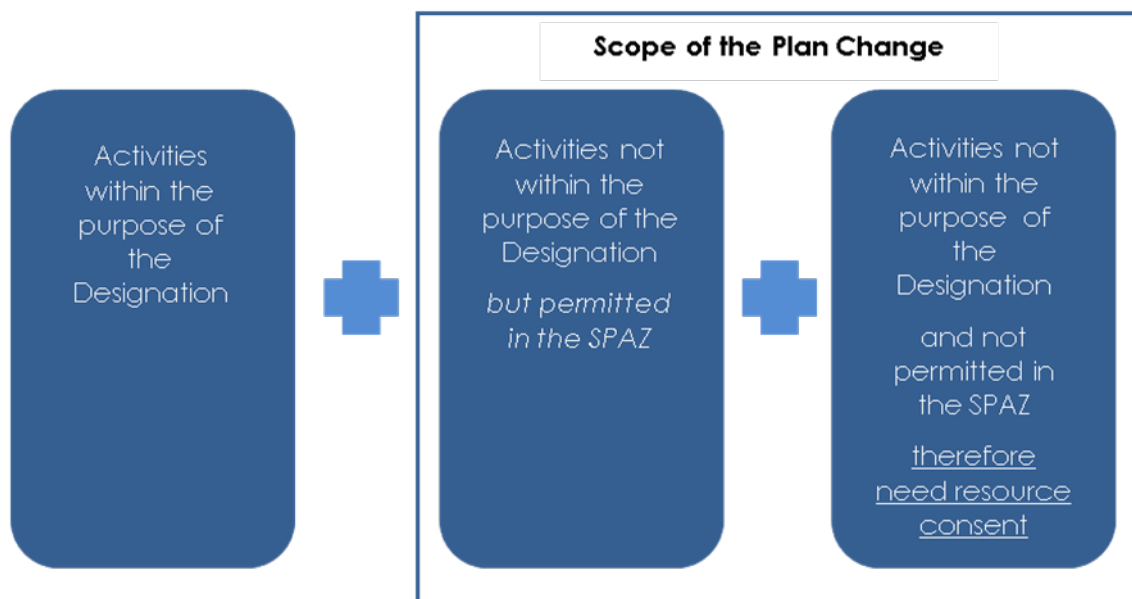
OPTION	ADVANTAGES	DISADVANTAGES
within the designation.		
<p>Remove the Designation and rely on Special Purpose (Airport) Zone provisions in the City Plan only</p> <p>This would still require a plan change (see options below) to amend the zone provisions, as well as a statutory process to remove the designation.</p>	<ul style="list-style-type: none"> • Would reduce complexity within the City Plan and would lead to a simple rule situation applying. • Would remove confusion with interpretation between the provisions of the designation and the City Plan. 	<ul style="list-style-type: none"> • Costly process for plan change and statutory removal of the designation. • Would be opposed by CIAL as the requiring authority who would not want the designation removed, and therefore could not be pursued as there is no power for any other person to seek to cancel or remove a designation. • Would give less certainty and flexibility for airport operations and would reduce the control available to the airport company over their land. • Would remove certainty that the airport requires to operate and change relatively quickly to respond to operational demands and changes in the market. • Would need to get the amended Special Purpose (Airport) Zone provisions very precise and agreed to ensure that they did not undermine the importance of the Airport or unreasonably limit activities essential to the wider operation of the airport.
<p>Plan Change A</p> <p>Incorporate revised policy framework only.</p>	<ul style="list-style-type: none"> • Establishes a policy framework against which activities (outside the designation) can be measured. 	<ul style="list-style-type: none"> • Costly process for plan change. • Retains situation of uncertainty over application of rules.
<p>Plan Change B</p> <p>Incorporate revised Policy Framework and specify activities that are permitted/not permitted within the zone generally</p>	<ul style="list-style-type: none"> • Establishes a policy framework against which activities (outside the designation) can be measured. • Establishes exactly what activities are anticipated or not within the zone. • Provides rules limiting activities to ensure 	<ul style="list-style-type: none"> • Costly process for plan change. • Would be better if activities that can be undertaken under the designation were quantified.

OPTION	ADVANTAGES	DISADVANTAGES
across the zone.	<p>appropriateness to the zone.</p> <ul style="list-style-type: none"> • Ensures avoidance of adverse effects by managing activities. 	
<p>Plan Change C</p> <p>Incorporate revised Policy Framework and</p> <p>specify activities that are permitted/not permitted within the zone</p> <p>and</p> <p>divide the zone into precincts within which different outcomes and activities are anticipated.</p>	<ul style="list-style-type: none"> • Establishes a policy framework against which activities (outside the designation) can be measured. • Establishes exactly what activities are anticipated or not within the zone. • Incorporates subtleties to recognise different activities in different areas of the zone (precincts). • Provides rules limiting activities to ensure appropriateness to the zone. • Ensures avoidance of adverse effects by managing activities. 	<ul style="list-style-type: none"> • Costly process for plan change. • Would be better if activities that can be undertaken under the designation were quantified.
<p>Review zoning - extend</p> <p>Consider whether to extend the current zone to also include the other airport purposes designated area to the west of Pound Road.</p>	<ul style="list-style-type: none"> • Extending the zone would enable new rules to be applied to control activities in this area e.g. have a special open space precinct or a future activities precinct. 	<ul style="list-style-type: none"> • Extending the zone would take the zone outside the metropolitan urban limits and be inconsistent with the RPS. • Extending the zone removes the existing rural zone (under the designation) and could increase the likelihood of inappropriate activities occurring on this area. (Note all designated activities could continue to occur on this land.) • This land is leased by CIAL from the Canterbury Regional Council and may not facilitate the intentions for the lease. • Would lead to perceptions around intentions for urbanisation of the land and impacts on the underlying and surrounding rural land.

OPTION	ADVANTAGES	DISADVANTAGES
<p>Review zoning - reduce</p> <p>Consider reducing the area of the zone to not cover the aviation operations areas e.g. runways.</p>	<ul style="list-style-type: none"> • Would mean that rules would only need to apply to non-aviation activities. 	<ul style="list-style-type: none"> • Would be confusing in relation to what was covered in what area. • Would mean that another zone would need to become the underlying zone for the aviation operations area – a rural zone as applies to adjoining land would imply that rural activities are anticipated and this is not realistic. • Likely to be opposed by CIAL as a reduction in the historical area of zoning which would imply changed expectations for the land.

Having undertaken the analysis above, the preferred option is Plan Change C taking a holistic approach to reviewing the Special Purpose (Airport) Zone. This option demonstrates a high level of efficiency with advantages outweighing disadvantages.

Having made this decision, the following diagram shows the scope of the proposed Plan Change.



5.2 Examination of Proposed New Objective

As it was identified that the lack of a clear and directive Objective (and supporting policies) for the zone was a key issue, the Plan Change proposes the introduction of a new Objective. The Act requires an examination of the extent to which the objective is the most appropriate way to achieve the purpose of this Act.

In determining appropriate objectives and policies for the Special Purpose (Airport) zone the following reference material was considered:

- Existing City Plan provisions
- Provisions from the Auckland Unitary Plan, Wellington District Plan, and Queenstown District Plan (all of which include significant airport operations)

In developing a proposed objective, there was no review/amendment of the existing provisions in the City Plan that the airport operations relate to:

- Other zones (e.g. Open Space zone).
- Noise issues (e.g. noise contours).
- Other related issues (e.g. bird strike).

It is considered that these provisions remain relevant and are not applicable to the purpose of this plan change which is to consider activities within the area, rather than effects of airport operations on the wider environment.

The approach to developing the new objective has been to keep this as precise as possible in terms of clarifying the purpose of the Special Purpose (Airport) Zone and how this zone is intended to operate presently and into the future.

The proposed new objective states:

Objective 12.12 Role of the Special Purpose (Airport) Zone

The efficient use and development of the land, infrastructure and operational facilities at the Christchurch International Airport, where such use and development:

(a) provides for the ongoing operation of airport / aviation activities;

(b) provides for economic and social benefits to the region, including those arising from the efficient and effective integration of Airport development and other regional infrastructure such as the state highway;

(c) supports the needs of travellers, workers within the zone, and visitors to services within the zone; and

(d) avoids adverse distributional effects on the City Centre, key activity centres, or suburban centres;

(e) is compatible with the overall urban form of the City;

(f) achieves a standard of amenity reflective of the role and functions of the Airport, and a high level of safety in this area.

There are currently no objectives within the City Plan applying specifically to the Special Purpose (Airport) Zone and thus it is not possible to evaluate the proposed new objective against any specific existing objective. In this way the new objective is a more appropriate means of achieving the purpose of the Act than the absence of an objective as is the current situation.

The introduction of the proposed objective is relevant as it directly addresses the uncertainties of the City Plan not having any clear objective statement around the future growth and development of the airport land. The sustainable management of the natural and physical resources of the airport land will be better achieved through having such a clear objective statement, especially when compared to the existing situation of a policy void.

The proposed objective is considered fit for purpose as without this objective the lack of an objective would be perpetuated. Without this objective, decision making on proposals (beyond the extent of the designation) would continue to be extremely difficult as there is no direction for consideration of appropriate activities. The proposed objective sets a clear statement around what is intended to occur on the land and how use and development would be considered to be appropriate. The proposed objective is consistent with other current objectives in the City Plan in relation to urban growth, business areas, and transport (see analysis in section 5.4.1). The objective is consistent with and gives effect to the higher order planning documents including the Regional Policy Statement. Simply having a designation does not fill the policy gap or perform that same function.

The proposed objective is to be supported by a comprehensive set of policies and a revision of the rule provisions (see analysis below) which together can ensure that the objective is able to be realised. There are clear benefits in providing a resolution to the current situation of a lack of clarity and direction.

5.3 Examination and Evaluation of Policies, Rules and Methods

The Act requires an examination of whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives, and an evaluation of the benefits and costs of policies, rules, or other methods.

5.3.1 Proposed Policy

The proposed new policy states:

12.12.1 Policy: Special Purpose (Airport) Zone

To promote the ongoing sustainable development and operation of the Christchurch International Airport and facilitate a planned approach to its future development, in a manner that:

(a) identifies precinct areas within the Airport with distinct character and uses including:

- (i) An Aviation Precinct which provides for aviation operations and expansion, and*
- (ii) A Development Precinct which supports a mix of business activity including freight services, retail, and tourist and visitor/workforce support activities; ,*

(b) provides for a range of business activity, where such activities would not:

- (i) constrain airport/aviation operations; or*
- (ii) result in adverse effects on City form or urban growth, including on the role, function, viability and amenity of the City Centre or key activity centres;*
- (iii) lead to significant adverse effects on transportation networks including the state highway; or*
- (iii) be incompatible with the character and standards of amenity of Christchurch International Airport.*

(c) limits the types and scale of retail and office activities, to those which provide for the reasonably foreseeable needs of travellers, workers within the zone, and visitors to services within the zone.;

(d) accommodates future development of the Airport, whilst:

- (i) having regard to effects on amenity values, including the relationship between buildings, roads, car parks, signage and landscaping, and the functions and character of the Christchurch International Airport;*
- (ii) ensuring the visual importance of the Airport's Memorial Avenue and Russley Road frontages, is safeguarded through specific consideration of building setbacks and landscaping;*
- (iii) ensuring noise sensitive activities within the airport area do not restrict effective and efficient Airport operation and development;*

(e) avoids the establishment of inappropriate activities such as large format retail activities, or noxious industry.

This policy seeks to set out clear direction around what activities are anticipated and intended to occur and under what conditions. This gives effect to the overriding goal of efficient use and development, set out in the new Objective. This policy also sets a position for the development of methods to control development and the specific activities within the zone.

The proposed policy directly addresses the issues in the proposed new objective by requiring that activities must be compatible with airport/aviation activities, and protect City form and urban growth objectives, together with dealing with adverse effects. Other relevant resource management issues (such as noise impacts) are already addressed in other sections of the City Plan.

As there is presently an absence of policy relating to the airport, the introduction of this policy fills a void in the Plan and addresses one of the fundamental reasons for the plan change. It will give direct effect to the new objective.

Alternative approaches to this policy would include:

- Status quo of no specific policy
- A generic policy trying to cover all issues for the zone
- A series of policies trying to tease out the issues for the zone.

Such alternatives are not particularly useful and do not add significantly to this analysis. The proposed policy will better achieve the new objective than the current status quo of no specific policy and no clear policy direction for the zone.

As a detailed policy dealing with the aspects of activities and precincts, strategic development, visual amenity, activity scale and compatibility, the policy better achieves the objective than a generic policy would. Although this leads to a more complex policy, it is considered appropriate as all these matters are interlinked and are best expressed in a comprehensive manner than trying to break them into separate policies which adds little or no further guidance and risks confusing how the matters integrate. It is considered that the proposed policy is both efficient and effective.

5.3.2 Proposed Rules and Methods Generally

In relation to the development of rules/methods, there are many activities currently carried out within the zone which have been considered in some manner, at some time in the past – either through resource consents or under the scope of the designation. There has been a lot of variation in how the rules have been applied to different activities. This is not assisted by the varying definitions within the City Plan which have in some cases considerable overlap e.g. indicating types of business activities.

In determining what activities are to be covered by the Special Purpose (Airport) Zone rules, a baseline for considering activities has been a schedule of activities agreed as “permitted” within the designation⁶. The process followed has been:



In summary (see separate document for full rule text changes) the proposed new rules and methods relate to:

- More clarification of the purpose of the zone in the Zone Statement;
- Amendments to the rules relating to activities permitted in the zone. including industry, retail, offices, residential and travellers accommodation;
- Updates to other relevant rules within this section;

⁶ This process of agreeing activities was undertaken between Christchurch City Council and CIAL to facilitate agreement over what activities would require resource consent.

- Refinement of the Assessment Matters and Reasons for Rules applicable to the rules;
- Addition of an Appendix inserting an Airport Precinct Plan.
- Amendment of the planning maps to show the proposed new precincts.

Alternative approaches to the new rules and methods include:

ALTERNATIVE	COMMENT
Status quo (no change to existing rules)	This would not be effective as there is a need to update the rules to provide clarity and certainty of future directions for the zone. No change to the status quo would not give effect to the policy or objective.
No permitted activity rule	Having no rule specifying permitted activities would mean that all activities beyond the designation would need resource consent. This would not be efficient as there would remain an issue with the definition and limits on activities provided for in the designation. This would also not provide certainty or clarity or give effect to the policy or objective.
Apply an existing zone to all or part of the zone	<p>Applying an existing zone or zones from within the City Plan could be efficient as it would not require the development of new provisions. However, there is no existing zone rule package that recognises the unique nature of the site.</p> <p>The B1 or B2 zones would allow excessive office or retail activities that could impact on Key Activity Centres or the CBD. B3-8 zones would allow too much industry or general commercial activity to be sustainable for such a location.</p> <p>The Business 4 zone is the most similar to that which is likely to develop in the Airport zone, as it has similar issues and a similar range of activities. However it is different enough in nature to not be appropriate to replicate those rules in this zone. It is more appropriate to be subtle and targeted in controlling activities in this different location.</p> <p>Residential zones would clearly be inappropriate for such a location (as would most other zone provisions e.g. cultural).</p>
No limits on activities in the zone	<p>This would enable potentially significant levels of activity with character and intensity that would not be appropriate to the location or character of the area. There would also remain uncertainty over the direction of intended development and impacts on the wider city. This would also not give effect to the policy or objective.</p> <p>It is also likely that such an approach would lead to adverse effects on the central city, key activity centres, suburban centres and other parts of the City.</p>
No precincts	Not delineating the precincts within the zone would make it difficult to direct activities to appropriate locations within the zone. This would not give effect to the policy or objective. Also it could be seen as implying that development is generally appropriate in the aviation areas of the zone and this would not be appropriate.

Overall it is considered that these alternatives would not be as effective or efficient as the proposed rule and method package. None of these alternatives would better achieve the policy or objective,

and many could lead to increased uncertainty for the future. A number of these alternatives could compromise earthquake recovery, undermine the role of the central city or other retail / business zones. It is noted that some of the existing rules (e.g. road boundary setbacks) do achieve the policy and objective and thus are not proposed to be altered.

Effectiveness

Effectiveness means how successful a particular option is/will be in achieving the stated objective. How successful an option is can be measured in terms of not just whether an objective will be achieved outright; but it may alternatively relate to the extent to which progress will be made even if the objective won't be met in full. The speed at which progress is made may also be a relevant consideration.

The proposed rules each give effect to aspects of the policy (and therefore the objective). The key aspects of the policy relate to; strategic development, activities in appropriate locations, activity scale and compatibility, and visual amenity. Strategic development outcomes are provided for through ensuring appropriate activities are located in the right parts of the zone. This is further reinforced by the rules relating to activities permitted (including limiting the scale and location of these). These rules are directly relevant to balancing the ability for new activities to occur in the zone with ensuring that such activities do not cause adverse effects on the environment or impact on the development of the wider city. This rule sets parameters around what level of activity is appropriate within the zone. There are a number of rules relating to amenity aspects of development (largely unchanged from the existing plan provisions).

Overall the package of rules and methods is effective at achieving the objective for efficient use and development of the land, infrastructure and operational facilities at the Christchurch International Airport.

Efficiency

The most efficient policy / method will achieve either of the following objectives:

- *the greatest benefit with the least cost*
- *the greatest 'amount of benefit' (e.g. highest level of amenity) relative to the level of cost, where the objective is not expressed as a fixed amount.*

In essence the assessment of benefits and costs needs to consider both qualitative and quantitative attributes with a view to understanding what proposal is most efficient overall.

A summary assessment of the costs and benefits of the proposed rules and methods is set out in the table below:

COSTS	BENEFITS
ECONOMIC	
<ul style="list-style-type: none"> • Cost to the Council in undertaking a plan change and thus cost to the wider community in undertaking a plan change process (paid for through rates). • Cost to other participants in the plan change process. • Fall in industrial land uptake in other locations in the short to medium term and short term fall in industrial land prices. • Potential short to medium term 'over-supply' of industrial land potentially attracting some level of 'transitory' business locations. 	<ul style="list-style-type: none"> • Avoids ongoing costs for both the Council (ratepayers) and applicants in processing resource consents for activities that are not permitted by the designation but are anticipated / appropriate for the zone. • Supports the ongoing growth and development of the airport as an existing resource. • Increase in Airport national and international competitiveness. Resulting in a potential increase in Airport activity contributing a further \$450m to annual GDP, supporting an additional 5,600 jobs by 2031.

COSTS	BENEFITS
<ul style="list-style-type: none"> • Potential short term increase in risk to industrial developers in other locations. 	<ul style="list-style-type: none"> • Efficient utilisation of existing infrastructure and the viable potential to provide greater levels of infrastructure increasing overall competitiveness through economies of scale. • Provide certainty and flexibility for future Airport operations. • Medium to long term relative increase in economic activity. • Enables additional employment opportunities within the zone and supports further employment in the wider area. • Increased provision of nationally competitive industrial land (located by major transport corridors) supply attracting 'additional' businesses to the Region. • Enables additional areas for business development where this will not adversely affect the wider city, giving greater opportunities for development.
ENVIRONMENTAL	
<ul style="list-style-type: none"> • Permitted activities could enable additional traffic generation beyond that presently anticipated. Flow on transport effects are addressed in the assessment of effects section. • Permitted activities could place pressure on infrastructure and servicing beyond that presently anticipated. Such issues are addressed in the assessment of effects section. 	<ul style="list-style-type: none"> • Ensures avoidance of incompatible activities by retaining the activity rule as a critical standard. • Ensures avoidance of amenity / visual adverse effects through retention and updating of rules relating to landscaping, setbacks, etc. • Ensures avoidance of adverse effects by including restrictions on the type or extent of activities that could impact on the wider environment.
SOCIAL / CULTURAL	
<ul style="list-style-type: none"> • The proposed rules would specifically permit activities that may not be presently permitted and which may not be considered to be acceptable to some parties. 	<ul style="list-style-type: none"> • The proposed rules would provide clarity and certainty around what is anticipated to occur within the Special Purpose (Airport) Zone. • The proposed rules would provide clarity and certainty around what levels of activity are expected in which parts of the zone. • The proposed precinct approach would clearly set out how the zone is intended to operate.

Based on this analysis it is considered that the benefits of the proposed policy and rules outweigh the costs and therefore are an efficient approach to the issue.

5.3.3 Specific Rules/Provisions

The overall premise behind the development of the new and amended rule package, is that it is only necessary to control/limit activities that would result in some kind of adverse effect on the environment. As part of enabling the appropriate development of the airport resource, it is considered appropriate to permit any activity where there is no resource management reason for restraint. It is considered sustainable use of the land and established resources to enable future development and thus clear reasons for restriction have been used as the reason for rules.

The key goals in the development of new and amended provisions are to:

- Provide clarity;
- Provide direction; and
- Include justifiable provisions to avoid adverse effects while enabling acceptable growth.

The following is a summary of consideration applicable to individual rules or parts of rules:

RULE / PROVISION	CONSIDERATION
Definitions	<p>Definitions have been inserted to support the amended and new rules.</p> <p>The definitions of "freight depot", "light manufacturing and servicing", "manufacturing", and "repair and maintenance services" have been inserted to provide clear explanation of the nature of industrial activities permitted under the activity rule. These definitions are necessary to limit the activities to avoid adverse effects. Similarly the definition of "warehousing and distribution activities" has been amended to apply to this rule to enable this explanation to fit within the rule. Including such definitions is an efficient and effective method of ensuring clarity of intentions for the rule.</p> <p>The definition of "supermarket" has been introduced to support the new community standard limiting the scale of permitted supermarket activity. This enables clarity around what is intended for this activity and is consistent with definitions used in other district plans around the country.</p>
3.2.3 Open space	<p>This rule has been amended to enable the site area coverage by buildings to be 50% rather than 40%. This is considered to be an appropriate reflection of the nature of business development, both in relation to what has already occurred within the zone and that anticipated to occur. Restriction to 40% coverage is considered to be unduly restrictive on activities that are expected. A coverage of 50% is also more aligned with the scale of development that is permitted with a Business 4 zone which has some similarity to the scale of development anticipated in the Airport zone.</p> <p>An alternative would be to amend the rule to be a plot ratio as is applied in the other Business zones. This would provide a level of consistency with those zones but would involve substantially more change to the provisions than a simple increase in the coverage percentage. Plot ratio provisions are more enabling of taller development styles and thus would not be as well aligned to development in this area or in an area close to aviation activities.</p> <p>A site coverage of 50% is considered sufficient to provide for large areas of open space on a site, ensuring adequate parking provision along with landscaping. It is considered to provide a good balance of built form to open space.</p>
3.2.5 Road access to zone	<p>This rule has been amended to remove reference to Avonhead Road. This is considered appropriate as the function of this road (where it is within the zone) has changed significantly in recent years with the development of Dakota Park. This road is now needed for access to properties and it is appropriate to enable this to occur.</p>

	Associated changes have been made to reasons for this rule as not all the roads covered by the rule were explained in the reasons. It is appropriate to provide this update for clarity and to reflect the changes that have occurred in the zone and surrounding area.
3.3 Community Standards	<p>Community standards have been introduced as a category. Where an activity does not meet a community standard, it becomes a (unrestricted) discretionary activity. This is considered appropriate for some of the new rules.</p> <p>Consideration was given to whether these provisions should become critical standards. This was not considered appropriate as this would imply that activities beyond that provided for in the rule are not anticipated to occur and this is not necessarily the case. Discretionary activity status allows full consideration of all relevant effects and the imposition of appropriate conditions of consent.</p>
3.3.1 Retail Activity - Supermarket	This rule has been introduced as a direct result of economic assessment and advice. This enables full consideration of the effects of any proposed supermarket exceeding a gross leasable floor area of 2,700m ² in area. Discretionary (unrestricted) activity status is considered appropriate as there could be a range of effects but such an increase in floor area is not considered to be totally unanticipated in the longer term.
3.3.2 Staging of Development	This rule has been introduced as a result of the wastewater/sewage network capacity advice. As it is likely that there will be limits on network capacity prior to upgrades occurring, it is deemed appropriate to include such a rule to avoid a situation where capacity issues lead to adverse environmental effects. It is acknowledged that there could be a range of measures that could relieve such capacity issues and thus discretionary activity status is considered appropriate.
3.4.2 Activities within the Special Purpose (Airport) Zone	
Aviation Precinct	This is the area sometimes referred to as "airside operations" and incorporates the main runways and aircraft areas. This is the operational area for the key airport activities and is primarily covered by designation provisions and not intended to be directly influenced by the City Plan rules. The list of anticipated activities within this precinct is included to make it clear what is anticipated to occur in this part of the zone.
Development Precinct	This is the remaining area of the zone and includes the majority of areas in which built activity has already occurred, and where future development is anticipated. Some future development will be directly covered by the designation and the primary purpose of the activity listing for the Development Precinct is to make it clear what activities are anticipated in this area where these may extend beyond those covered by the designation.
Residential activities	Residential activities are not generally necessary for the functioning of the zone but are appropriate in relation to some specific activities. Residential activities are also particularly sensitive to noise effects and thus should be limited in their location. Essentially the operative rule has been continued but updated and incorporated into the wider activity rule.
Travellers' accommodation	Travellers' accommodation is directly related to the visitor gateway function of the Airport. Advice received is that travellers' accommodation in this location would not conflict with or detract from other travellers' accommodation in other parts of the city. It is however deemed necessary to ensure that such activities are not located in the parts of the zone subject to the highest noise levels.
Preschools, places of entertainment, conference facilities,	This part of the rule seeks to recognise the appropriateness of support activities for travellers/visitors and workers in the zone. These activities recognise existing established activities and ensure that they are recognised for their function in

tourist based ventures, educational facilities, etc	supporting the zone.
Retail activities	<p>Retail activities vary extensively in their scale and function. Many such activities are not directly relevant to the zone or necessary for the effective functioning of the zone.</p> <p>Retail activities are generally intended to be limited to ensure that there are not adverse effects on the central city, key activity centres, or suburban centres. To achieve this outcome, and based on economic advice, it is proposed that retail activities generally are limited in extent to reflect the resource consent granted for the "Spiffire Square" development. As this has been granted consent then it is sensible that it be recognised within the plan change in terms of the appropriateness of the scale and type of retail activity proposed. In addition a limit on individual tenancy size is included to avoid an imbalance in activity scale. It would be inefficient to not provide for the consented retail activity as this would directly undermine the plan change's consideration of actual and likely activity levels in the short term.</p> <p>Beyond this, it is not considered appropriate or necessary to limit retail activity inside the terminal buildings as this provides a specific function for travellers/visitors. The nature and scale of such activity does not cause direct impacts on other retail activities and is important for the functioning of a modern airport.</p> <p>Similarly the economic advice is that food and beverage outlets, and trade suppliers do not need to be limited in the zone as establishment of such activities would not result in business distribution impacts.</p> <p>Large format retail is not anticipated within the zone as the advice received is that it could have distributional effects. Likewise advice received is that speciality or department style retail activity could cause adverse impacts on the central city recovery or suburban centres.</p> <p>Alternative approaches to managing retail activity were considered. It would be inappropriate to enable all retail activity in an unlimited manner where there is clear advice that this could lead to adverse effects on the environment. Likewise, restricting all retail activity (such that consent is necessary) would be inappropriate where some such activity would not lead to adverse effects and is necessary to the functioning of the zone. It is therefore considered efficient and effective to provide for some reasonable activity as is proposed.</p>
Offices	<p>Similar to retail activities, there is a need to control the extent of office activities beyond those undertaken within the terminal buildings or those necessary for aviation and permitted activities. Without such control there could be adverse effects on office activity distribution throughout the City and especially in the recovery of the central city.</p>
Freight	<p>Freight and distribution activities are a key component of existing activities at the airport and are expected to continue to occur and develop. These are not anticipated to be limited in any manner.</p>
Industrial activities	<p>Industrial activities can differ considerably in their nature, scale and effects. It is considered important to control the range of industrial activities occurring within the zone to ensure that they remain appropriate. Some activities may be inappropriate based on their effects on the surrounding environment (e.g. noxious industry), based on their incompatibility with established activities (e.g. high traffic generators), or based on their actual or potential effects on other business areas.</p> <p>The limits on industrial activities within the zone are intended to support existing</p>

	<p>activities and to provide for future development that is appropriate. The activities provided for are considered to be wide enough in extent to provide for appropriate development but not excessive in leading to unreasonable expectations or adverse effects. It is possible that there could be some activities that would not fall within this listing and which would therefore require consideration by way of resource consent. This is reasonable as it enables a process as it enables a process of considering such activities in relation to their effects and the intent for the zone as expressed in the objective and policy.</p> <p>Other alternatives to manage industrial activities were considered. Owner management was contemplated as the majority of the land is under the ownership of the Airport company and it is likely that they could adequately manage activities. However this is not necessarily a transparent approach to the issue and is not certain. An alternative approach was considered through controlling direct effects such as trade waste, hazardous substances, etc. While this could be effective it would not be easy to interpret or use as many different rules, in different parts of the plan, could apply. Using an activity based approach is consistent with the structure and content of the rest of the provisions. It is also consistent with the approach utilised in many other plans.</p>
Vehicle activities	<p>Vehicle related activities such as car parking and rentals are directly related to the traveller/visitor function of the airport activity and are supported by the activity rule.</p>
Explanations/reasons, assessment matters, reasons for rules, etc	<p>A range of text amendments and additions have been included throughout the zone description, assessment matters, reasons for rules and similar sections. These changes are directly related to the clarifications incorporated in the rules and the additional rules that have been inserted. This is necessary to ensure that all parts of the provisions work together consistently.</p> <p>Other updates have been made to reflect best practice, changes in terminology used elsewhere in the Plan, changes to the environment since the provisions were developed, or changes in legislation since these provisions were first developed.</p> <p>Assessment matters have been included for the height rule. As a development standard, any breach of this rule becomes restricted discretionary but there were no assessment matters against which applications would be considered. It is considered appropriate to include these for clarity and to ensure appropriate implementation of the rules.</p>

5.4 Further Statutory Analysis

5.4.1 City Plan Objectives

The City Plan currently contains a range of general objectives that have some peripheral relevance to this plan change. These are considered further below:

6.1 Objective: Urban consolidation

To accommodate urban growth with a primary emphasis on consolidation.

6.2 Objective: Business activity and urban growth

Patterns of land use that promote and reinforce a close proximity and good accessibility between living, business and other employment areas.

6.3A Objective: Peripheral urban growth

Peripheral urban development of a scale and character consistent with a primary emphasis on urban consolidation; which avoids, remedies or mitigates adverse impacts on water, versatile soils, significant amenity values and other natural resources; and which makes efficient use of physical infrastructure.

The objectives relating to urban growth seek an emphasis on consolidation and patterns of activity that are appropriately located in relation to access and compatible activities. The intent is to constrain growth within established areas to avoid sprawl and inappropriate pressure being placed on the surrounding rural land resource, along with promoting efficiency. While the airport land is, by necessity, located on the periphery of the urban area, growth and development of this land cannot be considered peripheral development as it would not future extent urban activities outside the existing developed areas. The zone is clearly identified as being within the Urban Limits as set in the Regional Policy Statement. The available land resource within the Special Purpose (Airport) zone is confined by the existing infrastructure and particularly by the location of the aviation operations e.g. the runways. Thus development in the zone is contained to areas that would not adversely impact on goals of consolidation and would not contribute to inappropriate sprawl. Generally, the Plan Change is consistent with the urban growth objectives of the City Plan.

7.8 Objective: Access to the City

Recognition of the need for regional, national and international links with the City and provision for those links.

The key objective in the Transport Section is that relating to access to the City and the need to continue to provide for transportation links. The plan change would not undermine the ability of the airport to function as a regional, national and international connection.

12.2 Role of the Central City

To restore and enhance the Central City as Christchurch's principal focus for a diversity of business, accommodation, community and cultural activities, while managing adverse effects arising from the intended mix of activities.

12.3 Efficiency and Viability

To enable the efficient use and continued viability of the physical resources of the Central City, and promote the economic success and vitality of the area.

The Business Section contains a number of objectives around the restoration and redevelopment of the Central City area, following the earthquakes. It is important that the ability for activities to develop and expand at the airport does not undermine the ability of the Central City to return to its role as a focus of activity or undermine its viability.

In this regard it is also relevant to note the role of the Central City Recovery Plan and its vision for the CBD. The effect of s26(3) of CER Act is that a recovery plan prevails in the event of inconsistency with another instrument.

The economic impacts of the proposed Plan Change have been considered with particular emphasis on ensuring the protection of the Central City area, with expert advice provided in this respect (see **Appendix Twelve**). Thus the expectation is that such activity enabled through the Plan Change would be appropriate in relation to these objectives. It is also intended that the controls on development in the zone would further ensure that the Central City and its recovery was not compromised due to competition from this area.

Business objective

A distribution, and diverse range, of business environments which meet the social and economic needs of the wider community, while avoiding, remedying or mitigating the potential adverse effects of their activities within the immediate area, and on the broader surrounding environment.

12.1 Distribution objective: Distribution of Business Activity

A distribution, scale and form of business activity which meets the economic needs of businesses, provides the community with convenient access to goods, services and opportunities for social interaction, and which:

(a) is able to be efficiently serviced by infrastructure, including water, effluent disposal and roading;

(b) encourages in appropriate circumstances:

- co-location of community services and facilities within the central city and district centres;
- consolidation of residential development around selected consolidation focal points;
- accessibility, by a variety of modes of transport, to centres providing a wide range of public and private services and facilities; and

(c) manages the adverse effects of business activities on the environment, including:

- maintaining or improving the safety and efficiency of the road network and related systems for all users (including public transport, pedestrians and cyclists), and minimising unnecessary trip generation;
- maintaining the amenity of residential and other sensitive environments (including local roads);
- ensuring the function, vitality and amenity of those existing centres that provide a wide range of public and private services and facilities to the community will not be significantly affected by new retail activity; and
- minimising contamination, pollution, odour, hazardous substances, noise and glare.

12.10 Industrial areas objective: Role of industrial areas

A wide range of industrial areas which accommodate a diversity of appropriate business activities, where adverse effects are avoided, remedied or mitigated.

The overall business objective and those relating to distribution and industrial areas, seek that distribution is appropriate to accessibility and is located to appropriately manage effects. The location of the airport has been used for many years for forms of business/industrial activity and thus is well established as a node for activity which meets social and economic needs. The potential for expansion of activity would give greater opportunity for services to meet community needs for employment and products. The ability to provide for business opportunity in this location would give another area that increases the diversity of sites for varying business activities. The proposed complimentary controls within the plan change are intended to manage effects of activities to protect amenity and avoid adverse effects on surrounding areas.

12.11 Industrial areas objective: Amenity and effects of industrial areas

A standard of amenity in industrial areas recognising their location and function, whilst avoiding, remedying or mitigating the adverse effects resulting from activity and development in these areas.

It is intended the standard of amenity in the airport area, which is currently high, would be maintained and enhanced through the package of controls including those on built form and landscaping. This would reinforce this objective for ensuring that business areas have an appropriate level of amenity.

5.4.2 Regional Matters

The key objective (5.2.1) in the new operative RPS in relation to development in the entire Canterbury Region seeks that development be located and designed so that it functions in a way that:

(1) achieves consolidated, well designed and sustainable growth in and around existing urban areas;

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

(2)(f) is compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure; and

(2)(g) avoids adverse effects on regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects.

Enabling a range of activities, beyond the key aviation operations, to occur on airport land would be consistent with the objective as it would enable economic development in an established business environment, while avoiding adverse effects. The airport location is appropriate for business development given its locational benefits of proximity to both the airport activity and SH1. Through the provision of appropriate rules on activities, compatibility and avoidance of adverse effects can be maintained.

In relation to the provisions of the decision version of PC1, the objective and policies of relevance to the airport zone include objective 8 and policies 3, 5 and 10. These collectively seek to protect and provide for strategic infrastructure, and promote business development while protecting Key Activity Centres. Similarly to the above comments, the development of the airport land in a way that protects aviation operations, will provide for development of this strategic site and can be done in a way that will not undermine other business land areas or Key Activity Centres.

The Regional Plans have a particular focus on water quality protection in relation to development on the airport land and this can be maintained through a range of operational controls on any future development.

Overall therefore it is clear that the proposed Plan Change is consistent with the intent of the Regional Policy Statement and Regional Plans.

5.4.3 Risks of Acting or Not Acting

The Act requires an evaluation of the risk of acting, or not acting, if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.

In this case there is a wealth of information available about the subject matter including significant history on the use of the land, extensive documentation of recent land use changes and consenting issues, and a wide range of "legal" input through both legal opinions and case law.

The wide range of information available does show that there are varied opinions and views expressed on the issues and not necessarily consensus over how the airport land should develop in the future. This is not an uncertainty about the subject matter but is an issue of different opinions.

However, there is sufficient information around the subject matter of the policies, rules, or other methods to proceed with the plan change.

5.4.4 Part II Analysis

Section 6 of the Act sets out the Matters of National Importance which need to be recognised and provided for in managing use, development and protection of resources. Few matters within this section are of relevance to this Plan change as it is not close to the coast, wetlands, lakes or rivers, does not contain any identified historic heritage, is not within an area of outstanding natural landscape, or contain any significant indigenous vegetation or significant habitats of indigenous fauna. In relation to Maori culture, tradition or customary rights, there is no known significance to the land in question.

Section 7 addresses "other matters" for which particular regard needs to be had when managing the use, development, and protection of resources. Again due to the location and use of the land, few of these matters are relevant to the Plan Change. It is considered that the proposed plan change would enable efficient use and development of the natural and physical resources associated with the airport land. The natural resource of the land and the physical resources of the infrastructure and existing development can be used and enhanced through additional compatible development that is controlled to avoid or mitigate adverse effects. The controls through rules in the City Plan will ensure that amenity values are maintained and enhanced, e.g. through requirements for setbacks and landscaping. Likewise the quality of the environment will be maintained and enhanced through provisions to ensure appropriate development occurs and inappropriate development is not permitted.

Section 8 requires that the principles of the Treaty of Waitangi are taken into account. It is not anticipated that activities enabled by this plan change would have any significant impact on Ngai Tahu values. The Council is engaging with iwi regarding the plan change.

Section 5 sets out the overall purpose of the Act as promoting the sustainable management of natural and physical resources. The airport land is made up of extensive areas of natural land resource and much of this is necessary to ensure the ongoing aviation operation of the airport as a key strategic resource. Continued use and development of the natural land resource needs to be well managed to ensure that this use is strategic and appropriate.

The physical resources of the area have developed over many years with considerable infrastructure in the way of roading and services (water, wastewater, power and

communications). Again the ongoing use and development of these physical resources needs to be carefully managed to make best use of these through compatible activities and planned development.

It is considered that the proposed plan change would provide for social, economic and cultural well-being and health and safety. These well beings are linked in terms of the area providing for workers and travellers associated with the aviation operations and for employers and employees in other associated or wider business activities within the land. Health and safety is to be maintained through clear procedures around aviation operation, existing controls in the City Plan e.g. relating to noise effects, and proposed new controls over the scale and extent of anticipated activities.

In providing a clear policy framework and an extensive rule package, through this plan change, it is intended that the ongoing development of the airport land would be sustainable in providing for the needs of present and future generations, as well as avoiding, remedying or mitigating adverse effects. The clear policy framework is intended to give direction over what is intended for future development in the area. The rules are intended to specifically manage appropriate activities in a way that avoids adverse effects, enabling a clear framework for consideration of unanticipated activities against the policy direction.]

A planning framework that is enabling of the competitive operation of the airport, and the benefits to community wellbeing to be derived from that, and where adverse effects do not compromise other strategic planning aims, is in accordance with the sustainable management purpose of the Act. Overall, it is considered that the comprehensive package of this plan change, when read as a whole, will promote sustainable management.

5.4.5 Functions of a Territorial Authority

The proposed plan change will assist in the ability of the Council to fulfil its function in achieving integrated management of effects. By better defining and controlling activities within the Special Purpose (Airport) Zone, the Council is better able to integrate these activities with the wider environment. It is also appropriate that the Council establishes policy rather than effectively delegating it to the requiring authority through the designation.

The proposed policy framework and rules package will enable control of actual and potential effects of activities.

6.0 Assessment of Environmental Effects

As part of undertaking technical assessments, some of the experts considered a set of possible scenarios developed to test potential growth within the zone. These scenarios essentially set up a hypothetical spectrum of development opportunity within the zone, and included:

- Scenario 1 – Current airport uses
- Scenario 2 – Wider range of activities at Dakota Park
- Scenario 3 – Mid-range traffic generation for wider activities throughout the zone (this is essentially the scenario that matches the plan change)
- Scenario 4 – Higher traffic generation for a wide range of uses throughout zone

The following is an assessment of the actual and potential effects on the environment from a change to the Special Purpose (Airport) Zone as proposed by this plan change.

6.1 Economics

An economic study has been prepared by Property Economics Ltd to inform this plan change. The study assesses the economic value of the Airport to the economy, reviews issues of competitiveness, considers potential risk, and investigates the market for General Industrial land and retail in Christchurch. It considers the potential economic costs and benefits to the City of retaining or altering the Special Purpose Airport Zone restrictions and identifies possible provisions to mitigate potential impacts. The following is a summary of the content and conclusions from that report (refer to **Appendix Twelve** for the full report):

Airports have always represented significant economic assets in any economy from large cities to smaller tourist dependent locations. In more recent times however they have widened their scope driving the fundamental competitiveness of localities for essential business activity. On top of the significant direct, indirect and induced economic impacts airports have on the accommodating area there are two key benefits that are gaining increased prominence: Connectivity and Productivity. Christchurch International Airport is no exception in terms of its significance to Christchurch City and in turn the Region.

A potential risk to the Canterbury economy lies in the ability of Christchurch Airport to retain and improve its competitiveness, without this the value generated by this economic conduit is likely to diminish over time. As the level of relative competitiveness in the Airport market grows the economic well-being of the Canterbury, and in fact South Island, community rely on the viable options available to the Airport to continue to attract business.

With the proposed greenfield industrial land identified under Plan Change 1 ("PC1") to the Regional Policy Statement, Christchurch faces key locational and timing decisions around its provision based on the net economic value to the community and the City's business competitiveness.

Given the industrial sectors expected to grow and the ratios of employment to land by sector, it is estimated that Christchurch City will require approximately 288ha of industrial land to 2031 (16ha per annum). Under other scenarios this number could increase to 350ha (20ha per annum).

Christchurch City vacancy levels are currently estimated at 350ha (excluding the Special Purpose Airport zone). Historical uptake rates show an increasing demand for industrial land in west Christchurch over the past 12 years. There is a distinct movement of industrial activity from the

central Christchurch areas out to the western fringe. Demand in this location is typically a mix of industrial uses with an increasing propensity towards Transport, Storage and a proportionately smaller, but increasing, demand for high amenity smaller/lighter industrial uses.

In considering the four development scenarios, it was clear from the high level economic assessment that the current situation (Scenario 1) does not offer the best economic outcome for the City. This situation will continue to create uncertainty both for businesses in this area and for the patrons of the Airport. While this scenario would appear to be conservative in terms of its potential impacts on other industrial areas it is likely that this restriction will result (and is currently) in less business activity in the Region as a whole, and therefore a smaller market for existing industrial locations. While difficult to quantify the potential costs to the Regional economy it is safe to assume that the impact on the Airport's national and international competitiveness alone will result in the potential loss of growth in the Airport's commercial operations of \$450m (2% of Regional GDP) per annum by 2031. This excludes the catalytic benefits of businesses that would not otherwise locate in the Region at all.

Scenario 2 goes some way to reducing the economic impacts of the restrictions on the Region as is ultimately likely to improve the long-term competitiveness of the Airport in terms of business efficiency. However it is clear that the net economic benefits to the City and Region are unlikely to be maximised essentially curtailing the Region's potential economic growth.

Scenario 4 offers a better economic outcome than the first two scenarios however the concern is for the impacts on existing centres (and specific centres recognised as KACs in the City Plan) for the provision of inappropriate retail and office activity. Although this location would be competitive for such activity, as recent international and national examples would attest to, the potential impacts would be exponential in nature.

The finding of this report is that a representation of Scenario 3 be adopted for the zone. This would include:

- The provision for general industrial activity over the 143ha vacant land area. Given the potential addition of 62ha of demand to 2031, there is sufficient demand for appropriate activities to be accommodated in this location.
- That this industrial activity is restricted to 'light industrial' activity, including trade supply activity.
- That no timing restrictions are applied on development from an economic perspective.
- That 'Speciality' retail is restricted to convenience oriented retail activities.
- That non-convenience Large Format Retail ("LFR") be restricted in its status at this point (e.g. Non-Complying).
- Supermarkets within the zone be capped at one.
- The provision for commercial / office space be for activity directly associated with the Airport operations and associated functions.
- Travellers accommodation be enabled in and around the terminal area.

Although the international trend in airport activity is to produce a 'mini-city' that is self-sufficient, this approach is seen as inappropriate for Christchurch given the potential level of impacts on the existing KACs and the CBD.

The convenience retail associated with this site will by its nature not lead to any adverse effects on the CBD or any KACs. The provision of LFR needs to be more carefully managed. There is no economic evidence to advance the proposition that LFR activity is most appropriately located within the zone or is critical or unique to the on-going function and operation of the airport. However the zone should form part of a suite of further assessed potential options available to

accommodate non-convenience LFR activity to satisfy future demand in the North-West market, determines the most appropriate location to site such LFR activity, and promotes the efficient operation of the market and enhanced community wellbeing.

Given the current requirement that office activity needs to be associated with the Airport's functions and operations, a restriction should be placed on general office activity within the zone that falls outside of this category to reduce the likelihood any relocations or in fact activities present here that would otherwise locate (in a long-term competitive manner) in either the CBD or KACs.

In terms of industrial activity it is the finding of this report that the provision of the more flexible zoning on the airport land will in fact create additional business activity in the Region essentially improving the economic environment in which both the CBD and KACs operate. The potential uptake of industrial activity at the Airport will not directly impact negatively upon the sustainability or the activity of any identified KAC.

6.2 Transport

An Integrated Transport Assessment (ITA) has been prepared by QTP to inform this plan change. The ITA has assessed potential land use change within the Airport zone in relation to transport impacts. The following is a summary of the content and conclusions from that report (refer to **Appendix Thirteen** for the full report):

The zone is well connected to Major Arterials that provide vehicular routes in all directions of travel. These include:

- State Highway 1 (SH1) Johns Road (two-lane route to the north, currently being widened to four lanes)
- SH1 Russley Road (two-lane route to the south and west, currently being widened to four lanes)
- Memorial Avenue (four-lane route to the east, including central Christchurch)
- Harewood Road (two-lane route to the east and Strategic Ring Road)

The zone is also bounded by other lower level roads (within the hierarchy). These include:

- Mcleans Island Road (a Minor Arterial) at the northern boundary
- Pound Road (a Collector Road) at the western boundary

Other roads internal to Christchurch Airport generally have a local access function and are a mix of public and private ownership.

The daily traffic volumes within and around the zone generally reflect the existing City Plan hierarchy, with the arterials attracting substantially more traffic than (most) collectors and local roads. Traffic volumes on the orbital SH1 Russley / Johns Roads are 2-3 times higher than those catered for by the radial classified network. On the latter, however, traffic volumes do indicate that Wairakei Road is currently likely to be fulfilling a movement function closer to a Minor Arterial than a Collector.

Significant road upgrades are proposed or underway in the immediate area around the airport, particularly in relation to SH1. These will assist to support capacity and efficiency of the road network as activity levels increase within the airport zone.

SH1 (Johns Road and Russley Road) is currently being widened to four lanes. This is causing major temporary disruption and congestion within the study area during peak periods. Prior to this construction commencing however, congestion could be regularly observed on SH1 during peak

periods, especially following the major seismic events which resulted in many businesses temporarily relocating to the airport area. Once the SH1 four-laning is complete, traffic modelling indicates congestion within the area is likely to be limited to the roundabouts at Sawyers Arms Rd and Harewood Rd, during peak periods.

6.2.1 Scenarios

The ITA has assessed four potential scenarios for growth within the Airport zone, for the horizon years of 2026 and 2041. This assessment has found that some network upgrades local to the zone are required irrespective of the scenario pursued and accordingly are assumed as part of the network for this appraisal. These relate to:

- Pound Rd / Ryans Rd four-way give-way intersection upgraded to a roundabout.
- Orchard Rd / Wairakei Rd four-way give-way intersection upgraded to a roundabout.

The modelled network performance for Scenario 1 indicates that the majority of the capacity issues occur by 2026 and impact on:

- SH1 / Sawyers Arms Roundabout (LOS F)
- SH1 / Harewood Rd Roundabout (LOS F)
- Waimakariri Rd give-way approach to Harewood Rd (LOS E)
- The assumed signalised MAIL eastern egress on to Memorial Ave (LOS E)
- Many give-way approaches to both Harewood Rd and Memorial Ave are predicted to operate with a poor LOS (E or F).

The locations that retain a good level of performance (LOS D or better) at 2026, but have high delays (LOS E or F) in the 2041 analysis, are:

- Waimakariri Rd give-way approach to Sawyers Arms Rd (LOS D)
- Grays Rd give-way approach to Ryans Rd (LOS D)

The network efficiency of these locations is not significantly adversely affected by Scenarios 2 to 4, such that these intersection approaches generally continue to operate with a reasonable level of service (LOS D) within the 2026 assessments. The one exception is the Waimakariri Rd approach to Sawyers Arms Rd which under Scenario 4 deteriorates to LOS E in the PM peak hour. As would be anticipated, the network capacity issues noted above for Scenario 1 are also present within the modelling of scenarios 2 to 4, generally with modest increases in the modelled delays.

Sensitivity testing was undertaken by adding estimated traffic volumes attributable to development within the North West Review Area and this showed that capacity issues generally occur in the same locations even without additional traffic from the review area.

6.2.2 Intersections

The transport modelling undertaken identifies upgrades required to priority intersections to form roundabouts at the following locations within, or close to, the zone, in order to maintain the safe and efficient operation of the road network:

- Orchard Rd / Wairakei Rd
- Pound Rd / Ryans Rd

- Logistics Drive / Mcleans Islands Rd
- Grays Rd / Ryans Rd

In addition, in the absence of any more comprehensive improvements to SH1, improvements to the following roundabouts on SH1, beyond those proposed as part of the NZTA's Western Corridor improvements, to provide three circulating lanes are also identified:

- SH1 / Harewood Rd
- SH1 / Sawyers Arms Rd

Analysis indicates that these improvements are likely to be required for the anticipated development of the zone for current airport uses (Scenario 1). Higher traffic generation associated with Scenarios 2 to 4 will exacerbate the identified efficiency and safety issues, resulting in a greater need for the mitigation measures.

This report has considered the potential impacts of this plan change on the operation of the Russley Road interchanges. The available distance between the ramps at the proposed Memorial Avenue interchange and the proposed Southern Airport Access is sub-standard. For the forecast traffic volumes at 2041 under Scenario 1 (without the NWRA Plan Change assumed), the short 'weave' length results in a predicted capacity that is just sufficient to accommodate forecast traffic volumes. The addition of traffic attributed to Scenario 3 results in the proposed road layout being just over capacity, with an associated increased risk of efficiency and safety issues.

In essence, the increase in traffic from changes to activities in the Special Purpose (Airport) Zone will create some issues with SH1 intersections and network capacity but these would occur to a large extent even without changes to Special Purpose (Airport) Zone beyond the existing City Plan provisions.

6.2.3 Safety

Assuming current crash rates prevail, the number of reported crashes within the wider study area could be expected to rise by around 39% at 2041, compared to the average performance between 2008-2012, even given no additional development beyond the 'do-minimum' land use assumption. The social costs of these crashes, after allowance for under-reporting, would however be expected to rise by a lower amount, being around 34%. This difference is because, overall, the improved network within this study area would result in less-severe crashes.

Additional development within the zone itself is however not expected to have a marked effect on safety, given the assumed improvements noted above. Potential improvements in the vicinity or at existing intersections would be balanced somewhat both by increased vehicle (and thus crash) numbers over time within the general area, and also by additional crashes at new intersections. Similarly, increases in crashes within the zone due to increased traffic (e.g. to and from Dakota Park) can be balanced by the improved (safety) performance of measures proposed for mitigation (e.g. the recommended roundabout at Orchard Road / Wairakei Road).

6.2.4 Walking, Cycling and Public Transport

The Western Corridor includes facilities for walking and cycling and is likely to result in an improvement over existing conditions at some locations. However, the perceived barrier of crossing such a major corridor may deter some potential cycle trips, particularly those that would otherwise logically use the Wairakei Rd access to the airport which is to be closed under the Western Corridor proposals.

Access to the zone for cycling, walking and public transport (and general traffic, depending on scheme form) could be improved through the retention of an access at Wairakei Road, underpassing or overpassing SH1. However, this potential improvement is not consistent with the NZTA's proposals for the Western Corridor which include the provision of a new road parallel to SH1 to accommodate left turning vehicles from Wairakei Rd, who may then access SH1 or the airport at the Memorial Ave interchange.

Assessment of the accessibility of the zone for public transport, cycling and walking indicates poor accessibility for these modes due to the urban fringe location. From a sustainable transport perspective, due to the potential benefits of the location of appropriate business types together in a central location, such as the Central City, it is recommended that consideration be given to adopting Plan Change rules to limit the degree of office-related development at this urban fringe location, which is considered to be better suited to industrial activities. Such rules would also reduce the risk of higher traffic generation rates than those assessed, thereby reducing the impact at the highlighted locations on SH1 where no mitigation schemes have been identified.

6.2.5 Other

The report indicates that general office facilities would not be desirable in this location as from a sustainable transport perspective the co-location of office development within the Central City is preferable to the urban fringe. The report considers that if office development unrelated to the airport and ancillary activities is permitted, the standard City Plan rate for offices (2.5 spaces / 100m²) will be insufficient given the relative inaccessibility of the area to alternative modes of transport, and the parking rate used for the Business 4T Zone would be more applicable (4 spaces / 100m²). The plan change does not propose to provide for general office activity as a permitted activity.

In addition the report recommends:

- a wider use of travel plans for proposals for activities of a larger scale,
- that the City and Regional Councils work together on improving public transport to the airport area, and
- that the City Council, NZTA and CIAL need to work together on additional roading improvements in the area.

6.3 Infrastructure Support

6.3.1 Water Supply

All water is supplied by artesian wells located within the Christchurch International Airport boundaries and a ring main supplies potable water to the terminals and buildings. The onsite fire service has multiple sources of water including the potable water main.

The system has substantial unutilized capacity within the consents held by CIAL from the Canterbury Regional Council. Thus any expansion of operations within the airport land can be adequately serviced for water supplies.

Refer to **Appendix Fourteen** for more information on the water supply situation.

6.3.2 Sewer Connections and Wastewater Disposal

A technical report has been provided by Helen McGettigan, Planning Engineer in the Christchurch City Council Wastewater team. This report addresses both present and future servicing for reticulated wastewater services. The following is a summary of the content and conclusions from that report (refer to **Appendix Fifteen** for the full report):

The whole of the zone is presently connected to the Christchurch City Council sewer network at a point adjacent to 750 Wairakei Road. There is also a connection under Russley Road to connect to the Avonhead Road sewer, however this is not presently utilised. The current connection to the Wairakei sewer is serviced by a pump station at the corner of Avonhead Road and Ron Guthrey Road.

Due in part to existing network issues and in part to damage from the earthquakes, the modelling undertaken indicates that there is no capacity for additional flows within the Avonhead sewer. Similarly, within the Wairakei Collector, there are capacity constraints. At this point in time, the updated modelling has not been undertaken to understand the exact capacity for the Wairakei Collector. Therefore, the present assessment of available capacity in the Wairakei at around 15 l/s has been made based on the information about flows and current pipe capacity available. At an assumed unit average sewer flow of 0.09 l/s/ hectares and using the IDS standard methodology, a further 35 hectares of development could be accommodated within this line.

Upgrades are proposed to both the Northern Relief trunk sewer (by way of the Colombo and Wairakei diversions and the Grassmere storage proposal), and the Riccarton Main Trunk sewer. It is understood that such works would be completed by 2019.

Given the capacity constraints, the report recommends that no wastewater connection be enabled to the Avonhead sewer until the network upgrades are complete in 2019. It also recommends that a limit on development within the zone to some 35 hectares be imposed to fit within the capacity of the Wairakei Collector.

These limits have been included within the proposed Plan Change by way of a staging rule, limiting development to 35 hectares of additional building development or land use, beyond that existing at the date of the plan change becoming operative, until July 2019, or until such time as the Avonhead sewer line, the Riccarton Interceptor and/or the Riccarton Main Trunk Sewer are upgraded to a capacity adequate to service additional building development or land use within the zone. Such discharges are also to be limited to connection to the Wairakei Collector during this period.

The technical report also indicates that there may be options for capacity increases in time and thus the rule has been included as a discretionary activity status to enable applications in the future if necessary. It is also envisaged that such a rule would be removed in time once capacity is resolved.

6.3.3 Stormwater Capture and Disposal

Stormwater capture and disposal for both the airside and landside areas are covered under stormwater consents held by CIAL from the Canterbury Regional Council (CRC9811291.1 (Airside) and CRC000013.2 (Landside)). These consents include capacity for additional activities to be developed within the existing stormwater consents.

Future capacity is provided by consent CRC042924 to allow an additional 50ha of compacted and hardstand area. This provides capacity for additional activities to be developed within the existing stormwater consents.

Refer to **Appendix Fourteen** for more information on the stormwater situation.

6.3.4 Electricity, Communications and Gas

The airport zone is supplied with power, communications (cable, microwave and radio frequency), and reticulated gas, all with the capacity to provide services to a growth in activity within the zone.

The airport land is supplied by the Orion NZ network via two independent sub stations at Harewood and Hawthorndon. An additional third independent supply is available from Papanui should there be any outages. The sub-transmission network has full N-1 capability and therefore outage at transformer or transmission line will not cause interruption of supply. Any expansion of activities within the airport zone can be serviced in relation to electricity.

There are existing supplies to the area including, land based cable (Telecom NZ), microwave for cell transmission and radio frequency. These are adequate to deal with increasing operations.

Gas is supplied through in-ground reticulation by Rockgas and the network includes Orchard Road, Durey Rd, Memorial Ave and Harewood Road.

Refer to **Appendix Fourteen** for more information on the situation in relation to electricity, communications and gas supply.

6.4 Land Conditions

6.4.1 Geotechnical conditions

CIAL have had investigations undertaken by Tonkin and Taylor Ltd in 2011 and 2012 to better understand geotechnical conditions on airport land and particularly liquefaction hazard potential.

The assessment showed that liquefaction is not expected to occur for the following reasons:

- The geotechnical investigations showed that the soils are primarily non-liquefiable gravel. The gravel is too permeable and too dense to liquefy.
- The depth to groundwater is greater than seven metres below ground level. This means that even if liquefiable materials are present which were not picked up in the geotechnical investigations a non-liquefiable crust of greater than 7m will prevent liquefaction induced damage occurring on the ground surface.

For this reason, it would appear that there are no geotechnical reasons to limit development within the zone.

Refer to **Appendix Sixteen** for more information on geotechnical conditions.

6.4.2 Land contamination

CIAL have also commissioned work by Pattle Delamore Partners Ltd to undertake a preliminary environmental assessment at ten former landfills located within the airport property, with a view to better understanding potential environmental issues associated with the sites and ways to deal with the sites. This report provided information on the level of environmental risk from the contaminant sources and migration pathways.

Since the time of the report, monitoring bores and test pits have been installed, and samples taken. There is now a good knowledge of the contamination levels within the zone and how to manage these. There have also been a number of developments on previously affected land

(McDonalds, NZ Post Distribution) which have led to sampling and some remediation work. CIAL has also received consent under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health in relation to the Dakota Park area.

It is understood that any existing land contamination is well known and is able to be dealt with appropriately at the time of any future use of the land without leading to any adverse effects on the environment.

Refer to **Appendix Seventeen** for more information on land contamination issues.

6.5 Amenity

Many of the existing plan provisions are intended to deal with amenity based issues – building setbacks, landscaping, etc. These rules are particularly designed to place an emphasis on key public areas and corridors, especially Memorial Avenue and State Highway 1.

It is intended that these rules would continue to apply and would be further reinforced by the policy which includes references to *“having regard to effects on amenity values, including the relationship between buildings, roads, car parks and landscaping”* and *“seeks to avoid adverse effects of activities on the visual amenity of Memorial Avenue and Russley Road”*.

These rules would ensure that any future development maintains a reasonable standard of amenity within the zone, and between the zone and surrounding areas. It is considered that future development within the zone would not cause adverse effects on the amenity of the surrounding area.

Other aspects that impact on amenity, that are not specifically covered by this plan change, include noise emissions and visual effects of signage. While these matters are addressed by other provisions in the Plan (specific noise rules and signage rules in Volume 3, Parts 10 and 11), it is intended that the policy would set a clear intention for the outcomes expected with the zone.

6.6 Noise

It is not proposed that there be any change as part of this plan change to the noise rules within the Special Purpose (Airport) Zone or in any other surrounding zone, nor is it proposed that there be any change to the noise contours. Any proposed changes to these would be considered as part of separate plan change or district plan review processes.

Likewise it is not proposed that this plan change alter the noise insulation rules for sensitive activities in the zone. This rule requires sensitive activities (e.g. sleeping areas within travellers' accommodation) to have adequate noise insulation to protect the health and amenity of people in these areas. It is considered that these provisions remain appropriate and necessary to avoid adverse effects on users.

No noise/acoustic assessment has been considered necessary as part of developing this plan change as no direct impact on, or from, noise is proposed to occur.

6.7 Social / Cultural

As the plan change is primarily around resolving issues with the current plan provisions and providing direction, it is not considered to have any direct social or cultural impacts. The zone has been recognised for many years and development of the area for airport and associated activities has been established for a long time. As such, urban development of the zone is

understood by the community, and community expectations have been informed by the airport's existence and operation for many years.

It is considered that enabling continued development and appropriate growth of the zone would provide benefits to the wider community such as through employment opportunities and support for the tourism industry. The economics report provides information on such social benefits.

6.8 Trade Suppliers and Large Format Retail

The effects of retail activities generally, and large format retail specifically, have been considered above in relation to both economic and transport reports. It is clear from these reports that there is a need to limit retail activities occurring within the Airport zone in general to protect the CBD and key activity centres, but that convenience retail is acceptable with a cap to recognise the Spitfire Square consent.

During development of the plan change a question has arisen regarding trade suppliers and how these should be treated as activities anticipated or not within the Airport zone.

The economic assessment from Property Economics Ltd recommends that Large Format Retail (LFR) not be provided for as part of the plan change, due to the potential for distributional effects⁷. However, that report also states that trade based suppliers can be distinguished from other Large Format Retail in terms of effects, so may be acceptable in the revised Airport zone, as the zone would be similar to light industrial zones, which are typically the zones/locations of choice for these activities. The current definition of trade suppliers in the City Plan includes "sales to the general public", since a definition that excluded all sales to the general public would be unworkable. The economics report goes on to liken trade based suppliers to being more like industrial activities rather than retail activities in their distributional effects.

The transport advice from QTP is that the traffic impacts of providing for a large trade supply store in the Airport zone (or in Area 2 of the North West Review area) are likely to be (relatively) small, compared with alternative use of the land for industrial purposes. However the report goes on to qualify this conclusion stating that there are remaining concerns given the significant pressure projected to occur on the currently-planned roading network *irrespective* of the potential use of a relatively small proportion of the potential business land for trade supply purposes, such that an accumulation of traffic effects could become significant on strategic infrastructure.

On the basis of this technical advice, and in the absence of any technical expert advice to the contrary, it would appear appropriate to list trade suppliers as a permitted activity along with the other permitted activities listed in rule 9-3.4.2.

The report to the Planning Committee (September 2013) stated:

"35. The current definition of trade suppliers in the City Plan means a business engaged in sales to businesses and institutional customers and may also include sales to the general public. The High Court has noted in a decision on trade suppliers at Ferrymead, that a definition that excluded all sales to the general public would be unworkable. Council officers are therefore concerned that providing for trade suppliers at the airport could enable 'destination retailing', which would, in the view of officers, represent a policy shift, and go beyond what has been agreed in recent years in discussions with CIAL as part of stakeholder consultation. CIAL has previously sought to be identified as a Key Activity Centre (key commercial/business centre) in the Regional Policy Statement, a position not supported by the UDS partners, although it was agreed that the airport should be

⁷ Noting that there is further work being undertaken by the Council on this matter as part of understanding LFR generally and particularly in the North West of Christchurch.

included within the Urban Limit (now known as the Boundary of Infrastructure Supported Area). The airport is now described in the RPS as "strategic infrastructure" and a "significant regional transport hub".

36. The CCC staff position is that a precautionary approach should still be taken to trade based suppliers at the airport. This is for several reasons, including the further work now being undertaken on the City's commercial strategy and provision for large format retailing generally in the District Plan review. More specifically, Chapter 6 of the Regional Policy Statement notes in Policy 6.3.6 that new retailing outside of centres, could in some circumstances result in adverse urban form effects. As noted above in paragraph 22, the Special Purpose (Airport) Zone needs to be seen in the context of all of the land use changes occurring in this part of the City. If trade based suppliers were allowed at the airport, it would be difficult to resist similar large format activity also being provided for on the MAIL site and within the other business zones (Areas 1, 2 & 3) in the North West Review Area.

37. With regard to trade suppliers, while individual trade suppliers may not result in more than minor traffic effects, the transport advice is that it is important to maintain the overall efficiency of the strategic transport network, as land use change takes place in the wider area."

Based on the staff position outlined above, the Council has decided that the plan change proposed to be notified will not expressly include trade suppliers in the list of permitted activities within the zone.

7.0 Consultation

Consultation has been carried out in relation to:

- Workshops with Christchurch City Council Councillors.
- Meetings and liaison with the Fendalton/Waimairi Community Board.
- Meetings and liaison with Christchurch International Airport Company.
- Correspondence and meetings with landowners within the zone.
- Correspondence with landowners and occupiers in the immediately surrounding area.
- Meetings and liaison with NZ Transport Agency.
- Meetings and liaison with the Canterbury Regional Council.
- Correspondence with Ngai Tahu.
- Schedule 1 consultation as required by the RMA.

Feedback from consultation with Christchurch International Airport Company has raised the following issues:

- Strong support for the intent of the plan change to provide a clear policy framework and update the provisions for activities within the zone.
- General support for the content of the plan change.
- Specific concerns over the exclusion of trade suppliers from the list of permitted activities, and the staging rule.

Feedback from consultation with landowners within the zone and other parties has raised the following issues:

- The need for greater liaison between the Christchurch City Council and the NZ Transport Agency to manage the roading network in the area surrounding the zone.
- The need for ongoing consultation with Ngai Tahu runanga.

Feedback from consultation with the general public, including landowners and occupiers in the area surrounding the zone, has raised the following issues:

- Concern over noise resulting from activities within the zone.
- Concern over activities established in Dakota Park.

8.0 Conclusions

Are the proposed changes efficient and effective?

Based on the analysis undertaken above it is considered that the proposed changes within the Plan Change are both efficient and effective.

What are the risks of acting or not acting?

As stated above, there is sufficient information that there are no significant risks around proceeding with this Plan Change.

Does the Plan Change better achieve the purpose of the RMA?

Overall it is considered that the Plan Change will better achieve the purpose of the Act than either the present situation or any alternative approaches examined.

Having assessed the proposed Plan Change against all the requirements under the RMA, it is considered that the proposed changes to the Christchurch City Plan would meet the sustainable management purpose of the Act. The proposed Plan Change would better meet the objectives of the City Plan for development in the airport area than the present situation and would provide clarity around intentions for future use and development in this area.

Appendices – see separate documents (not included in Council Agenda)