

**SECTION 32
RURAL CHAPTER 17**

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1. STRATEGIC CONTEXT

1.1 PURPOSE AND SCOPE OF THE RURAL CHAPTER

1. The purpose of the Rural Chapter is:
 - a. To provide a streamlined, focused and updated framework and process for the management and direction of rural land.
 - b. To provide certainty and clarity around the rules and standards applying to rural activities, including quarrying activities, and non-rural activities undertaken within the rural environment.
 - c. To identify key characteristics, values and outcomes for rural land and manage activities to achieve these.
 - d. To manage rural dwellings to enable continuation of rural activities, avoid reverse sensitivity effects, retain the effective functioning of rural land and support a consolidated urban form.
2. Both the Christchurch City Plan and the Banks Peninsula District Plan currently provide a large and broad suite of objectives and policies in relation to rural areas. In reviewing those provisions, a number of changes were identified that would assist with Canterbury's recovery. In particular there is a need to:
 - a. Re-focus the objectives and policies so they specifically recognise and respond to recovery issues, where appropriate, and identify opportunities to remove unnecessary regulatory controls on rural activities (i.e. reduce consent and notification requirements).
 - b. Update the provisions (some being nearly twenty years old) to reflect the direction of relevant statutory documents and current best practice, in particular the Greater Christchurch Land Use Recovery Plan and Canterbury Regional Policy Statement.
 - c. Streamline the rural provisions to combine and consolidate the current City Plan and the Banks Peninsula Plan.
3. The District Plan Review (DPR) has been divided into chapters (or parts of chapters) that are urgent and less urgent in promoting the recovery of Christchurch. The Stage 1 priority chapters were notified on 27 August 2014, including the Strategic Directions Chapter. The Rural Chapter is part of Stage 2 of the review.
4. This Section 32 is guided by the policy direction contained in Chapter 3: Strategic Directions. The Independent Hearings Panel released the decision on the Strategic directions and strategic outcomes on 26 February 2015. The Strategic directions objectives as per the decision have been incorporated into this Section 32.

1.2 PROPOSED CHRISTCHURCH REPLACEMENT DISTRICT PLAN: OVERVIEW AND SYNOPSIS

1. The review of the Rural Chapter has focused on consolidating and streamlining the operative District Plan objectives and policies, and where necessary better aligning them with higher order provisions including those contained within the Strategic Directions Chapter. Rural zones have been consolidated where appropriate with the exception of Banks Peninsula and Rural Templeton which have been carried through largely unchanged except for re-formatting and improvements to some provisions for effectiveness. The activity-based model for the proposed replacement District Plan has required the introduction of some new activity definitions and reformatting of rules to

provide greater certainty in regard to what activities are permitted, controlled, restricted discretionary, discretionary, non-complying or prohibited. All rules have been reviewed to ensure they are still the most effective and efficient means of achieving objectives and policies. Where operative rules have led to poor outcomes or are deemed unnecessary to control the effects of subdivision and land use development, they have been removed. The Matters of Discretion (previously referred to as assessment matters) required to be taken account of for restricted discretionary activities, have been streamlined and clarified as to the outcomes sought.

2. The Strategic Directions Chapter (decision 26 February 2015) provides the following policy direction for management of rural land in Christchurch:
 - a. Expedited recovery and future enhancement of Christchurch
 - b. Clarity of language and efficiency
 - c. Availability of a range of housing opportunities
 - d. Avoidance of natural hazards
 - e. A range of opportunities are provided for business activities
 - f. Urban activities are to be located within existing urban areas
 - g. Use of zoning to minimise conflicts between activities and avoid conflicts where there may be significant adverse effects on health, safety and amenity
 - h. Recognition of the importance of aggregate extraction, associated processing and transportation of extracted and processed produce to support recovery
 - i. Important natural resources are identified and appropriately managed

3. The Rural Chapter includes a single objective which will be achieved through a number of policies as follows (Appendix 1 sets out the linkages between all provisions in the chapter):

Table 1: Rural objective and policies overview

<p>17.1.1 Objective - A productive and diverse rural environment</p> <p>a. Christchurch District has a productive and diverse rural environment where:</p> <ol style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	<p>17.1.1.1 Policy – Rural activities</p> <p>a. Ensure the range of activities located on rural land is limited to those that have a:</p> <ol style="list-style-type: none"> i. direct relationship with, or are dependent on, the natural resource, natural features or the rural activity; or ii. functional necessity for a rural location. <p>17.1.1.2 Policy – General elements of rural character and amenity</p> <p>a. Ensure the nature, scale and intensity of subdivision, use and development in all rural areas is characterised by:</p> <ol style="list-style-type: none"> i. land in pasture, trees, crops or indigenous vegetation; ii. a low density of buildings and structures with a high ratio of openness to built form; and iii. a general absence of urban scale or type of infrastructure. <p>17.1.1.3 Policy - Function of rural areas</p> <p>a. Recognise the different natural and physical resources, character and amenity values of rural land in Christchurch District including:</p> <ol style="list-style-type: none"> i. the dominance of the rural working environment on Banks Peninsula and its integration with maintenance of landscape and biodiversity values; ii. the rural productive, quarrying and recreation activities in the rural flat land area
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- surrounding the main Christchurch urban area;
- iii. the flood management and groundwater recharge functions adjoining the Waimakariri River;
- iv. the open character and natural appearance of the Port Hills facing the Christchurch main urban area reinforcing a distinct urban boundary; and
- v. the re-use of the site of the former Templeton Hospital.

17.1.1.4 Policy – Scale and intensity of rural related activities

- a. Ensure rural related activities establishing on rural land:
 - i. are of a scale and intensity, including the built form, hours of operation and traffic generated, that is compatible with rural character and amenity values;
 - ii. will not trigger demand or expectation for any unplanned upgrade or extension to existing infrastructure, including the roading network;
 - iii. avoid, remedy or mitigate adverse effects on the natural environment; and
 - iv. support the ability for rural activities to continue to operate.

17.1.1.5 Policy – Density and distribution of rural dwellings

- a. Ensure a density and distribution of rural dwellings that will:
 - i. retain a rural working environment;
 - ii. support a consolidated urban form and rural settlements;
 - iii. encourage retention of larger sites;
 - iv. prioritise the use of existing sites or amalgamation of multiple small sites;
 - v. avoid creating new sites less than 4ha in the Rural Urban Fringe Zone;
 - vi. enable use of existing sites less than 4ha for rural dwellings in the Rural Urban Fringe Zone where it will not result in large lot/rural residential development;
 - vii. avoid the expectation of land use change of rural land to urban activities or for large-lot/rural residential development; and
 - viii. retain a low density of built form with a high degree of openness appropriate to the zone.

17.1.1.6 Policy – Rural Banks Peninsula

- a. Ensure that subdivision, use and development on Rural Banks Peninsula recognises, maintains, and where practicable enhances the quality of the rural working environment by:

- i. *restricting the scale, location and reflectivity of buildings to maintain a low density of built form that is not visually dominant and does not detract from views of natural landforms and features.*

17.1.1.7 Policy – Intensive farming

- a. *Ensure new intensive farming activities avoid adverse effects on rural amenity by not establishing in locations that are in close proximity to residential zones.*

17.1.1.8 Policy - Plantation forestry

- a. *Ensure new plantation forestry is located and managed to:*
 - i. *avoid fire risk to nearby residential activities and urban areas;*
 - ii. *maintain the open rural character and high visual amenity of the Port Hills facing the Christchurch main urban area; and*
 - iii. *maintain the natural landforms and features on Rural Banks Peninsula.*

17.1.1.9 Policy - Separation distances between rural dwellings and rural activities

- a. *Ensure the design and location of new buildings for rural dwellings achieve adequate separation distances or adopt other on-site mitigation methods including acoustic insulation, to mitigate potential reverse sensitivity effects with lawfully established rural activities, quarrying activities or strategic infrastructure.*

17.1.1.10 Policy – Catchment management approach for rural land

- a. *Encourage integrated subdivision and development on rural land at a catchment level that maximises the degree of openness, protects productive potential and enables biodiversity enhancement or recreation opportunities while avoiding, remedying or mitigating adverse effects on the rural environment.*

17.1.1.11 Policy – Location and management of quarrying activities

- a. *Enable access to locally sourced aggregate resources to provide for the recovery and growth needs of the District by:*
 - i. *providing for the continuation of quarrying activities in the Rural Quarry Zone until 2031; and*
 - ii. *providing for new quarrying activities in rural zones other than the Rural Quarry Zone only where the activity:*
 - A. *avoids areas identified for their*

	<p><i>outstanding or significant landscape, ecological, cultural or heritage value; and</i></p> <ul style="list-style-type: none"> <i>B. avoids locating in close proximity to residential zones; and</i> <i>C. internalises adverse environmental effects as far as practicable using industry best practice and management plans; and</i> <i>D. manages dust, noise, vibration, access and lighting to maintain rural amenity values; and</i> <i>E. protects groundwater from the effects of filling and the use and storage of hazardous substances;</i> <i>F. ensures the siting and scale of buildings and visual screening maintains rural amenity and character; and</i> <i>G. is capable of processing extracted materials on-site or on another site where this would not extend the life of another quarry.</i> <p>17.1.1.12 Policy – Rehabilitation of quarry sites</p> <ul style="list-style-type: none"> <i>a. Ensure quarry sites are remediated to enable subsequent use of the land for rural activities; and</i> <i>b. Ensure the final rehabilitated landform is appropriate having particular regard to: <ul style="list-style-type: none"> <i>i. the location, gradient and depth of excavation; and</i> <i>ii. the availability of clean fill material and consequent timeframes for rehabilitation; and</i> <i>iii. any other adverse effects associated with rehabilitation including traffic, dust, drainage and landscape effects.</i> </i> <p>17.1.1.13 Policy – High Quality Gravel Resource Overlay</p> <ul style="list-style-type: none"> <i>a. Avoid subdivision and rural dwellings on sites less than 4ha in the high quality gravel resource overlay that may: <ul style="list-style-type: none"> <i>i. foreclose the ability to extract gravel resources; and/or</i> <i>ii. increase the likelihood of reverse sensitivity effects on quarrying and associated activities.</i> </i>
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4. Broadly the objective and policies of the Rural Chapter seek to address the following key resource management issues:
- a. Fragmentation of rural land, including no further provision for rural residential development in the flat land of Christchurch District
 - b. Retention of the diverse character and amenity values of the rural environment
 - c. Recognising that rural living is a part of the rural environment that needs to be managed to avoid effects
 - d. Minimising potential for reverse sensitivity effects on rural activities and enabling the 'right to farm'
 - e. Enabling thriving rural communities and the ability to adapt to the changing rural economy

- f. Enabling access to and use of potential aggregate resources
- g. Recognising the multi-functionality and values of the rural environment, including landscapes, biodiversity and location of strategic infrastructure

5. The policies will be implemented through:

- a. Zoning of land (refer to Appendix 2 illustrating the proposed Planning Maps relating to Rural Zones) to recognise the different functions of each rural area through different densities of development and range of rural activities along with rural living, including the:
 - i. *Rural Banks Peninsula Zone* – comprising the Rural Zone under the operative Banks Peninsula Plan with provision for:
 - a. a range of rural production activities as permitted activities, with the exception of plantation forestry over 1ha which is a restricted discretionary activity, and quarrying activity and intensive farming as a discretionary activity;
 - b. a residential unit can be established as a permitted activity on a site consisting of: a minimum area of 40ha or 100ha, depending upon where it is located in relation to the 160m contour; or a 1ha lifestyle allotment subdivision with a balance of 39/99ha. A residential unit on a 1ha site with a balance of 3ha or more is a discretionary activity; and
 - c. a cascading activity status for rural produce manufacturing, rural produce retail, rural tourist and farm stay activities based on scale of the activity.
 - ii. *Rural Urban Fringe Zone* – comprising of the existing Rural 2, 3 and 7 Zones and part of the Rural Quarry and Rural 5 Zones under the operative City Plan with provision for:
 - a. a range of rural production activities as permitted activities, with the exception of intensive farming and plantation forestry which are discretionary activities;
 - b. a residential unit on a site with a minimum area of 4ha as a permitted activity;
 - c. a residential unit on a site that exists as at 2 May 2015 with a minimum area of between 1ha and 4ha as a discretionary activity;
 - d. a cascading activity status for rural produce manufacturing, rural produce retail, rural tourist and farm stay activities based on scale of the activity;
 - e. quarrying activity located 250m or more from a residential zone boundary as a discretionary activity with public notification requirements where within 500m of a residential zone boundary; and
 - f. quarrying activity located within 250m of a residential zone boundary if excavation is within one metre of the seasonal high water table as a non-complying activity with public notification requirements.
 - iii. *Rural Waimakariri Zone* – comprising of the existing Rural 1, 4 and 6 Zones and part of Rural 5 Zone under the operative City Plan, with adjustments for zoning of open space, coast and the Christchurch International Airport. The zone includes provision for:
 - a. a range of rural production activities as permitted activities, except intensive farming as a discretionary activity;
 - b. a residential unit on a site with a minimum area of 20ha as a permitted activity;
 - c. quarrying activity located 250m or more from a residential zone boundary as a discretionary activity with public notification requirements where within 500m of a residential zone boundary; and
 - d. quarrying activity located within 250m of a residential zone boundary and if excavation is within one metre of the seasonal high water table as a non-complying activity with public notification requirements.

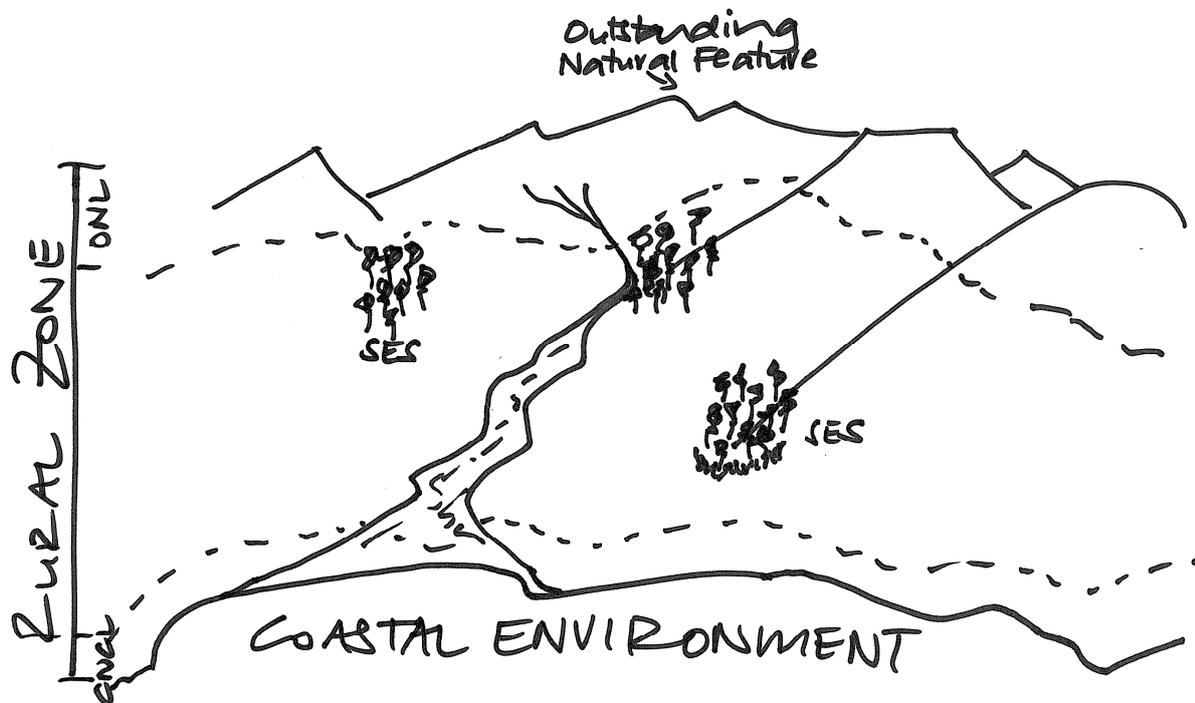
- iv. *Rural Port Hills Zone* – comprising of the remainder of the existing Rural Hills Zones under the operative City Plan which has been reduced in extent to take account of land acquired for open space and conservation purposes since 1995. The zone includes provision for:
 - a. a range of rural production activities as permitted activities, with the exception of plantation forestry and intensive farming as a discretionary activity;
 - b. a residential unit on a site with a minimum area of 100ha as a permitted activity;
 - c. quarrying activity as a discretionary activity.
 - v. *Rural Quarry Zone* – comprising of the existing Rural Quarry Zone under the operative City Plan (at Miners Road and Pound Road) along with the area currently authorised for quarrying activity in the operative Open Space 3D (Isaac Conservation Park) Zone provisions and/or resource consents. The zone makes provision for:
 - a. quarrying activities as a permitted activity;
 - b. ancillary aggregate related activities as restricted discretionary or discretionary activities depending on effects;
 - c. a limited range of other rural activities including farming, conservation and recreation as permitted activities; and
 - d. quarry rehabilitation to a specified standard as a permitted activity.
 - vi. *Rural Templeton Zone* – comprising of the existing Templeton Special Rural Zone under the operative City Plan with provision for:
 - a. a range of rural activities and rural related activities as permitted activities; and
 - b. development and activities to be in accordance with an existing Outline Development Plan.
- b. Permitted activities providing for appropriate related land uses within rural zones (such as home occupations, conservation activities, veterinary care clinics and recreation activities), with scale thresholds and specific controls on some activities to manage actual and potential effects of these activities on surrounding properties.
 - c. A package of Built Form Standards to ensure that the built form of rural development is suitable to the context and character of the catchment and zone function, contributes to amenity values and does not result in reverse sensitivity on the ability of rural production activities to operate.
 - d. Appendix 1 sets out the linkages between all provisions in the Rural Chapter.

1.3 CONTEXT OF THE CHRISTCHURCH DISTRICT RURAL ENVIRONMENT

1. In establishing the resource management issues for the Rural Chapter a holistic approach has been adopted based upon the broader rural environment, rather than being limited to land that is zoned rural. This approach recognises the multi-functionality of the rural environment (illustrated in Figure 1 and 2) and the need to consider the management of issues in an integrated manner. There are significant overlaps on rural land with management of outstanding natural landscapes, significant indigenous vegetation, open space and the coastal environment.
2. Rural areas have a function and character distinct from the urban environment. While the primary function is a working environment i.e. a place for rural production; the openness and historic land-use patterns provide a range of recreation opportunities, areas of environmental, heritage and cultural value, space for large-scale strategic infrastructure that does not fit in the urban area, and natural hazard mitigation. These functions are likened to industrial, residential and commercial zones all operating within the same environment.

These activities are often reliant upon each other and several of these functions will occur within a single property which can lead to conflict between management of different land uses, functions or values.

Figure 1. Overlay of values on rural land



3. The rural environment includes everything that is not urban or coastal, although it is acknowledged that there are overlaps where the environments meet as illustrated above.
4. In taking a broader view of issues for the rural environment it is intended that this sets the direction for the Rural Chapter and influences chapters that will manage landscape, heritage, coastal and open space issues to ensure that the overall outcomes being achieved benefit the rural environment as a whole. It is acknowledged that landscape values in particular are integral to and inform the development of land use provisions such as subdivision and built form on rural land in Banks Peninsula.

Figure 2. Functions of the rural environment



5. The focus of the Rural Chapter is on managing rural land to retain its use for rural activities and the on-going ability to use its productive potential, maintain rural character and amenity values. The role of the rural environment for its outstanding landscape, heritage, significant biodiversity, open space and coastal values will be managed by the Natural and Cultural Heritage, Open Space and Coastal Chapters, therefore these matters are not considered further in the Rural Chapter or Section 32 Report.
6. The existing Rural Residential Zones on Banks Peninsula are not considered as part of the Rural Chapter and are included in the Stage 2 Residential Chapter provisions and accompanying Section 32 Report.
7. The rural environment was not affected by the earthquakes as significantly as the urban environment, although as a result of recovery needs there have been subsequent effects on the rural environment such as the demand for rural land for temporary activities. The recovery related aspects of the Rural Chapter include enabling rural activities to recover and continue to develop, and essentially 'getting on with it', and enabling better access to gravel resources needed for recovery and growth. The focus of the chapter is on the future enhancement aspects of the retention of, and enabling use, of rural land.

1.4 RESEARCH

1. The Council has commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback, to assist with setting the Plan framework for the proposed Rural Chapter provisions. This advice includes the following:

Table 2: Reports commissioned by the Christchurch City Council for the Rural Chapter review

	Title	Author	Description of Report
a	The Rural Environment of Christchurch District (October 2014) (S32 Report, Appendix 4)	Christchurch City Council: Strategy and Planning Group	The purpose of this report is to describe the character, land use and values of the rural environment broadly and defined areas; sets out the function of different rural areas; and key challenges faced by the rural environment.
b	Background Paper on Rural Issues, Management Approach and Proposed Rural Zones (S32 Report, Appendix 5)	Christchurch City Council: Strategy and Planning Group	The paper outlines the issues for the rural environment and assesses the options for development of rural zones
c	Management Approach for Rural Living in the Peri-Urban / Flat-land Area of the Christchurch District (S32 Report, Appendix 6)	Christchurch City Council: Strategy and Planning Group	The paper outlines the issues with managing rural living in the peri-urban area, details various scenarios and potential options.
d	Background Report on Issues for the Management of Potential Aggregate Resources (S32 Report, Appendix 7)	Christchurch City Council: Strategy and Planning Group	This paper outlines current issues concerning the management of potential aggregate resources.
e.	Aggregates: Demands and Resources (October 2014) (S32 Report, Appendix 8)	Twelfth Knight Consulting	This report provides an up-to-date assessment of current gravel resources in Greater Christchurch and projected demand for aggregates to 2041.
f.	Quarry Rehabilitation: Background Report for Christchurch City Council District Plan Review (July 2014) (S32 Report, Appendix 9)	Twelfth Knight Consulting	This report discusses key issues around quarry rehabilitation and considers a number of potential options for future quarry rehabilitation.

	Title	Author	Description of Report
g.	Review of City Plan Provisions for Landscaping and Visual Screening of Quarries (S32 Report, Appendix 10)	Christchurch City Council: Capital Programme Group	This report assesses the effectiveness of current City Plan provisions for quarry screening and landscaping to inform the District Plan Review.

2. In addition to the above reports and advice, the Council has compiled, reviewed and developed a collection of material on rural issues (refer to Bibliography). This information has been used to inform the District Plan Review and this Section 32 Report.

1.5 STAKEHOLDER DISCUSSIONS

1. Discussions have been held with staff from the Canterbury Earthquake Recovery Authority, Environment Canterbury and Mahaanui Kurataiao Limited, in preparation of the draft chapter to outline the direction of the chapter and invite their feedback, particularly in relation to the approach for rural quarries. A Collaborative Agency Group comprising representatives of the Canterbury Regional Council, Selwyn District Council, Waimakariri District Council, Canterbury Earthquake Recovery Authority, New Zealand Transport Agency, Ngai Tahu and the Ministry for Environment (in an advisory role) has provided feedback through late 2014.
2. Ngai Tahu and the Rununga representing the Christchurch City Rohe have also provided input by way of a Rununga Focus Working Group.
3. No significant matters for the Rural Chapter were raised in the context of any of these discussions except in relation to quarrying activities, particularly in terms of effects on groundwater resources and sites of importance to Manawhenua.

2. RESOURCE MANAGEMENT ISSUES

1. The resource management issues set out in this section have been identified mainly from the following sources:
 - a primary and secondary research (refer to attached bibliography);
 - b public feedback and comment through various sources including the media, public engagement, annual residents' surveys;
 - c submissions and evidence on resource consent applications and other statutory plans and relevant Environment Court cases;
 - d academic press;
 - e monitoring and review of current District Plan; and
 - f matters raised in various forums by statutory partners.

2.1 STRATEGIC PLANNING DOCUMENTS

1. Many issues are of a strategic nature and therefore consideration has already been given to the strategic policy direction in higher order documents that are carried through into the Strategic Directions Chapter.
2. Those strategic matters and provisions that have been specifically given effect or had regard to in this chapter are summarised in Table 3 below and are set out in full in Appendix 3. These documents already broadly identify the resource management issues for the District and provide the higher level policy direction to resolve these issues.
3. In terms of earthquake recovery, the rural environment was not as directly affected as the urban environment. The key recovery related matter directed through the land use recovery plan (LURP) is the avoidance of any further rural residential development in the City Plan area of the district. There is still however a need to ensure affected rural activities can be re-established and that longer term effects of temporary activities which have established in the rural environment are considered along with support for a consolidated urban form. The importance of rural resources, particularly aggregate resources, to the recovery and growth of the District is recognised.

Table 3: Higher order and guiding documents relevant to the Rural Chapter

Document (Statutory obligation in italics)	Relevant provisions the Rural Chapter is required to take into account/give effect to
New Zealand Coastal Policy Statement (NZCPS) – <i>proposed District Plan must give effect to</i>	Directs the preservation of natural character of the coastal environment and protect natural features and landscape values through identifying those areas where various forms of subdivision, use and development would be inappropriate and protecting them from such activities.
The Canterbury Regional Policy Statement (CPRS) – <i>proposed District Plan must give effect to</i>	<p><i>Chapter 5 Land use and infrastructure</i> Directs that development in the region is located and designed to enable rural activities that support the rural environment including primary production; limited rural residential development occurs in a concentrated form or is attached to urban areas to promote a coordinated pattern of development; and enable development that avoids or mitigates reverse sensitivity effects and conflicts between incompatible activities, including identified mineral extraction areas. Natural and physical resources are maintained and enhanced contributing to overall rural productive economy in areas which are valued for existing and foreseeable future primary production.</p> <p><i>Chapter 6 Recovery and Rebuilding of Greater Christchurch</i> Directs that recovery of Greater Christchurch avoids urban development outside of identified areas; maintains the character and amenity of rural areas and settlements; development does not adversely affect efficient operation of strategic infrastructure; any urban form and settlement pattern achieves consolidation and avoids unplanned expansion of urban areas to be achieved by avoiding further rural residential development within the Christchurch City Plan area.</p> <p><i>Chapters 7, 9 and 15</i> Chapter 7 directs the consideration of the effects of land uses and intensification of land uses on demand for water and on water quality in the sustainable management of fresh water in an integrated way within and across catchments. Chapter 9 directs that restoration or enhancement of ecosystem functioning and indigenous biodiversity contributes to Canterbury’s distinctive natural character and identity and promotes enhancement in appropriate locations. Chapter 15 directs the maintenance and improvement of the quality of Canterbury’s soil to safeguard its mauri, life supporting capacity, health and productive capacity and ensuring that land use and land management practices avoid significant long term adverse effects on soil quality, including significant new induced soil erosion.</p>
Proposed Canterbury Land and Water Regional Plan - <i>proposed District Plan must not be inconsistent with</i>	The Land and Water Regional Plan manages land and water in relation to water quality, including the confined and unconfined aquifers. This includes objectives, policies and rules relating water quantity, excavation, earthworks and hazardous substances, discharges of contaminants to land and water (offal pits, on-site domestic wastewater systems) and soil conservation.

Document (Statutory obligation in italics)	Relevant provisions the Rural Chapter is required to take into account/give effect to
Proposed Canterbury Air Regional Plan - <i>proposed District Plan must not be inconsistent with</i>	Contains objectives, policies and rules to manage air quality, discharges to air, including dust, odour and contaminants.
The Canterbury Earthquake Recovery Strategy – <i>proposed District Plan must not be inconsistent with</i>	The Recovery Strategy lists six components of recovery each with associated goals. Those goals that are given specific effect to in this chapter are: 17.1 Natural environment goals 6.1 and 6.2 ensure that recovery activities value, protect and sustainably manage water sources and healthy functioning ecosystems 13.1 Economic goals include 2.1 – planning for flourishing rural towns and a productive rural sector
The Land Use Recovery Plan (LURP) - <i>proposed District Plan must not be inconsistent with</i>	<i>Action 45</i> Directs the District Plan Review to reduce consenting and notification requirements The LURP directed amendments to Chapter 6 of the CRPS to enable rebuilding and redevelopment as outlined above, with the key direction for the rural environment relating to avoiding further rural residential development. It is noted that the LURP does not cover all rural land within Christchurch district, but only that area covered by Greater Christchurch.
The Mahaanui Iwi Management Plan (IMP) – <i>proposed District Plan must have regard to</i>	Directs the participation and particular interests of Ngai Tahu Papatipu Runanga are recognised and provided for in development and use of resources relating to water, landscape and coast. Issues of significance including: intensive rural land use and its impacts upon water quality and quantity, biodiversity and soil health; effects of commercial forestry, mining and quarrying.
Greater Christchurch Urban Development Strategy and Action Plan 2007 (UDS) – 2010 Action Plan – <i>proposed District Plan should have regard to</i>	Promotes integrated land use and infrastructure development with a vision to achieve thriving rural communities and towns. Rural development should be integrated with landscape values to enhance landscape character.
South West Area Plan (SWAP) – <i>proposed District Plan should have regard to</i>	SWAP goal 10 seeks to maintain the versatility, function and character of rural land. The objectives seek to achieve the goal through: <ul style="list-style-type: none"> - promoting productive rural land use activities that provide goods and support the local economy - locating buildings and structures to maximise the area of productive land - encouraging buildings and boundary treatments to reflect rural character and local landscape - coordinating management of rural areas with Selwyn District to ensure the contrast between urban and rural environments is maintained

Document (Statutory obligation in italics)	Relevant provisions the Rural Chapter is required to take into account/give effect to
North West Area Plan - <i>proposed District Plan should have regard to</i>	A "Rural Urban Fringe" zone was recommended to cover the majority of the area west of Russley Road and north of Yaldhurst Road in recognition of the role of the area as a transition between urban and rural areas. Activities that are considered appropriate within the area include open space, sporting and recreational facilities, in addition to the ongoing use of the area for rural activities and associated dwellings.
Health in all Policies Approach	An approach to public policies across sectors that systematically takes into account the health implications of decisions, seeks synergies, and avoids harmful health impacts, in order to improve population health and health equity
Adjoining district plan provisions – Selwyn District Council and Waimakariri Council – <i>shall have regard to</i>	Selwyn District Plan identifies relevant cross boundary issues including: effects on rural character of small allotments on the boundary with Christchurch; development on or near the district boundary; and recreational use and natural values of Port Hills. Waimakariri District Plan identifies relevant cross boundary issues including: land use activities and access provisions along the banks of the Waimakariri river; management of urban development and the effect of such development across territorial boundaries.

4. Impact of Greater Christchurch versus Christchurch District on the rural environment

The application of the CRPS results in a split in the rural environment between the Greater Christchurch area of the Christchurch district and the remainder of the district (i.e. the majority of Banks Peninsula). As a result the CRPS promotes different policy approaches for these areas which need to be given effect to and have led to different management approaches across rural land in the district. The key aspects of the CRPS relate to defining rural and urban activities and their policy direction in the Greater Christchurch area versus the remainder of the district. Table 4 highlights the key differences that apply.

Table 4. CRPS policy direction for Greater Christchurch area and the remainder of the Christchurch District

Activity	Policy direction in Greater Christchurch area of district	Policy direction in remainder of district (wider region)
Urban activity	<ul style="list-style-type: none"> - Defined as activities of a size, function, intensity or character typical of those in urban areas and includes: - residential units at a density of more than one household unit per 4ha of site area 	<ul style="list-style-type: none"> - Concentration of residential, commercial and/or industrial activities, having the nature of town or village which is predominantly non-agricultural or non-rural in nature.

Activity	Policy direction in Greater Christchurch area of district	Policy direction in remainder of district (wider region)
Rural activity	<ul style="list-style-type: none"> - Defined as activities of a size, function, intensity or character typical of those in rural areas and includes: <ul style="list-style-type: none"> • residential 4ha and over • recreation • quarrying and associated activities • businesses that support rural land use activities 	Not defined
Rural Residential	<ul style="list-style-type: none"> - Defined as density of 1-2 households/ha - None allowed in City Plan area of Greater Christchurch - Any new areas identified in the Lyttelton Harbour (remainder of Greater Christchurch outside the City Plan) requires the development of a rural residential strategy under the Local Government Act - Locations that can be provided with reticulated services 	<ul style="list-style-type: none"> - Is permitted in Banks Peninsula area - Zoned areas only - Outside or on fringe of urban areas - Low density residential - No rural residential strategy required
Tourism, recreation and employment	<ul style="list-style-type: none"> - Refers back to Rural Activities 	<ul style="list-style-type: none"> - Dependent upon the rural resource as per Policy 5.3.12 Rural production (Wider Region)
Versatile land for primary productive purposes	<ul style="list-style-type: none"> - No mention of this resource within Chapter 6 objectives and policies 	<ul style="list-style-type: none"> - Inferred reference in Policy 5.3.12 Rural production (Wider Region)
Quarrying	<ul style="list-style-type: none"> - Rural residential development should avoid reverse sensitivity effects on adjacent rural activities including quarrying (relevant to rural residential activity other than within the area covered by the Christchurch City Plan only) 	<ul style="list-style-type: none"> - Development to avoid or mitigate reverse sensitivity and conflicts between incompatible activities, including identified mineral extraction areas (defined as zoned areas)

2.2 ORDER IN COUNCIL

1. The process for the District Plan Review is prescribed by the Order in Council ('Order') made by Government on 7 July 2014¹. The Order modifies the Resource Management Act 1991 (the Act) to provide a streamlined process for the review of the Christchurch district plans and preparation of a replacement District Plan. Schedule 4 of the Order states that the council must have particular regard to the Statement of Expectations. The relevant expectations of the Minister for Canterbury Earthquake Recovery and the Minister for the Environment are that for the Rural Chapter/Proposal of the replacement plan:

(a) clearly articulates how decisions about resource use and values will be made, which must be in a manner consistent with an intention to reduce significantly (compared with the existing district plans) —

(i) reliance on resource consent processes; and

¹ Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014

- (ii) *the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and*
 - (iii) *the requirements for notification and written approval:*
- (b) *contains objectives and policies that clearly state the outcomes that are intended for the Christchurch district*
- (i) *uses clear, concise language and is easy to use*

2. The overall response of the Rural Chapter to the Statement of Expectations is assessed in section 6.0 at the end of this Report.

2.3 ISSUE 1 - FRAGMENTATION OF RURAL LAND AND SUSTAINABILITY OF THE PERI-URBAN AREA

RESOURCE MANAGEMENT ISSUE 1 – Fragmentation of rural land and sustainability of the peri-urban area

Non-rural uses (those not based upon rural resources including, rural residential development) compete for rural land, particularly in the peri-urban fringe area. These often higher economic uses or with higher capital investment lead to effects such as reverse sensitivity, fragmentation of land, reduced ability for productive uses to operate and ultimately removal of land from primary production and the ability to access gravel resources. The competing land uses can limit opportunities for both existing and future rural productive use and the ability to retain a consolidated urban form or planned efficient future urban growth.

The rural land resource of Christchurch district is subject to growth pressure from urban expansion and non-rural activities, mainly residential activities that desire a rural location. There is also increasing pressure from activities such as contractors and builders yards to locate in rural areas. This is an on-going issue by virtue of the location of rural land surrounding a large growing city and providing a generally unconstrained supply of land. This particularly applies to the flat rural land (peri-urban land), although there is limited pressure in localised areas on Banks Peninsula.

The CRPS and LURP have addressed this for the medium term establishing a directive to retain a consolidated urban form in Greater Christchurch which essentially fixes the rural/urban boundary, includes greenfield land within the urban area and puts a hold on further rural residential development in Christchurch. There will continue to be pressure for 'urban creep' by urban activities, including industrial activities, that view rural land as being easier and cheaper to develop, are seen as having similar effects to some rural activities, or see a need to have a rural location despite having no dependence upon the natural and physical resources of the rural environment. While there are activities that may be appropriate to have a rural location, this needs to be managed so that the consolidated urban form and efficient use of infrastructure is not undermined within the urban environment and to ensure the continued usability and supply of rural land for future generations, including the ability to access the gravel resource.

A key determinant of competing non-rural activities is subdivision and minimum site size. Subdivision is a necessary part of managing rural land and properties. However it can lead to fragmentation of rural land which reduces the range of rural productive uses and creates patterns of ownership that are difficult to reconcile for rural productive uses as they often have expectations of residential use. The resulting density has long term effects that can create uniformity and concentrations of small sites leading to changes in rural character and pressure on established rural activities. Subdivision in rural environments is based around managing rural living to avoid effects upon rural character, amenity values, rural production and environmental values. If the site size is set too high it results in large lifestyle properties with inefficient use of land for non-productive uses and poor land management. If the site size is set too low it may result in a proliferation of lifestyle properties. It is a fine line to manage rural

subdivision to cater for a range of site sizes and activities while minimising the loss of the ability to use rural land and not foreclosing on future options.

It is recognised that there are existing highly fragmented areas within the rural environment, particularly around the Christchurch urban fringe, and many sites without dwellings. The pattern of development of these areas is the legacy of subdivision rules under previous district plans as well as the operative City Plan. These sites represent an existing resource however enabling development of these sites for rural living may not always be appropriate as it can alter the rural character, create rural residential development in areas where it is not desirable (particularly close to the urban edge or areas with high landscape values), detracts from other areas where such development is preferred, and places pressure on infrastructure and surrounding rural production activities. For the quarry industry fragmentation can lead to greater potential for reverse sensitivity effects, increase the cost of land and make it difficult to assemble sites of a sufficient size for viable quarry operations. For Greater Christchurch, the CRPS provides strong direction on managing further fragmentation by preventing any further rural residential development (sites with average size of 1-2 households per hectare).

This issue is closely connected with the issues relating to: providing for rural living; reverse sensitivity and enabling the right to farm; and thriving rural communities and providing for rural productive activities; and enabling access to potential aggregate resources.

2.4 ISSUE 2 - RETENTION OF THE DIVERSE CHARACTER AND AMENITY VALUES OF THE RURAL ENVIRONMENT

RESOURCE MANAGEMENT ISSUE 2 – Retention of the diverse character and amenity values of the rural environment in Christchurch district

Rural character is the combination of qualities which make an area appear rural rather than urban. The general character of the rural environment is that of a working environment, where amenity values include openness, predominance of natural features over man-made features (naturalness), and existence of rural productive activities and low density of buildings, traffic and people. These values contribute to rural amenity and provide the contrast with the urban environment. Retention of rural character and a differentiation to the urban environment can be eroded by insensitive development, land use and inappropriate subdivision or enhanced by positive change.

The character and amenity values of the rural environment vary across Christchurch district from the rural-urban fringe to Banks Peninsula. The factors contributing to rural character can be considered at three scales:

- City wide: This scale relates to the broad characteristics of the rural environment, its resources, land use patterns and density; biodiversity and landscape values; maintaining a clear distinction between urban and rural environments; dominance of natural character over built form; dominance of activities dependent upon the rural resource; function of different areas within the rural environment.
- Catchment/neighbourhood: Includes factors such as density/site size, relationship of buildings to topography, range of activities related to function of area, dominance of naturalness over built form, traffic generation and incompatible activities. It is at this level where variations in character occur, including the traditional values of openness. The density of buildings increases with rural residential and lifestyle development while openness reduces compared with the higher degree of openness and decreased density of buildings in rural areas that are dominated by productive pastoral activities. The variations at the catchment/neighbourhood level can contribute significantly to local character.
- Site: This scale relates to the location and scale of buildings, noise generation, visual

screening, buffers and separation between activities.

Managing development and subdivision to have regard to these factors will retain rural character.

This issue is closely connected with issues relating to: fragmentation; rural living; enabling the right to farm; thriving rural communities; and balancing the multi-functionality.

2.5 ISSUE 3 - PROVIDING FOR RURAL LIVING

RESOURCE MANAGEMENT ISSUE 3 – Providing for rural living

There is demand for people wanting to live within the rural environment and enjoy the amenity values that this offers. A choice of rural living is provided through rural settlements, rural residential, lifestyle, papakainga and residential associated with primary production activities. These choices can have different locational criteria and effects including land fragmentation, reverse sensitivity effects, impacts upon rural character, degree of dependency to the rural resource, poor land management and pressure on infrastructure. Managing the demand for rural living in general and more specifically rural residential is an important part of managing the rural environment and the interface with the urban environment.

In terms of the flat land surrounding the main Christchurch urban area, rural living is currently provided on the basis of a 4ha minimum site size. An exception is provided for sites down to 2ha where they existed as at 24 June 1995. The policy framework recognised this exception as providing for rural residential development. The majority of these sites have been developed around Marshlands, Halswell and Yaldhurst. While the minimum enables rural production activities these areas are now dominated by lifestyle development with minimal rural production activities. The 4ha minimum has been defined within the CRPS as a rural activity. Any development below this minimum is defined as an urban activity or rural residential development under the CRPS with the policy direction being that it is not encouraged within Christchurch part of Greater Christchurch. This raises issues of how to manage the current exception of allowing existing 2ha sites to establish a dwelling. Analysis of titles from Land Information New Zealand indicates that 36 sites meeting the rule do not have a dwelling located on them as of June 2014. The addition of these dwellings is minimal, essentially filling in gaps between existing lifestyle development. The more difficult task is to prevent further subdivision and development below 4ha.

In addition to the ability to develop a dwelling on a site that meets the minimum density, the Banks Peninsula District Plan provides for the ability to subdivide a 1ha site for rural living, where the balance area is covenanted against further subdivision and development of dwellings. This provides opportunities for landowners to raise capital, contributes to meeting demand for rural living while maintaining larger sites for productive activities. Some clarification is required in terms of how the rules relate to the policy framework to ensure the outcomes are achieved. Rural residential development is directed into two zoned areas on Banks Peninsula, Allandale and Samarang Bay, with a policy framework to enable identification of other suitable areas through the plan change process.

The use of rural land for rural-residential development (sites with an average density of 1-2ha) is an inefficient use of land when compared with urban development. It inhibits or compromises future development of urban areas as it can be difficult to retrofit due to placement of existing buildings, high levels of investment and highly fragmented pattern of ownership. Rural residential activity developed away from existing urban settlements fragments rural land creating isolated pockets of development that place unrealistic expectations upon infrastructure service levels and can lead to reverse sensitivity effects on rural productive activities and systems. In recognition of the limitations rural residential development places on the ability to achieve consolidated urban settlement patterns, the CRPS and LURP impose an urban boundary and direct that no further rural residential development be allowed in the flat area around Christchurch, including the Port Hills. Any further rural residential development will only continue to be located on Banks

Peninsula.

Other types of rural living include subdividing surplus dwellings, new dwellings associated with farm succession/retirement planning and additional dwellings for farm workers. While the demand for rural living may originate from different circumstances, the minimum site size per dwelling is a blunt but easy method to manage rural living.

This issue is closely connected with issues relating to: fragmentation; reverse sensitivity and enabling the right to farm; and thriving rural communities; enabling access to potential aggregate resources.

2.6 ISSUE 4 - MAINTAINING HEALTHY ECOSYSTEM SERVICES ON RURAL LAND AND OPPORTUNITIES FOR ENVIRONMENTAL BENEFITS

RESOURCE MANAGEMENT ISSUE 4 - Maintaining healthy ecosystem services on rural land and opportunities for environmental benefits

Rural land and resources in Christchurch district provide essential ecosystem services such as soil, fresh water, biodiversity, timber, food and fibre. The community derives economic, social and cultural benefits from these services including flood management, water supply, recreation, tourism, air quality maintenance, landscape, cultural and aesthetic values. Development and land management practices can have positive and negative effects upon the provision of these services.

Key ecosystem services within the flat rural land are versatile soils and groundwater.

As part of the Canterbury Plains, the area surrounding Christchurch urban area contains Class II versatile soils (defined as Class I and Class II by the CRPS). The current City Plan recognises the soil resource by establishing rural zones based upon land use capability and soil classification aimed at retaining productive uses and soils, setting minimum site size consistent with retaining the resource. Despite this approach, since 1995 there has been continual loss of versatile soils for urban development as the city grows. The Christchurch versatile soils play a limited role within the regional context, as there are more significant areas in other parts of the region that are not subject to the same pressures. Land located in close proximity to the urban boundary and on versatile soils is now valued more for lifestyle and urban development potential rather than the productive potential, including the gravel resource. The high level of fragmentation and investment on the versatile soils makes it difficult to effectively use these areas for rural productive purposes to make a meaningful contribution to the wider rural productive economy of Canterbury. The CRPS recognises the need to retain sustainable patterns of development through a consolidated urban form for Greater Christchurch over retention of the versatile soils. However these areas can still contribute to production systems providing local food production opportunities for a growing city and their retention and use for their life supporting capacity and ecosystem services should be encouraged through preferred site size and range of land uses.

The alluvial gravel plains of Christchurch and their coastal margin, between Banks Peninsula volcanics and Waimakariri River, form a very productive aquifer system providing a high quality drinking water supply for the Christchurch main urban area. The groundwater protection zone 1 (identified in the Operative Canterbury Natural Resources Regional Plan) extends across the unconfined aquifer west of the main urban area and is largely zoned for rural or open space land uses. Activities can affect this resource through density of development and land uses that increase the risk of contaminating groundwater. The City Plan currently manages this through density and a rule requiring a 1 metre separation above the maximum recorded groundwater level for quarrying activities within the Rural Quarry Zone.

The water catchments on the Port Hills and Banks Peninsula can be affected by land use activities that impact upon soil erosion and sediment loading into waterways. Some Banks Peninsula water supplies are dependent upon water takes from catchments. Retention of

indigenous vegetation assists with reducing erosion and sedimentation and improving water quality. Encouraging catchments to be planned and managed in an integrated way enables a landscape wide consideration of effects and achieves better outcomes for the community and environment. Benefits extend beyond the rural environment and into the urban environment for catchments such as The Styx, Halswell and Avon Rivers.

The rural environment and rural land use enables water management and hazards to be managed such as the flood storage and ponding areas such as the Waimakariri River, Heathcote and Halswell, which also provides for recreation opportunities in land adjoining waterways and development of functioning wetland systems which contribute to biodiversity values.

Retention and maintenance of areas of indigenous biodiversity is an integral part of the rural environment and essential ecosystem service. Areas include significant ecological sites, areas of regenerating or restoration vegetation, located on public or private land, protected through reserves or covenants. Retention and protection of biodiversity is beneficial to water catchments, water quality, rural character and a healthy landscape. Rural landowners and land management practices play an important role in retaining and managing biodiversity.

Rural land management practices can make a positive contribution towards enhancing the provision of ecosystem services such as: location of title boundaries and buildings; fencing and planting of waterways; protecting areas of biodiversity; restoration and enhancement planting; weed and pest control; protecting/managing versatile soils; protecting areas of productivity; retiring erosion prone areas; protection of water catchments through appropriate land use. These practices also have the potential to be recognised as positive effects when considering subdivision and development.

Environment Canterbury plays an important role in managing effects upon water, soil and air.

2.7 ISSUE 5 - REVERSE SENSITIVITY AND ENABLING THE 'RIGHT TO FARM'

RESOURCE MANAGEMENT ISSUE 5 - Reverse sensitivity and enabling the 'right to farm'

The day-to-day operations of rural production activities and utilisation of rural resources has effects that cannot always be contained on site i.e. animal and machinery noise; odours, dust and changing visual appearance as a result of primary production management practices and quarrying activities. Some activities may be sensitive to these effects, particularly residential activities and non-land based activities.

The everyday operations of many rural activities generate odours and noise from machinery and animals. These are a well-established part of the existing amenity and character of the rural environment. Despite this, rural activities are expected to carry out best management practice and, like all activities, have a duty to avoid, remedy or mitigate adverse effects on the environment arising from an activity.

When rural sites are subdivided allowing sensitive activities to locate within an area occupied by traditional rural uses, these activities often have different expectations of amenity to those that occur in the rural environment. This is particularly an issue in the peri-urban areas around the urban boundary where site sizes are smaller and dominated by lifestyle development. There is a need to manage this to ensure that sensitive activities do not limit the operations of existing or anticipated activities through complaints or changing the character of rural areas. Reverse sensitivity is one of the greatest threats to the ability to utilise rural land for future productive activities.

This issue is closely connected with issues relating to: fragmentation; providing for rural living; thriving rural communities; enabling access to potential aggregate resources.

2.8 ISSUE 6 - THRIVING RURAL COMMUNITIES, THE CHANGING RURAL ECONOMY AND BALANCING USE OF THE RURAL RESOURCE

RESOURCE MANAGEMENT ISSUE 6 – Thriving rural communities, the changing rural economy and balancing use of the rural resource

The economic environment for rural activities is continually changing due to global, national and local conditions. This requires resilient land management. Land managers often explore supplementary activities, cross-subsidise farm costs, divest through subdivision and sale of land, sell or process produce or diversify land use to capitalise on its values, location and character. The ability to undertake resilient land management enables rural productive activities to contribute to the economy and employment within Christchurch district and towards thriving rural communities, including rural settlements.

Adapting to change is a regular part of managing a rural property to ensure economic viability in evolving market conditions, which is becoming more difficult particularly in marginal farming areas. However such decisions can have environmental impacts particularly from changes in land use and fragmentation. Recognising and planning for the changing rural economy is essential and enabling this to occur can enhance the economic development of the rural resource and contribute towards resilient thriving rural communities and economy. The rural productive economy and productive uses of rural land have broader determinants than versatile soils. The ability to make use of the soils is affected by social, economic and environmental factors including reverse sensitivity and fragmentation (*refer Issues 1 and 5*). In addition, rural land owners also need to balance other demands within the rural environment such as the public good values derived as a result of landscape, heritage and biodiversity values that may exist on their land and may place limitations on development.

Activities such as the processing of rural resources/produce on site can provide a range of efficiencies including transport and transaction costs along with rural employment. There is increasing demand for tourism and recreational opportunities in the rural environment, i.e. Banks Peninsula Track, which often take advantage of rural land use and the character, amenity and landscape values of the rural environment. While it is likely that some of these activities will have minimal effect and are 'low impact', others may not always be appropriate as it can alter the character and amenity values, dependent upon scale and character.

Recognising the changing rural economy requires a careful balanced approach to provide an adaptive environment whilst ensuring activities continue to complement the rural environment and do not adversely affect the rural character or the values from which livelihoods and economic benefit is derived from i.e. landscape or biodiversity values.

This issue is closely connected with issues relating to: fragmentation; providing for rural living; reverse sensitivity and enabling the right to farm.

2.9 ISSUE 7 - ACCESS TO AND USE OF GRAVEL RESOURCES

RESOURCE MANAGEMENT ISSUE 7 – Access to potential high quality aggregate resources and the effects of quarrying activity

The existence of gravel and hard rock resources within the rural environment provides access to resources for construction and development in close proximity to Christchurch, contributing to social and economic wellbeing. The growth and demand for access to the gravel resource,

including establishment of new quarries or expansion of existing quarries, is important for economic growth and development of Christchurch, however quarrying activities can have effects on surrounding communities and the environment. Likewise the ability to access and process gravel resources can be inhibited by residential development and other sensitive activities.

Being able to secure aggregate resources at reasonable cost is important to the recovery and rebuilding efforts associated with the Canterbury Earthquakes, to provide for major infrastructure projects such as motorways, and for the business-as-usual demands of the construction, roading and development sectors. Whilst Christchurch is fortunate to have a local supply of aggregates available, access to the finite resource could be sterilised by incompatible land use and development, necessitating access to more distant and costly resources to meet the district's economic needs.

As a finite natural resource, new aggregate resources will need to be found as current zoned or consented supply is used. For Christchurch City, this is projected to be by 2031¹. A report by Twelfth Knight Consulting concludes that there will be a shortfall of 40 million tonnes between 2031 and 2041². The timescales involved in approving new quarry proposals can be lengthy and as a consequence it is prudent to plan well ahead of anticipated demand.

Quarrying operations can have effects upon surrounding sensitive activities and the environment, particularly where there are concentrations of residential development. Likewise, the ability to access and process gravel resources can be inhibited by residential development and other sensitive activities.

The long term rehabilitation of a site following quarrying activity can enable the land to be used for rural uses or other appropriate uses in the longer term. The use of processing infrastructure after on-site supplies are exhausted, by bringing in gravel for processing, may lead to long term effects that are not intended when the activity was initially established and may change the character of the operation, affect long-term rehabilitation proposals and compromise urban consolidation objectives.

This issue is closely connected with issues relating to: fragmentation of rural land, retention of rural character and amenity, providing for rural living, managing reverse sensitivity and balancing the multi-functionality and values of the rural environment.

2.10 ISSUE 8 - BALANCING THE MULTI FUNCTIONALITY AND VALUES OF THE RURAL ENVIRONMENT

RESOURCE MANAGEMENT ISSUE 8 – Balancing the multi- functionality and values of the rural environment

In addition to rural productive activities, livelihoods and ecosystem services, the rural environment contains a range of features and elements considered as matters of national importance under section 6 of the Act such as outstanding natural features and landscapes, significant indigenous vegetation, historic heritage, waterways and the relationship of Maori and their culture. These features contribute to rural character and localised differences between rural areas and provide opportunities for recreation and tourism. The rural environment contains strategic infrastructure facilities such as the Christchurch International Airport, energy generation structures and utilities along with institutional facilities such as the Christchurch prison.

While these functions and values may impose some restrictions on rural land use they can also enhance the range of rural activities that can be undertaken and the opportunities they provide to

² Twelfth Knight Consulting (2014), "Aggregates – Demands and Resources: Background Report for Christchurch City Council District Plan Review".

landowners.

Existing facilities and operations such as Christchurch International Airport, quarrying operations and Ruapuna Park that are located in the rural environment generate noise and other effects which need to be managed in relation to sensitive activities.

This issue is closely connected with issues relating to: fragmentation; providing for rural living; retention of rural character and amenity; reverse sensitivity and enabling the right to farm. It also links to chapters on Natural and Cultural Heritage, Coastal and Open Space.

3. SCALE AND SIGNIFICANCE EVALUATION

1. The level of detail undertaken for the evaluation of the proposed District Plan provisions has been determined by an assessment of the scale and significance of the implementation of the proposed District Plan provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions. In making this assessment regard has been had to the following, namely whether the provisions;
 - a are of regional or city wide significance
 - b impede or promote the City's recovery;
 - c adversely affect people's health and safety;
 - d result in a significant change to the character and amenity of local communities;
 - e have effects on resources that are considered to be a matter of national importance in terms of Section 6 of the Act;
 - f adversely affect those with particular interests including Maori (consideration needs to be given to whether there is certainty of effects based on the availability of information to assess benefits and costs);
 - g limit options for future generations to remedy effects;
 - h whether the effects have been considered implicitly or explicitly by higher order documents; and
 - i include regulations or other interventions that will impose significant costs on individuals or communities.
2. The level of evaluation able to be undertaken through this Section 32 Report, has been significantly influenced by the truncated process and timeframe for the District Plan Review. The Section 32 evaluation will continue to be (informally) updated, in particular in response to recommendations from the Ministers for Canterbury Earthquake Recovery and for the Environment.
3. The proposed Rural Chapter contains a single objective that addresses issues of significance for rural land in the district. An extensive evaluation of the objective (in relation to its appropriateness) has not been undertaken. The reasoning for this approach is as follows:
 - a. the direction and outcomes sought under the objective, and the supporting policy framework, has not substantively changed from that sought under the operative District Plans; and
 - b. the proposed Rural Chapter objective gives effect to and is largely reflective of the provisions contained within the CRPS chapters 5 and 6.
4. The evaluation of the policies and rules has focused on those provisions that will result in a substantial change to the management of rural land and are of greater importance to ensure the objective of the Rural Chapter (and other objectives where relevant) are achieved. The majority of changes proposed to the current provisions involve refinement to fit within the replacement District Plan and improvements for effectiveness, with some significant changes to provisions to manage rural residential development in the Rural Urban Fringe Zone. The s32 has not focused on those provisions that reduce the level of regulatory control unless reducing the level of regulatory control has the potential to give rise to adverse effects on the community, i.e. quarrying activity.
5. Policies and rules have been evaluated as a package, as together they address a particular issue and seek to meet a specific objective. Some rules implement more than one policy, for example minimum site size, therefore have been referred to multiple times. Following is a summary of the policies and rules considered to be of a scale and significance to justify a more comprehensive evaluation of options.

Table 5: Scale and significance assessment of proposed Rural Chapter provisions against the resource management issue they address

Issue	Provisions evaluated	Scale and significance reasoning
<p>All issues - Enabling rural activities</p> <p><i>Issue 1 Fragmentation of rural land</i></p> <p><i>Issue 2 Retention of diverse rural character</i></p> <p><i>Issue 3 Providing for rural living</i></p> <p><i>Issue 4 Maintaining healthy ecosystem services</i></p> <p><i>Issue 5 Reverse sensitivity</i></p> <p><i>Issue 6 Thriving rural communities</i></p> <p><i>Issue 7 Access to and use of gravel resources</i></p> <p><i>Issue 8 Balancing the multi-functionality of the rural environment</i></p>	<ul style="list-style-type: none"> i. Policies – All policies ii. Rural Zones and activities – move from effects to activity based plan for previous CCP area iii. New activity definitions iv. Activity standards relating to minimum site size for residential; scale limits on produce stalls, guest accommodation and recreation; v. Built Form Standards relating to height, building setback from road boundaries, minimum separation to noise generating activities, site coverage 	<p>An evaluation of the listed provisions has been undertaken as managing rural land is considered to be a significant matter for the following reasons:</p> <ul style="list-style-type: none"> a. Maintaining rural land and providing for a range of activities is of importance to the economy and for the residents of Christchurch district, particularly those on Banks Peninsula who rely upon rural land for their economic wellbeing. Rural areas are highly valued for their productive potential, recreational, tourism, landscape and biodiversity values, which benefits the community and social, economic and cultural wellbeing. b. Recognising rural land and enabling its use, while protecting environmental values, will promote the city's recovery. c. Any proposed changes to the rules may potentially adversely affect people's health and safety. d. Any proposed changes to the rural environment could result in a significant change to the character and amenity of local communities e. Unmanaged changes to the rural environment could limit options for future generations to remedy effects and continue to offer this type of environment f. Unmanaged changes to the rural environment could impose significant costs on individuals or communities. If rules are appropriately relaxed these could lead to costs on adjoining neighbours and ultimately the long term viability of rural land for rural production activities. If no changes are made to the rules this could fail to ensure land use development achieves the higher level objectives and policies. If greater regulation is proposed this could lead to costs on property owners and developers
<p>Issue 3 -Providing for rural dwellings - in Greater Christchurch, excluding Lyttelton Harbour</p>	<ul style="list-style-type: none"> i. Policies 17.1.1.1, 17.1.1.2, 17.1.1.5, 17.1.1.9, 17.1.1.13, 8.1.2.10 ii. Rural Urban Fringe Zone and Built Form Standards relating to site density, site coverage and minimum 	<p>An evaluation of the listed provisions has been undertaken as managing rural dwellings in the Greater Christchurch area of the District is considered to be a significant matter for the following reasons:</p> <ul style="list-style-type: none"> a. Managing rural dwellings, particularly on sites less than

Issue	Provisions evaluated	Scale and significance reasoning
<p><i>Related issues:</i> <i>Issue 1 Fragmentation of rural land</i> <i>Issue 2 Retention of diverse rural character</i> <i>Issue 5 Reverse sensitivity</i></p>	<p>allotment size</p> <p>iii. Rural Waimakariri Zone and Built Form Standards relating to site density, site coverage and minimum allotment size</p> <p>iv. Rural Port Hills Zone and Built Form Standards relating to site density, site coverage and minimum allotment size</p> <p>v. Subdivision standards for minimum site size and activity status for each rural zone</p>	<p>4ha, is of regional significance as it will ensure a consolidated urban form in the Greater Christchurch area as outlined in the CRPS and contribute to the retention of rural character and amenity. Rural living on sites less than 4ha starts to become an urban activity or rural residential, which should be directed into the urban environment. The CRPS directs no further rural residential development is allowed in the City Plan area while the Strategic Directions directs that none is provided for on the peri-urban/flat land. Managing rural living in general to avoid rural residential development is of significance.</p> <p>b. Managing rural dwellings on sites less than 4ha will not impede the city's recovery.</p> <p>c. Any proposed changes to the rules may potentially adversely affect people's health and safety.</p> <p>d. Any proposed changes to managing rural dwellings on sites less than 4ha will avoid significant changes to the character and amenity of local communities, particularly in the peri-urban area.</p> <p>e. Unmanaged changes to managing rural dwellings on sites less than 4ha could limit options for future generations to remedy effects, reduce the ability to maintain rural environments and the ability to maintain a consolidated urban form and future growth options</p> <p>f. Unmanaged changes to rural living on sites less than 4ha could impose significant costs on individuals or communities. If rules are relaxed these could lead to costs on retaining a consolidated urban form, add to infrastructure costs and loss of rural character and amenity. It would also be inconsistent with the CRPS. If no changes are made to the rules this could fail to ensure land use development achieves the higher level objectives and policies. If greater regulation is proposed this could lead to costs on property owners and developers for establishing a dwelling on sites less than 4ha or higher.</p>
<p>Issue 7 Access to and use of</p>	<p>i. Policies – 17.1.1.1, 17.1.1.2, 17.1.1.3,</p>	<p>An evaluation of the listed provisions has been undertaken as</p>

Issue	Provisions evaluated	Scale and significance reasoning
<p>gravel resources</p> <p><i>Related issues:</i> <i>Issue 2 Retention of diverse rural character</i> <i>Issue 3 Providing for rural living</i> <i>Issue 4 Maintaining healthy ecosystem services on rural land</i> <i>Issue 5 Reverse sensitivity</i> <i>Issue 8 Balancing the multi-functionality of the rural environment</i></p>	<p>17.1.1.4, 17.1.1.11, 17.1.1.12, 17.1.1.13</p> <ul style="list-style-type: none"> ii. Rural Quarry Zone, activities and standards. iii. Rural Urban Fringe Zone providing for Quarrying Activity located 250m or more from a residential zone boundary as Discretionary Activity and non-complying for any quarrying activity within 250m. iv. Rural Waimakariri Zone providing for Quarrying Activity located 250m or more from a residential zone boundary as Discretionary Activity and non-complying for any quarrying activity within 250m. v. Rural Port Hills Zone providing for Quarrying Activity as Discretionary Activity. vi. Rural Banks Peninsula Zone providing for Quarrying Activity as Discretionary Activity. 	<p>access to gravel resources is considered to be a significant matter for the following reasons:</p> <ul style="list-style-type: none"> a. Enabling access to and use of gravel resources is of regional and city wide significance as it provides aggregate for building/construction products used for the recovery, growth and development of Greater Christchurch. The ability to access a gravel resource in close proximity to the urban area reduces transport costs and provides a significant economic benefit to the District. b. Enabling access to the gravel resource within close proximity to the urban area or ability to use the resource will promote the District's recovery. c. The proposed provisions provide adequate safeguards to protect people's health and safety. d. The proposed provisions seek to manage quarrying activities to minimise any significant changes to the character and amenity of local communities, ensuring they only occur where such effects can be minimised. e. The proposed provisions recognise and provide for matters of national importance including effects on outstanding landscapes and indigenous biodiversity and safeguarding the life-supporting capacity of water. f. The proposed rules will enable consideration of any particular effects on Manawhenua of new quarrying activity through the consenting process. g. Effects in relation to the location of rural residential activity in proximity to quarrying and the resulting potential reverse sensitivity effects on quarry operations have been considered in the CRPS. h. Unmanaged quarrying activities could impose significant costs on individuals or communities. If rules are inappropriately relaxed these could lead to environmental costs including to people and communities. If no changes are made to the rules this could fail to recognise quarrying as a rural activity and achieve higher order objectives and policies and impose costs on quarry operators and in turn the building cost of recovery.

4. RURAL CHAPTER - EVALUATION OF OBJECTIVES

4.1 EVALUATION OF PROPOSED OBJECTIVE 1: A PRODUCTIVE AND DIVERSE RURAL ENVIRONMENT

SCALE AND SIGNIFICANCE

Regard has been had to the following matters in determining the extent and depth of analysis supporting Objective 1 and its subsequent provisions:

- Managing subdivision, use and development of rural land in the Greater Christchurch area of the District is of regional and city wide significance with direction on some of the provisions largely predetermined by higher order documents (CRPS). This means that the analysis undertaken by the other agencies in setting these higher order objectives has been significantly relied upon. Analysis has therefore focused on the response and options at the district, and local, level to these higher order directions.
- It is important to retain rural land for rural productive activities, along with its role for tourism and recreation activities consistent with rural character. This retains its main function as a working environment and distinguishes the rural environment from an urban environment. It also promotes recovery and the economic, social and cultural wellbeing of the community.
- The changes proposed are unlikely to result in a significant change to the management of the rural resource as the proposed provisions and zoning are based on consolidation of current zones with retention of the provisions and largely reflect the existing environment. Moving to an activity based plan may result in resource consents where they may not be required under the current City Plan as some activities may no longer be appropriate in some areas as a result of higher order policies. In other instances the activity status may have reduced.
- The provisions include regulations or other interventions that will impose costs on individuals and communities through limiting activities to those that are dependent upon resources of the rural environment, directing urban activities into the urban environment.
- The changes will be enduring and limit options for future generations to remedy effects; however it is assumed that other agencies have considered this in setting higher order objectives.

GENERAL DIRECTION

- a. The objective establishes the outcome of a productive and diverse rural environment which prioritises and recognises that rural land is a working environment that contributes to economic and environmental wellbeing. It is a producer of goods needed to sustain the community i.e. food, timber, aggregates, and in the broader sense a provider of ecosystem services such as freshwater, biodiversity, open space. The diversity recognises that rural land in the District differs from the flat land of the Canterbury plains to the volcanic landforms of Banks Peninsula, and will therefore necessitate different management responses.
- b. This objective can only be achieved by a range of activities that will support the rural working environment; development that does not affect the ability for rural activities to operate and retention of rural character. Without these it will be difficult to sustain a rural working environment, activities would have difficulty operating and the distinction with the urban environment would be reduced.
- c. The objective is intended to be an enabling objective, recognising first and foremost the business 'producer' role of rural land and the need to manage activities to ensure that this role can continue.
- d. The objective supports the intent of Government, expressed through the LURP, and the objectives of the Canterbury Regional Policy Statement, to provide land for rural activities and maintain and enhance natural and physical resources that contribute to Canterbury's overall rural productive economy now and into the future. Managing the rural environment also supports the consolidated urban form and ensuring urban activities occur within the urban environment.

OTHER RELEVANT OBJECTIVES IN PLAN

Strategic Directions 3.3.5 Objective – Business and economic prosperity

OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE ACT	
Objective	Summary of Evaluation
<p>17.1.1. Objective - A productive and diverse rural environment</p> <p>a. <i>Christchurch District has a productive and diverse rural environment where:</i></p> <ul style="list-style-type: none"> i. <i>the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;</i> ii. <i>subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and</i> iii. <i>rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.</i> 	<p>a. Proposed Objective 1 seeks to address the resource management issues identified earlier, namely: retention of rural character, reverse sensitivity, access to and use of gravel resources and thriving rural communities. It recognises the key elements of rural land including productive, working environment, character and activities that affect the ability to continue rural activities.</p> <p>b. This objective gives effect to the Canterbury Regional Policy Statement (CRPS) Chapter 5 – namely <i>Objective 5.2.1 – Location, design and function of development (Entire Region) and Policy 5.3.12 Rural Production (Wider Region)</i>. It enables communities to provide for their well-being and to retain resources that are valued for primary production by identifying those resources and activities dependent on them. The objective enables rural land to be clearly identified, with retention of those aspects that are valued for potential production ability and recognises a supply of rural land for the District. The focus on the rural working environment will support avoiding urban activities on rural land.</p> <p>Ensuring development avoids reverse sensitivity effects is important for the viability of rural activities and ability to utilise resources.</p> <p>The rural resource is essential to the economic, social, environmental and cultural wellbeing of the community. The CRPS is deemed to achieve the purpose of the Act and the District Plan must give effect to the CRPS.</p> <p>c. This provision gives certainty to owners of rural land that the rural environment continues to be valued within the District and is recognised for its economic role with opportunities that will be enabled by a range of activities.</p> <p>d. Consideration was given as to whether alternative objectives would more appropriately achieve the purpose of the Act, taking into account circumstances of the District.</p> <p>e. There is no other known alternative objective that would satisfy Councils statutory obligations under the Act and CER Act. The objective provides for management of a large rural area and its natural and physical resources surrounding the main Christchurch urban area.</p>

	<p>Outcomes are clearly identified for rural activities now and in the future to achieve the purpose of the Act.</p> <p>f. The Council therefore considers that the adopted objective is the most appropriate way to achieve the purpose of the Act and addresses enabling use of the rural resource and retention of rural character.</p>
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5. RURAL CHAPTER - EVALUATION OF PROPOSED POLICIES, RULES AND METHODS

Section 32 (1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions. The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

5.1 RETENTION OF THE RURAL RESOURCE AND ENABLING USE OF RURAL LAND

- a. Policy 17.1.1.1 - Rural activities**
- b. Policy 17.1.1.2 – General elements of rural character and amenity**
- c. Policy 17.1.1.3 – Function of rural areas**
- d. Policy 17.1.1.4 - Scale and intensity of rural related activities**
- e. Policy 17.1.1.5 - Density and distribution of rural dwellings**
- f. Policy 17.1.1.6 – Rural Banks Peninsula**
- g. Policy 17.1.1.7 - Intensive farming**
- h. Policy 17.1.1.8 - Plantation forestry**
- i. Policy 17.1.1.9 - Separation distances between rural dwellings and rural activities**
- j. Policy 17.1.1.11 – Location and management of quarrying activities**
- k. Rural Banks Peninsula Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- l. Rural Urban Fringe Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- m. Rural Waimakariri Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- n. Rural Port Hills Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- o. Rural Quarry Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- p. Rural Templeton Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- q. Rules that manage non-rural activities and residential activities in all zones**

5.1.1 Identification of Options

- a. There is higher level direction in the CRPS on managing development and resources of the rural environment to: enable rural activities that support the rural environment; maintaining the rural productive potential in the region now and into the foreseeable future with a focus upon areas that make a meaningful contribution to the economy. The CRPS direction for the Greater Christchurch area of the District is focused upon maintaining a consolidated pattern of urban development, including limiting the extent of rural residential development, and maintaining the character and amenity of rural areas and settlements. The CRPS clearly directs urban activities into the urban environment through the definitions and policies for the Greater Christchurch area. The CRPS also directs different management of some rural activities in the Greater Christchurch area versus the remainder of the District. This includes the direction on activities that are appropriate to be located in the rural environment i.e. tourist, recreation and education.

- b. The Strategic Directions objectives for the Replacement District Plan (decision 26 February 2015) direct expedited recovery and future enhancement of Christchurch in a manner that meets the community needs for housing, economic, social and cultural wellbeing. Objective 3.3.5 recognises the critical importance of business and economic prosperity to the recovery, wellbeing and resilience of the community and that a range of opportunities are provided for. The importance of quarrying and associated activities in supporting recovery is recognised in Objective 3.3.15. Objective 3.3.7 directs urban activities into urban areas with the corollary of this being no urban activities in rural areas.
- c. In considering options for managing and enabling use of rural land a number of factors were taken into account including: the scale of the rural environment; the functions of different rural areas in the District and in supporting the retention of the urban form; natural resources and values, topography, settlement patterns and land use; higher order policy directions; increase in use of rural land for tourism and recreation; reduced emphasis upon protection of versatile soils within the Greater Christchurch part of the district. The options relate to zoning, the range of activities and scale thresholds to achieve the objective.

Rural Zones

- d. Zoning is the key method relied on to manage the rural area with a consolidation of existing City Plan zones to enable activities to be tailored to each zone as necessary to achieve the objective. The proposed zones versus the operative zones are illustrated below. A detailed assessment on the options and how the zones were determined is provided in Appendix 5³.

Proposed Zones	Operative Plan Zone
Rural Urban Fringe	City Plan – Rural 2 Templeton-Halswell, Rural 3 Styx-Marshland, Rural 7 Port Hills Intensive, parts of Rural 1 – Coastal and Rural 5 Airport influences
Rural Waimakariri	City Plan –Rural 4 Waimakariri, Rural 6 Grasslands and part of Rural 1 Coastal and Open Space 3D (Isaac Conservation Park)
Rural Port Hills	City Plan – Rural Hills
Rural Quarry	City Plan – Rural Quarry and the quarry area of Open Space 3D (Isaac Conservation Park)
Rural Templeton	City Plan – Templeton Special Rural
Rural Banks Peninsula	Banks Peninsula - Rural

Range of activities in zones

- e. In terms of the options for enabling a range of rural activities, the focus is on a range of activities that will maintain and support the rural working environment, rural character and avoid urban activities, whilst recognising the need to enable rural landowners a degree of flexibility to adapt to changing circumstances. The options are directed by the objectives and the higher order policy documents, particularly the CRPS.
- f. Activities in each zone are based around those with a direct relationship with or are dependent on the natural resource, features or a rural activity to achieve proposed *Policy 17.1.1.1*. The core activities revolve around farming, plantation forestry, intensive farming, quarrying, conservation, recreation and residential activities.

³ Christchurch City Council, Background paper on rural issues, management approach and proposed rural zones

- g. The key area for options for enabling a range of rural activities revolves around the extent to which business activities that support rural land use (apart from the core rural activities) should be provided for on rural land. There is recognition of the need to have such activities, as per the definition of rural activity in the CRPS for the Greater Christchurch area of the District, but they can be difficult to define and can change rural character where their link to a rural activity or resource quickly becomes tenuous. Where there is no connection to a rural activity or resource it is considered to take on the characteristics of an urban activity and should be located in the urban environment as per the CRPS policy direction and Strategic Directions Objective 3.3.7.
- h. With the exception of parts of Rural Banks Peninsula, Christchurch District rural areas are in close proximity to the main urban environment and a readily accessible supply of industrial and commercial land. While it is necessary to give effect to the direction in the CRPS by recognising businesses that support rural land use, there are a number of pressures faced particularly within the Rural Urban Fringe Zone that need to be considered, including the existing intensive pattern of subdivision and prevalence of lifestyle development. Allowing a wide range of business activities in this area has the potential to undermine rural character and will not support the consolidated urban form or recovery of industrial and commercial areas. This has started to occur with storage units and contractors yards being established through resource consent.
- i. Options considered for business activities include: creating specific definitions for rural industrial/ business activities to directly link activities to the rural resource; using existing industrial/commercial definitions from Stage 1: and/or limiting the scale of activities to be ancillary to rural activities undertaken on site. Use of existing industrial/commercial definitions from Stage 1 is not considered appropriate as they are based on urban activities and are designed to support the urban environment.
- j. The proposed option utilises new definitions based on links with the rural resource or rural activities combined with scale thresholds. To ensure that activities are related to the rural resource or rural activities, the focus is on products grown/made on site or related to a natural feature or rural activity operated on site. Activities that bring in produce from elsewhere to manufacture or sell on site are considered to take on an industrial, commercial or urban character (e.g. concrete batching) with reliance on the rural land becoming secondary on the site. Definitions are discussed further in Section 5.7.
- k. Allowing a limited range of supporting businesses is considered to give effect to the CRPS (refer to table below) and will support the consolidated urban form for the District. The approach adopted is to limit the scale of business activities and directly link them to rural production activities or natural features on a site. Such an approach supports the effective functioning of the urban environment while retaining rural land and rural character.

CRPS policies	How has pRDP responded – activities provided for in rural zones
<p><i>Objective 5.2.1 Development located and designed so that it functions in a way thatenables rural activities that support the rural environment including primary production</i></p> <p><i>Objective 6.2.1 Recovery, rebuilding and development enabled within Greater Christchurch that avoids urban development outside existing urban areas and maintains the character and amenity of rural areas and settlements</i></p>	
<p>Rural Activity (Greater Christchurch) means activities of a size, function, intensity or character typical of those in rural areas and</p>	<p>Intensity and character managed through zones, Activity tables, Activity Specific Standards and Built Form Standards</p>

CRPS policies	How has pRDP responded – activities provided for in rural zones
includes:	
Rural land use activities such as agriculture, aquaculture, horticulture and forestry.	Farming Plantation forestry Existing forestry Intensive farming (includes aquaculture)
Businesses that support rural land use activities.	Rural Produce Retail Rural Produce Manufacturing Farm Stay Rural Tourist Activity Rural Tourist Facility Veterinary care clinics Equestrian centres
Large – footprint parks, reserves, conservation parks and recreation facilities.	Recreation Activities Conservation Activities
Residential activity on lots of 4 ha or more.	Residential on 4ha – Rural Urban Fringe Zone Residential on 20ha – Rural Waimakariri Zone Residential on 100ha – Rural Port Hills Zone
Quarrying and associated activities.	Quarrying Activity Ancillary aggregates processing activity Clean-filling associated with quarry site rehabilitation
Strategic Infrastructure outside of the existing urban area and priority areas for development	Activities specifically recognised through Specific Purpose Zones

- I. Further discussion about the definition / scope of quarrying activities and business activities that support quarrying is contained in section 5.6 and Appendix 7⁴ to this Report.

Scale thresholds

- m. To ensure activities are of a scale that will maintain rural character and remain ancillary to the main rural activity undertaken on a site, thresholds are proposed based on either gross floor area of a building or a maximum number of visitors to a site. The options considered around these include not having a limit, applying a limit based on operative plans or apply a new increased limit that would capture most small scale activities. The no limit option would minimise the need for resource consents but has a potential cost or risk of not maintaining rural character and allowing urban activities which is not consistent with the broader policy framework. Applying a new limit has the benefit of taking into account current industry standards or levels that are economic at a smaller scale. However due to the lack of time available to analyse and consult on what these thresholds are, the option selected rolls-over the current Operative Plan thresholds with some adjustment.

⁴ Christchurch City Council (2015), "Background Report on Issues for the Management of Potential Aggregate Resources".

5.1.2 Policy and Rule Evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
<p>Relevant objectives:</p> <p>17.1.1 Objective - A productive and diverse rural environment</p> <p>a. Christchurch District has a productive and diverse rural environment where:</p> <ol style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	
Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 2 (Strengthened policies and rules focused on rural activities)</p> <ol style="list-style-type: none"> 1. Policy 17.1.1.1 Rural activities, Policy 17.1.1.2 Policy General elements of rural character and amenity, Policy 17.1.1.3 Function of rural areas, Policy 17.1.1.4 Scale and intensity of rural related activities, Policy 17.1.1.7 Intensive farming, Policy 17.1.1.8 Policy Plantation forestry, Policy 17.1.1.11 Location and management of quarrying activities and the supporting provisions seek to enable a range of rural activities and rural related activities managed based upon their scale, intensity and link with the rural resource to retain the rural resource, rural character and avoid urban activities. 2. A series of rural zones based on their function, character and natural resources. This has involved the merging of the current City Plan zones reducing the overall number of zones. The Rural Templeton Zone (currently Templeton Special Rural Zone) and Rural Banks Peninsula Zone have been retained in their current extent and intent. 3. The plan provisions have largely been carried over from operative plans with development of activity lists and an improved policy framework. Some new definitions have been introduced to ensure the activities are tailored for and relevant to the rural environment. 	<ol style="list-style-type: none"> 1. Effectiveness Policies 17.1.1.1, 17.1.1.2, 17.1.1.3, 17.1.1.4, 17.1.1.7, 17.1.1.8, 17.1.1.11. a. Policies 17.1.1.1 and 17.1.1.2 establish the parameters for the range of activities appropriate on rural land and the characteristics that will maintain and support a rural working environment. b. The list of activities provided for in each zone is developed based on scale and intensity that retains the character of a zone and its relationship to surrounding zones. The policies are effective in that they clearly establish what activities and limits are acceptable in the rural environment. It will enable localised rural character to be recognised and managed to avoid activities and effects that could degrade the character upon which economic opportunities rely upon such as farming, tourism and recreation. <p>In addition to the core functions of rural land based around farming and forestry, a limited scale of retailing and manufacturing is permitted where this involves produce grown on site. This provides the flexibility for landowners to add value to their products, whilst ensuring that the activity remains ancillary to a rural activity. Relevant activity definitions have been introduced for rural produce retail and rural produce manufacturing. The definitions are effective in ensuring that it is limited to produce grown on site.</p> <p>The desire for rural landowners to provide supplementary income based around tourism experiences that benefit from the rural setting or natural features of a property is increasingly attractive. The package of provisions recognises this and enables small-scale and low impact activities with minimal buildings to maintain rural</p>

<p>Zoning</p> <ul style="list-style-type: none"> a. Rural Banks Peninsula (currently Rural) b. Rural Urban Fringe Zone (currently Rural 2, 3, 7 and part of Rural 5) c. Rural Waimakariri (currently Rural 1, 4, 6 and part of Rural 5) d. Rural Port Hills (currently Rural Hills) e. Rural Quarries (currently Rural Quarries) and Open Space 3D(ICP/Q) Zone) f. Rural Templeton (currently Templeton Special Rural) <p>Main rules relating to enabling use of the rural resource</p> <p>In the Rural zones, the proposed package of Built Form Standards comprise rules that will enable use of the rural resource while maintaining rural character and amenity:</p> <ul style="list-style-type: none"> - Minimum site size for residential activities - Building Height - Site coverage - Minimum separation to road boundaries - Minimum separation to internal boundaries - Scale limits on rural produce retail, rural produce manufacturing, home occupations, farm stays, recreation and rural tourist activities <p>Definitions</p> <p>Rural activity Farming Plantation Forestry Existing Forestry Farm building Farm stay Rural Tourist activity Rural Tourist facility Conservation Activities Intensive Farming Boarding of domestic animals Rural produce manufacturing Rural produce retail Quarrying activity Ancillary aggregates-processing activity</p>	<p>character and scale. For larger scale facilities involving large buildings or other effects they will be assessed through the consent process. This policy builds upon the higher order direction from the CRPS in relation to tourism and recreation in the rural environment and will be effective in achieving the objective. Activity definitions have been introduced for farm stays, rural tourist activities and rural tourist facilities to recognise the relationship between these activities and the rural land. These definitions are outlined in section 5.7.</p> <p>While there are no significant changes the existing zones have been amalgamated where there is similar character and outcomes (e.g. the existing OS3D (ICP) Zone and Rural Quarry Zones). Banks Peninsula zoning and provisions have been retained as they remain effective in achieving the objective. The package of provisions provides clear direction on the function of each rural zone which was not effectively expressed under the current plans.</p> <p>b. Rural Urban Fringe Zone</p> <p>The proposed approach is to combine the current City Plan Rural 2, 3, 7 and part of Rural 5 zones. The approach recognises the peri-urban area adjoining the main Christchurch urban area with its intensive pattern of development dominated by lifestyle development and more limited traditional rural activity. The key is to manage these areas to retain their rural character and avoid further fragmentation through rural residential development and subdivision that changes rural character and would not support the consolidated urban form. This also involves avoiding urban activities as per the higher level policy direction.</p> <p>The current City Plan recognises these zones through similar provisions and intent. However, the effects based approach has made it difficult to exclude urban activities which change the character and limit the potential to undertake rural activities. The proposed provisions utilise zones and activity lists that make it clear that urban activities are not desirable within the zone and will be effective in achieving the objective. Rural activities, such as plantation forestry and intensive farming, which are not always compatible with the intensive pattern of lifestyle development will be managed as discretionary activities.</p> <p>c. Rural Waimakariri Zone</p> <p>The proposed zone combines the current City Plan Rural 1, 4 and 6 zones and part of the former Open Space 3D Zone at McLean's Island. The approach</p>
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recognises that the function of these areas is primarily based on ecosystem services including flood mitigation areas, groundwater recharge with larger landholdings that retain the open character of the area. The area provides a buffer between the Rural Urban Fringe Zone and the Waimakariri River. The area supports farming, plantation forestry and recreation. It is also utilised for quarrying activity and protects the western side of the Christchurch International Airport from intensive development.

d. Rural Port Hills Zone

The proposed zone retains the current City Plan Rural Hills Zone. The extent of the zone has been reduced reflecting acquisitions for public land over the past 20 years that are to be included as Open Space zones. The majority of the Port Hills are recognised as an Outstanding Natural Landscape. The range of activities and large minimum site size seeks to retain the open character of the Port Hills. The existing provisions have been retained as they are effective in achieving the objective.

e. Rural Banks Peninsula Zone

The Banks Peninsula Zone is being retained along with its provisions, previously named Rural Zone. The zone and its provisions are effective in achieving the proposed objective. Some non-rural discretionary activities have not been carried through, e.g. service stations, as these are considered to be more appropriate to direct into Small Settlements or townships. Plantation forestry activities are managed based on scale of planting per site to integrate with the significant landscape values of Banks Peninsula and land management effects.

Rural industry and services is currently defined in the Banks Peninsula District Plan and provided for as a discretionary activity. To enable a wider range of activities to be permitted it is proposed that this activity is replaced by the combination of:

- Rural produce manufacturing which allows for processing of produce grown on site with limits on scale as a permitted activity. Exceeding the scale limits will trigger a restricted discretionary consent.
- Home occupations as a permitted activity
- Rural tourist facility as a permitted activity with scale limits

Where an activity processes produce not grown on site it falls into consideration as an industrial activity which is non-complying.

New Plantation forestry will continue to be

managed based on scale and its visual effects. Plantation forestry above 1 hectare is a restricted discretionary, which is a change from the current provision which has forestry as a controlled activity less than 10ha. The change reflects the fact that controlled activities are not being used in the Replacement Plan and the restricted activity status provides for more effective outcomes and flexibility to achieve them, effectively removing one activity status. Consideration was given as to whether it could be reduced to a permitted activity (less than 10ha) but the ability to develop rules that would enable this was considered too difficult to take account of all situations that may occur and would not be effective. Trees have more variability compared with developing a standard for a building from a ridgeline.

f. Rural Templeton Zone

The Rural Templeton Zone is being retained in its current form. The zone and its provisions are effective in achieving the proposed objective in relation to this site specific zone.

g. Rural Quarry Zone

The Rural Quarry Zone is largely being retained in its current form with the inclusion of an existing zoned (Open Space 3D) quarry area at McLeans Island and the removal of one site (325 Old West Coast Road) where quarrying is no longer the principal activity undertaken on site and where existing resource consents enable alternative activities and quarry site rehabilitation.

h. Activities

The range of activities provided for within each zone are based around farming, plantation forestry, quarrying, conservation, recreation, residential and buildings related to those activities. Rural related activities such as rural produce stalls, rural produce manufacturing, farm stays and rural tourist activities are enabled with limits on scale and a link to the wider rural activities undertaken on a site to ensure they remain ancillary to the rural activity on site. Veterinary care facilities are provided as a permitted activity subject to a scale limit as they provide support for farming activities. Activities that are not appropriate on all sites due to potential adverse effects including intensive farming and quarrying are discretionary activities.

Activities that need a rural location or provide services for the local rural community, such as boarding of domestic animals, have been provided for as restricted discretionary activities. This

recognises that they are appropriate in the rural environment as they support rural activities but may have effects such as noise, scale, odour and traffic on rural character that need to be considered.

New definitions have been introduced for tourist and guest accommodation activities related to the rural environment to recognise the connection with the resource or its natural features. Rural tourist activity has been developed to capture low impact tourist activities such as nature tourism and agri-tourism. The intent is to enable these activities as permitted subject to scale limits on number of visitors, associated buildings and hours of operation. The activities are complimentary to the main farming activity on site, based on the rural activity or features of a site and enable landowners another source of income or employment.

Supporting activities such as home occupations have been applied with similar limits to those in the Stage 1 chapters with changes to acknowledge the rural environment including increasing employees to two and removing limits on hours of operation. The definition for farming has been amended to include ancillary office activities related to farming to avoid confusion with a home occupation, which would be in addition to farming and associated with the residence.

Further discussion about the activities provided for within the Rural Quarry Zone, including proposed new definitions for quarrying activity and ancillary aggregates-processing activities are considered further in section 5.6 and Appendix 7.

i. Efficiency

Overall the provisions identify a range of rural and related activities that are considered appropriate on rural land. The approach is not a significant change from the current approach but is expressed more clearly to improve plan administration and outcomes i.e. avoid urban activities and enable rural activities to operate.

j. Benefits

Environmental

- The rural zones are cognisant of environmental limitations or natural resources to manage development which clearly identify activities considered appropriate within this environment.
- Clear delineation of rural land versus urban land will ensure that urban activities are retained within the urban environment, supporting the

	<p>consolidated urban form and the rural resource is retained.</p> <ul style="list-style-type: none"> • The range of activities provide a clear link or functional need to locate within the rural environment managing and retaining the rural resource and its values. • Rural land uses are able to continue to operate effectively managing and maintaining rural land in a stewardship role <p><i>Economic</i></p> <ul style="list-style-type: none"> • Zones and a range of activities clearly identify where activities can be undertaken and their parameters, providing certainty to landowners, investors and developers. • Activities that can create reverse sensitivity effects are identified and managed to ensure rural production activities continue to operate now and into the future and do not foreclose on their productive potential. • Provision for a range of permitted activities related to rural land provides flexibility in rural land use to reflect changing economic conditions for rural activities and the ability for landowners/land managers to make decisions on land use. • Retention of rural land and the rural land uses which maintain the landscape values continues to provide the setting for that part of the District from which economic opportunities, including employment creation, for tourism and recreation can be gained and enhanced. <p><i>Social</i></p> <ul style="list-style-type: none"> • Identification of rural areas based upon function retains rural land which the community values in general and more specifically the rural community relies upon. • Enabling use of rural land provides for a variety of recreation activities that benefit social well-being. • Rural land and rural land use provides aesthetic and spiritual benefits for both urban and rural communities to benefit from. <p><i>Cultural</i></p> <ul style="list-style-type: none"> • Retention of rural land and the range of activities provides for cultural associations to be maintained. <p>k. Costs</p> <ul style="list-style-type: none"> • Zone may not fully reflect existing development or the potential range of land uses for a site. This will impose costs on the developer or landowner in obtaining resource consents or plan changes. • Zone boundaries may be too generous and result in inappropriate development in some areas that will result in loss of rural land or loss of values that
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	<p>currently provide benefit to the community or economic benefit.</p> <ul style="list-style-type: none"> • Increase in land values in the Rural Urban Fringe Zone may reduce economic viability of some rural production activities and require consent for alternative activities. • The scale limits on farm stays, rural produce manufacturing and rural tourist activities may be set too low which will generate the need for resource consent, increase costs and deter such activities occurring. • Some legitimate rural activities may not have been captured and consent will be required, but will have policy support. • Businesses that support and sustain local producers by processing produce off site on Banks Peninsula will incur costs of obtaining consent as will be defined as an industrial activity.
Options less or not as appropriate to achieve the Objectives and policies:	
<p>Option 1 (Status quo – current approach to rural land with zones, policies and rules)</p> <p>The current <i>City Plan</i> policy approach developed a series of rural zones based upon a number of characteristics, with soil characteristics being the key component, enabling a range of activities based upon effects. Activities enabled included both urban and rural activities based on effects.</p> <p>The <i>Banks Peninsula Plan</i> established a single activity based rural zone with overlays to manage outstanding natural landscape areas and coastal natural landscapes.</p>	<p>Appropriateness</p> <ol style="list-style-type: none"> 1. The current effects based approach of the City Plan is limited in terms of managing rural character and amenity in some areas that have been subject to development and urban activities locating in rural areas. The current Plans are not effective in clearly expressing the elements that make up the rural character of an area which makes it difficult to establish the outcomes in assessing activities and development (as identified in the <i>Response Planning Report on Efficiency and Effectiveness</i>). 2. The current approach in the City Plan has not totally been effective in retaining rural land for rural land uses with urban land uses being established. This approach would not achieve the objective or higher order policy directions. As outlined in Option 2 the activity based rural zones will ensure that urban activities are clearly expressed as being undesirable in the rural environment. 3. As a result of identification of priority Greenfield areas through the LURP, the extent of the rural zone in the north east and south west has been reduced so it is timely to reconsider its effectiveness. 4. Option 1 is therefore a less efficient approach.
Risk of Acting or Not Acting	
<p>Enabling the use of rural land has been assessed as being important in higher order documents such as the CRPS and the Greater Christchurch Urban Development Strategy. A substantial amount of research and consultation undertaken on these documents based around the form of development and the focus for urban expansion.</p> <p>The rural environment of Banks Peninsula was the subject of substantial consultation and assessment through Variation 2 which was made operative in 2011. These provisions are proposed to be retained largely unchanged.</p>	

There is not a definitive study of rural land use and change within Christchurch District. There have been assessments undertaken as part of the area reviews of the South West and the North West. In the absence of a definitive study, data has been used to provide an analysis of land use and site size characteristics of rural land. The data has confirmed the pattern of development of the rural environment. It is not considered that this will result in any risk in acting.

The Response Planning 2011 reports (refer to Bibliography) that evaluated the effectiveness and efficiency of the Christchurch City Plan and Banks Peninsula District Plan provide an adequate level of assessment of the existing provisions and where improvements should be considered (with the exception of the rural quarry zone). Further consideration to these recommended improvements have been considered during development of this Section 32 Report. On this basis it is considered that sufficient information exists about the proposed provisions without the need to take account of the risk or acting or not acting (s32 (4) (b) of the Act).

5.2 MANAGING RURAL DWELLINGS IN THE RURAL FLAT LAND AND PORT HILLS OF THE GREATER CHRISTCHURCH AREA

- a. Policy 17.1.1.1 - Rural activities
- b. Policy 17.1.1.2 - General elements of rural character and amenity
- c. Policy 17.1.1.3 - Function of rural areas
- d. Policy 17.1.1.5 - Density and distribution of rural dwellings
- e. Policy 17.1.1.9 - Separation distances between rural dwellings and rural activities
- f. Policy 17.1.1.13 - High quality gravel resource overlay
- g. Rural Urban Fringe Zone and Built Form Standards including minimum site size for residential activities and minor residential unit
- h. Rural Waimakariri Zone and Built Form Standards including minimum site size for residential activities and minor residential unit
- i. Rural Port Hills Zone and Built Form Standards including minimum site size for residential activities and minor residential unit
- j. Subdivision policy 8.2.1.10 - Rural subdivision
- k. Subdivision provisions for minimum site size for Rural Zones

5.2.1 Identification of Options

- a. The CRPS provides higher level direction on managing rural residential development in the Christchurch City Plan area of Greater Christchurch by not allowing any further rural residential beyond that already provided for within the current City Plan (*Policy 6.3.9*). Beyond this any further provision for rural residential development in the Lyttelton Harbour area of Greater Christchurch requires development of a rural residential strategy under the Local Government Act 2001 prior to rezoning. Beyond this (into the wider region) the CRPS directs any limited rural residential development to occur in a form that concentrates or is attached to existing urban areas and promotes a coordinated pattern of development.
- b. Policy options for the District Plan can consider whether the direction under CRPS *Policy 6.3.9 (Rural Residential Development)* needs to be expanded on or needs to provide more detailed or localised guidance for the Greater Christchurch area of the district. Options revolve around the effectiveness of the current provisions to give effect to the higher level direction, primarily the avoidance of further rural residential development.
- c. The current City Plan sets the lowest minimum site size for establishing a residential unit of 4ha in Rural 2, 3 and part of Rural 5. While there is only policy support for rural residential through policy 11.1.6 (Volume 2) there is provision to establish a dwelling on a site with a 2ha minimum where the site existed at 24 June 1995. Subdivision or a dwelling on other sites of less than 4ha is non-complying. Rural 7 has a 2ha minimum focused around the horticulture of the Avoca and Horotane valleys, while the minimum in the remaining zones is 20 ha and 100 ha. The CRPS reinforces the 4ha minimum site size by defining rural activities as including residential on sites over 4ha. By establishing this definition it effectively means that anything less than 4ha is an urban activity, with rural residential activity (1-2 households per hectare) as a subset.
- d. In considering options to avoid rural residential development, the focus has been on the Rural Urban Fringe Zone which directly adjoins the urban boundary, has an existing 4ha minimum site size and is highly fragmented with the greatest pressure and risk for rural living and other urban activities. The options to give effect to the CRPS are limited as any approach has to avoid further rural residential development. Options considered include increasing minimum site size, retaining the existing approach (non-complying where sites are less than 4ha), or imposing a more restrictive option that introduces prohibited activity status for the creation of sites less than 4ha with grand parenting of existing sites between 1 and 4ha. Detailed consideration of all these options is provided in Appendix 6⁵.

⁵ Christchurch City Council, Management approach for rural living in the peri-urban/flat land area of the Christchurch district

- e. As explained in Appendix 6 the management approach selected utilises the existing 4ha minimum site size and introduces a prohibited activity status to create any new sites less than 4ha. There is acknowledgement of existing sites between 1-4ha as being an existing resource that provides an opportunity for a dwelling to be established on a case by case basis as a discretionary activity and directs any demand for a dwelling to utilise the existing resource of fragmented sites. The approach proposed and how it meets the CRPS is summarised below:

Site size	Existing sites		New sites		Existing dwellings on existing sites <4ha	Meets higher order policy direction
	Subdivision	Establishing a dwelling	Subdivision	Establishing a dwelling		
< 1 hectare	<i>Proposed activity status:</i> Prohibited with exceptions for reserves, utilities <i>Current activity status:</i> Non complying	<i>Proposed activity status:</i> Prohibited <i>Current activity status:</i> Non complying	Prohibited with exceptions for reserves, utilities <i>Current activity status:</i> Non complying	Prohibited <i>Current activity status:</i> Non complying	Enable additions and alterations as permitted activity	Approach meets the CRPS – no further rural residential development – on the basis that sites less than 1ha meet the definition of rural residential
1-4 hectares	<i>Proposed activity status:</i> Prohibited with exceptions for reserves, utilities <i>Current activity status:</i> Non complying	<i>Proposed activity status:</i> • Discretionary <i>Current activity status:</i> Non complying	<i>Proposed activity status:</i> Prohibited with exceptions for reserves, utilities <i>Current activity status:</i> Non complying	<i>Proposed activity status:</i> Prohibited <i>Current activity status:</i> Non complying	Enable additions and alterations as permitted activity	Recognise existing resource for a dwelling but no further subdivision unless can amalgamate a larger site. Prohibiting subdivision is consistent with supporting the urban form. Takes into account recognition of high quality gravels overlay
Above 4 hectares	Restricted Discretionary	Permitted	Restricted Discretionary	Permitted	N/A	Gives effect to definition of rural activity in the CRPS

- f. The alternative of not managing rural dwellings is not considered feasible in terms of the rural environment generally and specifically the rural urban fringe. This would be inconsistent with the CRPS and without management would undermine the consolidated urban form sought through LURP, CRPS and Strategic Directions Objective 3.3.7. Not managing rural dwellings, particularly to avoid large lot/rural residential, is a key threat to a rural environment in which primary production can continue into the foreseeable future and to the retention of rural character in the peri-urban area in terms of what it offers residents, the wider community and what defines urban vs rural environments. However rural dwellings are considered to be a legitimate activity where they are associated with the operation of many rural activities or meet minimum site size.

5.2.2 Policy and Rule Evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVE</u>	
Relevant objectives:	
<p>17.1.1. Objective - A productive and diverse rural environment</p> <p>a. Christchurch District has a productive and diverse rural environment where:</p> <ol style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	
Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 2 (Strengthened policies and rules)</p> <ol style="list-style-type: none"> 1. Policy 17.1.1.5 Density and distribution of rural dwellings provides the criteria for density and distribution of rural living across the different rural areas of the District and guides development and assessment of minimum site size. 2. Policy 17.1.1.1 Rural activities, Policy 17.1.1.2 General elements of rural character and amenity establish the main characteristics of the range of activities on rural land and rural character. 3. Policy 17.1.1.13 High quality gravel resource overlay avoids subdivision and rural dwellings on sites less than 4ha in the overlay area where it has the potential to limit the ability to extract the gravel resource or increase reverse sensitivity effects. 4. Policy 8.1.2.10 Rural subdivision guides subdivision on rural land, including where it is for rural dwellings and where rural residential development is to be avoided. 4. Replacement of the existing City Plan 'grandparent' rule that allows for a 	<p>1. Effectiveness</p> <p>a. Policies 17.1.1.1, 17.1.1.2, 17.1.1.5, 17.1.1.13, 8.1.2.10</p> <p>These policies clearly establish the limitations around density and distribution of rural dwellings, recognising that they have a direct relationship to a rural activity or resource and maintain rural character. The provisions relating to density and built form for each zone are developed to maintain rural character and amenity, ensuring that rural living is not in the form of rural residential development, does not compromise productive potential of rural land or the urban form outcomes. These provisions will support the working rural environment and its ability to continue to contribute to the economy and employment opportunities.</p> <p><i>Policy 17.1.1.5, 17.1.1.3 and Policy 8.1.2.10 will be effective in avoiding large-lot/rural residential development in combination with the provisions for each zone as outlined below.</i></p> <p>b. Rural dwelling density in the Rural Urban Fringe Zone</p> <p>The Rural Urban Fringe Zone is dominated by rural lifestyle development and due to the existing high level of fragmentation it is where the potential risk is from additional large lot/rural residential development. Parts of the zone already have levels of development</p>

residential unit to be established an existing site down to 2ha in Rural 2, 3 and 5, provided the site was in existence on 24 June 1995. Replacement of this rule with a new provision for the Rural Urban Fringe Zone that will enable a dwelling to be established on an existing site of between 1ha and 4ha as a discretionary activity, including where covered by the High Quality Gravel Overlay.

4. Prohibited activity status for subdivision of sites less than 4ha and for a dwelling on an existing site of less than 1ha in the Rural Urban Fringe Zone.
5. Recognition of existing dwellings on existing sites of less than 4ha with the ability to add/alter the existing dwelling provided Built Form Standards are met.
6. Provision for minor residential units where minimum site size met.

Zoning

- a. Rural Urban Fringe Zone (currently Rural 2, 3, 7 and part of Rural 5)
- b. Rural Waimakariri (currently Rural 1, 4 and 6)
- c. Rural Port Hills (currently Rural Hills)
- d. Rural Quarries (currently Rural Quarries)

Main rules managing rural living

In the Rural zones, the proposed package of Built Form Standards comprise rules that will manage rural living:

- Minimum site size for residential activity
- Maximum building height
- Setbacks from road boundaries
- Setbacks from internal boundaries
- Site coverage

Definitions

Rural activity

Rural residential activity (CRPS definition)

Minor residential unit

Residential unit

that reflect rural residential character and density. Some of these are historic or have been established by way of resource consent. The proposed policy framework seeks to avoid any further fragmentation or development of this kind.

A minimum site size for a residential activity has been retained at 4ha. The creation of any new sites less than 4ha is a prohibited activity, effectively increasing the minimum site size to 8ha for subdivision. The use of prohibited activity status is considered the most appropriate option to achieve the CRPS and objectives. The current use of non-complying activity is not considered effective in its ability to avoid any further rural residential development or supporting the consolidated urban form. The continual fragmentation of the rural urban fringe through ad hoc subdivision limits options for planned future urban growth and infrastructure development. The risk of this imposes high costs to the community in the long term. The use of prohibited activity ensures that options will be available in future, protecting larger sites for the life of the replacement district plan.

As part of the overall package for managing rural dwellings *Policy 17.1.1.5* prioritises use of existing sites or encourages amalgamation of small sites to make larger sites to achieve the minimum. This is considered to be effective in terms of avoiding further large lot/rural residential development as it makes efficient use of existing small sites through amalgamation and puts an upper limit on the number of small sites that exist within the zone i.e. no further small sites being created in the life of the replacement plan.

In terms of managing existing sites less than 4ha, there is recognition of the desire by landowners for a dwelling on these sites. The current City Plan contains a 'grandparent' rule that permits a residential unit to be established on an existing site down to 2ha in Rural 2, 3 and 5, provided the site was in existence on 24 June 1995. Up to 32 sites currently meet the criteria but have yet to take up the opportunity. Sites created after June 1995 will have been through the resource consent process for both subdivision and land use consent.

It is proposed to replace the existing grandparent rule with a broader provision to consider enabling a dwelling to be established on an existing site of between 1ha and 4ha, as at 2 May 2015. Resource consent will be required as a discretionary activity, which is a lesser status than the current non-complying activity. The rule will be effective as the number of sites able to have a dwelling established is a known quantity (with up to 98 sites as of October

2014). The ability to have a dwelling will still be subject to resource consent to manage effects on character and urban form, and effects on the aggregate resource where located in the high quality gravel resource overlay. It is recognised that some of these sites may already have a land use consent for a dwelling, whether it has been given effect to or not. The 1ha limit acknowledges and gives effect to the definition of rural residential development in the CRPS.

c. Built Form Standards

The Built Form Standards for rural dwellings in the Rural Urban Fringe zone have not changed from the current City Plan provisions. The effectiveness report by *Response Planning* highlighted the changing character in some areas with development of urban type features i.e. fencing and buildings located closer to the road boundary allowed through resource consent. The report also highlighted the lack of description of elements of rural character. The proposed package of policies, rules and Matters of Discretion outline the characteristics of rural character and provide clearer Matters of Discretion to ensure retention of rural character when assessing consents. The provisions are still considered appropriate in the absence of any detailed area specific analysis of character.

d. Rural dwelling density in Rural Waimakariri and Rural Port Hills

The minimum site size in the remaining zones in Greater Christchurch City Plan area is 20ha (Rural Waimakariri) or 100ha (Rural Port Hills). The density is based around retention of the open rural character and protection of natural resources including groundwater, landscape and flood mitigation areas. These existing provisions have been effective and will achieve the proposed objective managing rural living and maintaining rural character.

The existing Rural 6 (Grasslands) zone has been incorporated into the proposed Rural Waimakariri Zone. The current minimum site size of 100ha has been reduced to 20ha to align it with the Rural 1 and 4 zones. The minimum site size will still retain the openness of the area.

2. Efficiency

Overall the provisions will be efficient in managing rural dwellings and avoiding further large-lot/rural residential development on the Christchurch rural flat land and Port Hills. The provisions for the Rural Urban Fringe are a significant change from the current City Plan provisions but are an efficient way to achieve the objective and higher order policy

directions, including the CRPS. While there is a tougher stance on subdivision there is a lessening of current restrictions for a rural dwelling on existing sites with provision for additions and alterations to existing established dwellings on small sites. This will be efficient in identifying the potential sites and outcomes for establishing dwellings i.e. a known upper limit of small sites that could be developed.

Benefits

Environmental

- a. The provisions will retain rural character and avoid changes towards more urban character that would remove the current distinction between urban and rural.
- b. The prohibited activity provisions establish an upper limit to the number of small sites with no further to be created using minimum site size. This will enable future planning of urban growth areas for beyond 2028 to potentially commence within the life of the replacement plan. It also removes any expectation that further sites will be created less than 4ha.
- c. The provisions utilise a minimum site size to define large lot/rural residential activity and clearly establish the density these occur at without creating any further small sites.
- d. The effects on the environment will be known as small sites can be mapped and monitored for changes in character or urban form, or where sites could be amalgamated.

Economic

- e. Managing rural living to avoid further large-lot/rural residential development in the Christchurch flat land and Port Hills will reduce effects of reverse sensitivity on rural production activities that will enable them to continue to operate and provide employment opportunities.
- f. Use of prohibited activity will protect larger sites for longer term urban growth options which will enable strategic planning and analysis of the best option for growth, reduce the cost of planning urban areas around multiple small sites and landowners and maximise a coordinated approach for development. The ability to undertake such planning will result in the best economic outcomes for the District in the longer term.
- g. Avoiding the creation of any further sites less than 4ha will assist to direct development into the urban area for recovery purposes but still provide choice for the remaining small sites without a dwelling.
- h. Use of prohibited activity status reduces costs of processing and plan administration as no applications can be made.
- i. Retention of larger sites may enable rural productive activities to continue and increase opportunities for

	<p>employment.</p> <ul style="list-style-type: none"> j. Retention of larger sites will improve the potential to access gravel resources, enabling more cost effective access to aggregates for the rebuild and creation of employment opportunities. k. Blanket restriction on subdivision less than 4ha may not recognise the needs of farmers in amending boundaries or adding to land resources for legitimate rural activities. <p><i>Social</i></p> <ul style="list-style-type: none"> l. Retention of the rural resource and its key elements that contribute to character, such as high levels of naturalness, benefits residents living within the rural area and those that visit the area. m. Reduced potential for reverse sensitivity effects on health and safety of residents. <p><i>Cultural</i></p> <ul style="list-style-type: none"> a. Density of development established that minimises effects upon natural resources of value to Ngai Tahu including groundwater, soil and landscape <p><i>Costs</i></p> <ul style="list-style-type: none"> a. Existing small sites below 1 hectare are unable to apply for use of a residential dwelling where they currently do not have one. b. Inability of small sites to be used leaves limited choices and willingness to manage the land resulting in poor land management and spread of weeds and pests. c. Use of prohibited activity may result in sites being used for other urban activities if no economic rural activity can be established. d. Minimum site size for the existing Rural 7 area has been increased from 2ha to 4ha as part of the Rural Urban Fringe Zone. Majority of sites are less than 2ha with a dwelling. Three sites have the ability to be subdivided under the current 2ha minimum and an increase in minimum site size removes the ability to develop these sites at a cost to the landowner and lost opportunity cost. e. Restricting the supply of small sites to the current stock may increase land value and costs on landowners of existing sites. f. Pressure may be placed on the larger rural sites to subdivide down to 4ha, creating further fragmentation of larger sites. g. The market for rural residential properties will move outside the district to be satisfied by adjoining territorial authorities.
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Options less or not as appropriate to achieve the Objectives and policies:	
Option 1 (Status quo – current policies and rules)	<p>Appropriateness</p> <ul style="list-style-type: none"> 1. The proposed approach takes a tougher stance

<p>Series of rural zones providing for residential units on a minimum site size ranging from 4ha to 100ha. Failure to meet the minimum site size is a critical standard which defaults to non-complying activity.</p> <p>Plus a 'grandparent' rule permitting a residential unit to be established on an existing site down to 2ha in Rural 2, 3 and 5, provided the site was in existence on 24 June 1995.</p>	<p>from the current City Plan approach for subdivision while at the same time is more enabling for establishing a dwelling. The current City Plan approach would be effective in achieving the objective but requires clarification in terms of updating the policy framework.</p> <p>2. The grandparent rule only applies to approximately 32 sites and is limited in its extent and fails to capture all small sites. Setting the limit at 2ha is higher than the definition of rural residential in the CRPS.</p>
<p>Option 3 Increase the minimum site size (More restrictive policies and rules)</p> <p>Utilise the proposed zones.</p> <p>In the Rural Urban Fringe Zone apply a combination of :</p> <ul style="list-style-type: none"> - Subdivision of sites less than 20ha is a prohibited activity combined with one dwelling allowed per site where sites are less than 20ha or - Increase the minimum site size for a residential activity and subdivision to 8ha 	<p>Appropriateness</p> <p>1. Increasing the minimum site size would be effective in achieving the objective. Given the high level of fragmentation there would be a cost on landowners to amalgamate sites to achieve a larger site size. There are few sites that would have the ability to achieve this provision.</p> <p>2. At the other end of a more restrictive approach is to prohibit subdivision of larger sites e.g. 20ha. This approach would protect sites below 20ha from further fragmentation. There are only 22 sites over 20ha in the Rural Urban Fringe Zone where subdivision would be allowed, most of these are dedicated to golf courses. The effectiveness of such an approach is limited as it does not target the majority of sites or where the pressure for development is.</p>
<p>Risk of Acting or Not Acting</p>	
<p>Management of rural dwellings, including large-lot/rural residential, has been assessed as being important in higher order documents such as the CRPS and the Greater Christchurch Urban Development Strategy. There was a substantial amount of research and consultation undertaken on these documents based around the growth of urban areas and the focus for urban expansion. The risk of not acting will result in reduced choice in future for any urban expansion for Christchurch main urban area and loss of opportunities associated with this.</p>	

5.3 MANAGING REVERSE SENSITIVITY ON RURAL LAND

- a. **Policy 17.1.1.1 Rural activities**
- b. **Policy 17.1.1.2 General elements of rural character and amenity**
- c. **Policy 17.1.1.3 Function of rural areas**
- d. **Policy 17.1.1.5 Density and distribution of rural dwellings**
- e. **Policy 17.1.1.7 Intensive farming**
- f. **Policy 17.1.1.8 Plantation farming**
- g. **Policy 17.1.1.9 Separation distances between rural dwellings and rural activities**
- h. **Policy 17.1.1.11 Location and management of quarrying activities**
- i. **Policy 17.1.1.13 High quality gravel resource overlay**
- j. **Rural Banks Peninsula Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- k. **Rural Urban Fringe Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- l. **Rural Waimakariri Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- m. **Rural Port Hills Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- n. **Rural Quarry Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- o. **Rural Templeton Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- p. **Subdivision policy 8.1.2.10 Rural subdivision and subdivision standards**

5.3.1 Identification of Options

- a. There are some higher order policy directives for reverse sensitivity effects in terms of the CRPS Chapter 5 including: development is located and designed to avoid conflicts between incompatible activities; maintaining rural productive economy by avoiding development that results in reverse sensitivity effects that limit or preclude primary production. While Chapter 6 provides direction for avoiding the effects of land use activities, including noise sensitive activities, on infrastructure. Strategic Directions Objective 3.3.14 provides direction on management of incompatible activities to minimise conflicts and significant adverse effects.
- b. In addition to the higher order policy directives reverse sensitivity is one of the key limitations to enabling rural productive activities to continue, particularly in relation to density and location of rural dwellings.
- c. The Operative Plans contain rules to manage reverse sensitivity, including activity status and separation distances. Since the City Plan was notified in 1995 the rural urban fringe area surrounding the main Christchurch urban area has continued to increase intensification of land use with lifestyle development now the predominant land use. As a result of this change and lack of large sites, there are some rural activities that are no longer appropriate to operate within this environment due to reverse sensitivity effects. There are also some activities that need to be managed regardless of where they are located.
- d. The options identified for managing reverse sensitivity on rural land include:
 - i. Using activity status for some rural activities
 - ii. Using rules to require separation distances and buffers, directing such activities into larger sites where effects can be managed or away from areas in close proximity to residential development
 - iii. Combination of i. and ii.

- e. The preferred approach is Option 3 using a combination of activity status and rules to manage reverse sensitivity as it captures the ability to apply provisions to both existing and proposed activities that generate effects and to sensitive activities. The reverse sensitivity effects relating to the range of activities is discussed in Section 5.1 while managing rural dwellings is discussed in Section 5.2 and a further discussion relating to quarrying activities is discussed in Section 5.6. Built Form Standards for separation distances will apply to new dwellings locating in the rural environment and to new plantation forestry establishing, where permitted.

5.3.2 Policy and Rule Evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
Relevant objectives:	
17.1.1 Objective - A productive and diverse rural environment	
a. Christchurch District has a productive and diverse rural environment where: <ul style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	
Provision(s) most appropriate	Effectiveness and Efficiency
Option 2 (Strengthened policies and rules) <ul style="list-style-type: none"> i. <i>Policy 17.1.1.9 Separation distances between rural dwellings and rural activities</i> seeks to ensure design and location of rural dwellings is undertaken to mitigate potential reverse sensitivity effects i.e. the onus is on the rural dwelling to mitigate potential effects from existing buildings. ii. <i>Policy 17.1.1.5 Density and distribution of rural dwellings</i> ensures rural dwellings are at a density that maintain a rural working environment, avoids rural residential development, retains larger sites and openness. iii. <i>Policy 17.1.1.1 Rural activities</i> and <i>Policy 17.1.1.2 General elements of rural character and amenity</i> ensure the range of activities is directly related to the rural resource to minimise the risk of non-rural activities that may have greater sensitivity to rural activities while the policies outline character elements and expectations of a working environment. 	1. Effectiveness <p>Policies 17.1.1.9, 17.1.1.5, 17.1.1.1, 17.1.1.2, 17.1.1.11, 17.1.1.13</p> <p>The proposed policies and supporting rules are considered appropriate to ensure that residential activities and non-rural activities locating on rural land are managed to enable existing lawfully established and new rural activities the ability to operate unhindered. The premise of the rural environment is that it is a working environment that has odours, noise and traffic where rural activities can operate with few limitations, similar to an industrial zone. The policies seek to manage those activities, including subdivision, that result in reverse sensitivity effects on rural activities and place the onus on them to locate on an appropriate site and mitigate effects, or alternatively avoid certain locations in the rural environment.</p> <p>The policies support CRPS <i>Policy 5.3.12 Rural Production (Wider Region)</i> and <i>Policy 6.3.5 Integration of land use and infrastructure (Greater Christchurch)</i>.</p> <p>As a package the provisions are effective in achieving the objective. They clearly establish the expectations for rural dwellings moving into the rural area and for new rural land uses that may have</p>

- iv. *Policy 17.1.1.11 Location and management of quarrying activities and Policy 17.1.1.13 High quality gravel resource overlay* recognise the adverse effects of quarrying activities ensuring that new quarrying activities avoid locations close to residential zones. While new dwellings and subdivision need to avoid locations that increase the potential for reverse sensitivity.
- v. A package of rules for each zone that specify either Built Form Standards that must be achieved by sensitive activities or activities that are not appropriate in the zone.

Zoning

- a. Rural Banks Peninsula (currently Rural)
- b. Rural Urban Fringe Zone (currently Rural 2, 3, 7 and part of Rural 5)
- c. Rural Waimakariri (currently Rural 1, 4 and 6)
- d. Rural Port Hills (currently Rural Hills)
- e. Rural Quarries (currently Rural Quarries)
- f. Rural Templeton (currently Templeton Special Rural)

Main rules managing reverse sensitivity

In the Rural zones, the proposed package of Built Form Standards comprise rules that will manage reverse sensitivity including:

- Minimum separation distances – residential activities from intensive farming and plantation forestry

Definitions

Rural activity
 Farming
 Plantation Forestry
 Existing forestry
 Intensive farming

effects to select the right location.

The package of provisions used in the rural zones manages the potential for reverse sensitivity effects including:

- use of activity status where activities are undesirable or will have adverse effects upon operation of strategic infrastructure
- Built Form Standards or activity specific standards to ensure separation distances on new residential dwellings, separation distances on new plantation forestry to avoid fire risk or limits around hours of operation are achieved through permitted activity status

Rural Urban Fringe Zone

There are greater restrictions on rural activities within the Rural Urban Fringe Zone than other zones due to the complexity of the existing environment. This includes consideration of the intensity of development, predominance of lifestyle development, existence of strategic infrastructure, aggregate resource and existing noise generating activities. The use of the activity status and Built Form Standards is effective in mitigating effects. The Built Form Standards require separation from quarrying activities, plantation forestry and intensive farming.

Intensive farming and Plantation forestry are discretionary activities due to the proximity to residential zones in the urban area and the prevalence of small sites which means they may not always be appropriate. The potential of these activities establishing in the zone is low but it sends the signal that such activities are to be directed into a more appropriate zone or larger sites.

Due to the potential for quarrying operations to be in close proximity to the urban boundary in the Rural Urban Fringe Zone and the sensitivity of the urban residential environment, quarrying activities within 250m of the residential zone boundary are non-complying with a public notification clause. A public notification clause is also required for quarrying activities within 500m where they are a discretionary activity to allow for public consultation.

2. Efficiency Benefits

Environmental

- a. Reverse sensitivity effects are reduced directing sensitive activities into areas where they can achieve separation distances.
- b. Avoids activities that have effects in areas with higher concentration of sensitive activities i.e. those

	<p>where effects are the most significant.</p> <p><i>Economic</i></p> <ul style="list-style-type: none"> c. Listing of activities and rules provides a simple approach to clearly identify when consent is needed and the parameters around the activity or the standards to be achieved. Enables more cost effective decision making on where it is appropriate to locate. d. Rural operators can continue to operate unhindered or with minimal restriction as the onus in most cases is on the sensitive activity to mitigate potential effects. e. Specifying minimum standards in the rules ensures that an activity can be established where it meets those provisions and minimises costs of consent process. f. Activity status is utilised where there may be greater effects upon ability of strategic infrastructure to continue to operate which has higher economic cost to the community and the economy of the District. g. Protects existing and future rural activities along with strategic infrastructure to ensure they can continue to operate now and into the future, providing for employment opportunities in the longer term. <p><i>Social</i></p> <ul style="list-style-type: none"> h. Policies and zone framework identify areas where to expect noisy or smelly activities and lower amenity for new dwellings. i. Protects health and safety of residents and other sensitive activities from effects of noise and odour, particularly where can achieve the separation distances and acoustic insulation provisions. <p><i>Cultural</i></p> <p>No benefits identified.</p> <p>Costs</p> <ul style="list-style-type: none"> a. The package of provisions are a broad mechanism to manage reverse sensitivity and activities and do not distinguish between scale of activities. The cost of obtaining consent for a small scale non-intrusive activity will be an additional cost which may lead to the activity not being established and loss of a service or employment to the community. b. High costs of achieving separation distances can reduce options for land use. c. Achieving separation distances may result in inefficient use of land or loss of ability to maximise resource use.
Options less or not as appropriate to achieve the Objectives and policies:	
Option 1 (Status quo – current policies and rules)	Appropriateness The current City Plan approach is not appropriate to

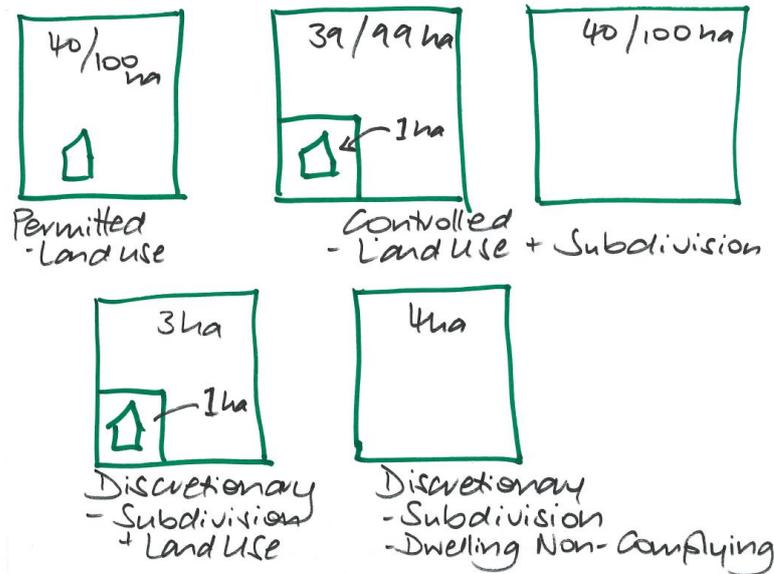
<p>Current approach in the City Plan revolves around rules to manage effects including noise sensitive activities, separation distances and acoustic insulation. Any activity meeting these rules can be established.</p> <p>The current Banks Peninsula Plan manages activities through activity status where Factory Farming and Quarrying require consent as discretionary activities. Standards for separation are required for residential activities and forestry activities.</p>	<p>achieve the proposed objective as the effects based approach does not always result in minimising reverse sensitivity. In some instances meeting rules is not sufficient to mitigate effects.</p>
<p>Risk of Acting or Not Acting</p>	
<p>Managing reverse sensitivity on rural land has been assessed as being important in higher order documents such as the CRPS and the Greater Christchurch Urban Development Strategy. A substantial amount of research and consultation undertaken on these documents based around the growth of urban areas and the focus for urban expansion.</p> <p>Sufficient information exists about the need to manage reverse sensitivity and the proposed provisions without the need to take account of the risk or acting or not acting (s32 (4)(b) of the Act).</p>	

5.4 RURAL DWELLINGS ON BANKS PENINSULA

- a. **Policy 17.1.1.1 Rural activities**
- b. **Policy 17.1.1.2 General elements of rural character and amenity**
- c. **Policy 17.1.1.3 Function of rural areas**
- d. **Policy 17.1.1.5 Density and distribution of rural dwellings**
- e. **Policy 17.1.1.6 Rural Banks Peninsula**
- f. **Rural Banks Peninsula Zone and Built Form Standards including minimum site size for residential activities**
- g. **Subdivision policy 8.1.2.10 Rural subdivision**
- h. **Subdivision provisions for minimum site size, including 'lifestyle allotment subdivision'**

5.4.1 Identification of Options

- a. The CRPS only provides a higher level direction on managing rural residential development in the Christchurch City Plan area of Greater Christchurch area. Beyond this any further provision for rural residential development in the Lyttelton Harbour area of Greater Christchurch requires development of a rural residential strategy under the Local Government Act 2002 prior to rezoning. A strategy is not being developed at this stage due to the truncated process of the District Plan Review and lack of analysis of demand.
- b. For the remainder of Banks Peninsula the only guidance that the CRPS provides in relation to rural dwellings is directing any limited rural residential development in a form that concentrates or is attached to existing urban areas and promotes a coordinated pattern of development. With the exception of *Policy 5.3.12* in the CRPS that seeks to avoid development and fragmentation that results in reverse sensitivity effects or forecloses the ability for primary production, there is no higher order policy direction for rural dwellings on Banks Peninsula beyond rural residential development. The existing rural residential zones on Banks Peninsula are being included in the Residential Large Lot Zone as part of the Stage 2 Residential chapter.
- c. The Rural Chapter policy framework does not promote rural residential development on Banks Peninsula. However the Operative Banks Peninsula Plan currently manages residential activity through a cascading activity status which allows for establishment of a dwelling on a 1ha site where the balance is covenanted against further subdivision and dwellings or protects landscape or biodiversity values. These provisions were introduced through Variation 2 to the plan which was made operative in 2010. This 'lifestyle allotment' option in association with the 40/100ha baseline minimum site size produces the same outcomes as locating a dwelling on a 40/100ha site. The key difference is that it provides for rural lifestyle demand and the ability to raise capital without wasting the land resource through inefficient land management.
- d. The following illustrates how the activity status currently works:



- e. There is no identified need to amend the minimum site sizes or the approach as it has been through an extensive consultation process with community acceptance which concluded with the Environment Court process in 2010. However there is a need for some clarification around the provisions for the 1ha site as follows:
 - i. The provisions are currently interpreted and administered as a 'one off' opportunity, meaning a 1ha site for a dwelling can be established through subdivision and land use once per site. A larger site cannot be continually subdivided into multiple smaller sites under this provision. This intent is not currently clearly explained within the rules.
 - ii. There is no policy framework that explains what outcomes are expected from these provisions.

- f. Any proposed provisions for Rural Banks Peninsula are related to tightening up on interpretation of rules and linkages between subdivision and land use for improved efficiency and effectiveness, and to delete any unnecessary consents.

5.4.2 Policy and Rule Evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
Relevant objectives:	
17.1.1. Objective - A productive and diverse rural environment	
a. Christchurch District has a productive and diverse rural environment where: <ul style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	
Provision(s) most appropriate	Effectiveness and Efficiency
Option 2 (Strengthened policies and rules)	1. Effectiveness
1. Apply the Rural Banks Peninsula Zone and retain the approach of the Operative Banks	Policies The current Banks Peninsula Plan is effective in

Peninsula Plan with provisions for management of rural dwellings based around a cascading activity status based on minimum site size to allow for provision of a lifestyle site.

2. **Policy 17.1.1.5 Density and development of rural dwellings, 17.1.1.6 Rural Banks Peninsula and Policy 8.1.2.10 Rural Subdivision** provide policy support for the outcomes sought for rural dwellings and 'lifestyle' allotments through the provisions.
3. Clarify the intent of the provisions for the lifestyle site as a one-off opportunity per site and improve links between subdivision and land use.
4. Provide for the opportunity as a 'lifestyle' allotment to clarify its intent and that it is distinct from large lot /residential development.
5. Reduce the activity status for a residential unit on a 1ha lifestyle allotment (with the balance of 39ha or 99ha) from a controlled activity to a permitted activity.

Zoning

Rural Banks Peninsula (currently Rural)

Main rules managing rural living

In the Rural Banks Peninsula zone, the proposed package of Built Form Standards comprise rules to manage rural living:

- Minimum site size for residential activity
- Identified building areas
- Minimum setbacks from road boundaries
- Maximum building height
- Site Coverage
- Subdivision for lifestyle allotment

its approach for rural living and achieves the objective. However it currently lacks clarity around why the rules are there with tenuous links between the provisions and objectives.

Proposed *Policy 17.1.1.6* combined with *Policy 17.1.1.5* and *Policy 8.1.2.10* provides support for the approach.

The key change in the proposed package is clarification through the policy framework of the intent of the provision for a dwelling on a 1ha site. There is demand for a lifestyle site combined with a desire for rural landowners to have the opportunity to raise capital or provide for succession and to manage their land holdings effectively. The ability to create a small site for a dwelling whilst protecting the balance retains the overall rural character and does not lead to inefficient use or poor management of rural land. The outcome is the same as if a dwelling were established on a 40ha or 100ha allotment.

The provision will be effective in that clarification as a one-off opportunity, identified as a 'lifestyle' allotment with direct linkages to the subdivision rule creating the site. The activity status has been moved from controlled to permitted for the land use, retaining restricted discretionary status for the subdivision where a 1ha site is created with the balance meeting minimum site size. The subdivision consent provides the opportunity to assess the development based on relevant Matters of Discretion around placement of the building, boundaries and protection of the remainder of the site. Subdivision will also require identification of a building area which can then be registered on the title by consent notice, along with covenants limiting subdivision and dwellings on the balance allotment.

The ability to manage the location of the building platform and protection of any features on the site at subdivision stage is the most effective mechanism. There is no additional need to then require land use consent as under the Operative Plan to establish a dwelling as this option cannot be taken up unless it has been consented through a subdivision consent and the allotment created. The dwelling will need to meet the built form standards.

The package of provisions will be effective in providing for rural living on Banks Peninsula whilst maintaining the working environment and rural character.

2. Efficiency

The package of provisions will improve the efficiencies around establishment of a lifestyle allotment with greater clarity around the purpose of the provisions, policy support, reduced interpretation issues and the matters applicants need to address. There has also been alignment between land use and subdivision provisions to reduce any inefficiencies with the 'lifestyle' allotment approach.

Benefits

Environmental

- a. Clarification over what the outcome of the rural dwelling provisions are and ensuring it is a one off opportunity through subdivision will reduce the potential for the creation of multiple lifestyle sites that promote de facto rural residential development on Banks Peninsula.
- b. Clarification of the provisions clearly distinguishes this type of rural living from rural residential/large lot development and its purpose in maintaining the working environment.
- c. Moving to a restricted discretionary status enables Matters of Discretion to be clearly identified.
- d. Open character of the rural working environment or its natural features will be retained through covenant requirements.

Economic

- e. Continues to provide rural landowners with the ability to create a lifestyle site to raise capital which can then be returned into the rural property for further investment or employment opportunities or to remove part of the property that is not viable for farming operations.
- f. Ability to create a lifestyle site also enables landowners to invest in protecting biodiversity or landscape features on the balance land.
- g. Clear expression as a one-off opportunity reduces the potential risk of the creation of large lot/rural residential development which can impact upon ability to continue to operate rural activity, rural character and its economic viability.
- h. Reduced consenting requirements for establishing a dwelling on a lifestyle allotment where the balance achieves either 39ha or 99ha.

Social

- i. Provides for those wanting to live in the rural area on Banks Peninsula and with a land holding that they are able to manage.
- j. Provisions and approach are accepted by the Banks Peninsula community.

Cultural

	<p>k. The provisions will enable cultural values and matters to be taken into account.</p> <p>Costs</p> <p>l. Cost of consent process with the risk of subdivision consent being declined.</p> <p>m. Cost of preparation and registration of the covenants against titles. Although it is noted that this is a continuation of existing requirements.</p>
Options less or not as appropriate to achieve the Objectives and policies:	
<p>Option 1 (Status quo – current policies and rules)</p> <p>Current rules in the Banks Peninsula District Plan provide for a cascading approach for residential unit on a minimum site size for land use and subdivision. There is no specific policy support for the approach or explanation as to what it is achieving.</p>	<p>Appropriateness</p> <p>1. The current plan provisions are the same as the proposed provisions except for the activity status, currently being a controlled activity for a residential activity on a 1ha sites with the balance meeting 39/99ha or more. There is no specific policy support for the provisions and there is also a mismatch between land use and subdivision provisions. While this leads to interpretation issues these have been overcome through staff providing advice to applicants/landowners on how to interpret the provisions.</p> <p>2. Option 2 is not considered to be appropriate to achieve the objectives and policies.</p>
Risk of Acting or Not Acting	
<p>The Response Planning 20011 reports (refer to Bibliography) that evaluated the effectiveness and efficiency of the Christchurch City Plan and Banks Peninsula District Plan provide an adequate level of assessment of the existing provisions and where improvements should be considered. In addition the provisions were developed through extensive consultation as part of Variation 2 to the Banks Peninsula District Plan and subsequent Environment Court directions. Further consideration to these recommended improvements have been considered during development of this Section 32 Report. On this basis it is considered that sufficient information exists about the proposed provisions without the need to take account of the risk or acting or not acting (s32 (4)(b) of the Act).</p>	

5.5 RETENTION OF RURAL CHARACTER AND AMENITY VALUES THROUGH BUILT FORM STANDARDS

- a. **Policy 17.1.1.1 Rural activities**
- b. **Policy 17.1.1.2 General elements of rural character and amenity**
- c. **Policy 17.1.1.3 Function of rural areas**
- d. **Policy 17.1.1.4 Scale and intensity of rural related activities**
- e. **Policy 17.1.1.5 Density and distribution of rural dwellings**
- f. **Policy 17.1.1.6 Rural Banks Peninsula**
- g. **Rural Banks Peninsula Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- h. **Rural Urban Fringe Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- i. **Rural Waimakariri Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- j. **Rural Port Hills Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- k. **Rural Quarry Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- l. **Rural Templeton Zone – Permitted activities, Activity Specific Standards and Built Form Standards**
- m. **Rules that manage non-rural activities and residential activities in all zones**

5.5.1 Identification of Options

- a. The CRPS provides some high level policy direction on maintaining the character and amenity of rural areas through *Policy 5.3.12* in relation to enabling tourism, employment and recreational activities consistent with rural character and *Objective 6.2.1* in relation to land use and infrastructure framework for Greater Christchurch that maintains the character and amenity of rural areas and settlements. The District Plan policy approach must give effect to the CRPS as well as be the most appropriate way to achieve the proposed Rural Chapter objectives.
- b. Policy options for the District Plan can consider whether the direction under CRPS *Policy 5.3.12* and *Objective 6.2.1* needs to be expanded upon or needs to provide more detailed or localised guidance for the Christchurch and Banks Peninsula locations. Other options are whether to retain the existing set of policies (should they give appropriate effect to higher level objectives and policies) or whether a new or amended policy framework is more appropriate.
- c. Rural character is managed at different levels including: city wide, catchment/ neighbourhood and site. Rural character can be distinctly identified from urban character and management of rural character is one of the key aspects of establishing the range of activities and their form, scale and intensity. The existence of rural character also contributes to the desirability of some activities wanting a rural location - openness, low density of built form, dominance of the natural environment and a contrast to urban areas.
- d. Options for retention of rural character and amenity values were considered in relation to density and the range of activities, which are key determinants of rural character, previously under section 5.1, managing rural dwellings in Greater Christchurch (section 5.2) and Banks Peninsula (section 5.4). Options include whether regulatory intervention through the district plan is appropriate to achieve the objectives and if so what level of intervention. Other methods may include, for example, non-regulatory incentives and design guidelines such as the Banks Peninsula Rural Development Guidelines.

- e. Generally within rural areas, rules relating to Built Form Standards are minimal focusing on maximum building height, site coverage and boundary setbacks. Additional standards may be imposed in areas with landscape values e.g. Banks Peninsula. The built form provisions relating to maintaining rural character have been reviewed and have been retained largely unchanged as no significant effectiveness and efficiency issues have been identified with the rules, with the exception of providing clarity within the policy framework around what rural character is and where it differs.
- f. Some standards currently in the City Plan are Critical Standards where non-compliance results in assessment as a non-complying activity. The activity status for non-compliance with Built Form Standards is being reduced to restricted discretionary, where Matters of Discretion can be specified.
- g. The Built Form Standards for Rural Banks Peninsula have been carried over from the Operative Plan as they are still considered appropriate to achieve the objective. These standards were developed to integrate landscape values into the Built Form Standards, e.g. lower maximum height, which may be different to the rest of District. The Built Form Standards that apply to Rural Banks Peninsula are integrated with landscape values. The only change proposed is to the road boundary setback to retain the rural character. The Operative Plan has set it at 7.5m which is not dissimilar to the Akaroa Hillslopes Zone in Banks Peninsula and is not considered to be appropriate to retain rural character in terms of the expectation of rural dwellings set back from the road. It is proposed that this is increased to 15m with provision for existing buildings within 15m to undertake additions and alterations.

5.5.2 Policy and Rule Evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
Relevant objectives:	
17.1.1. Objective - A productive and diverse rural environment	
a. <i>Christchurch District has a productive and diverse rural environment where:</i>	
<ul style="list-style-type: none"> i. <i>the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;</i> ii. <i>subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and</i> iii. <i>rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.</i> 	
Provision(s) most appropriate	Effectiveness and Efficiency
Option 2 (Strengthened policies and rules)	1. Effectiveness
<ul style="list-style-type: none"> 1. <i>Policies 17.1.1.1 Rural activities, 17.1.1.2 General elements of rural character and amenity, and 17.1.1.3 Function of rural areas, 17.1.1.4 Scale and intensity of rural related activities and 17.1.1.6 Rural Banks Peninsula outline the elements of rural character generally and where there are additional elements to be maintained. Activity tables and Built Form Standards are applied along with minimum site size to maintain the character and function of each zone.</i> 2. <i>17.1.1.5 Policy – Density and distribution</i> 	<p><i>Policies</i></p> <p>The proposed package of policies and supporting rules are considered appropriate to ensure that rural development is consistent with the context, character and function of the rural area into which it will be located. The majority of current plan provisions have been carried over and integrated into the new plan format with stronger policy support.</p> <p>Policy 17.1.1.2 outlines the key characteristics that contribute to rural character. This policy will be effective in achieving the objective as it states the character elements against which provisions</p>

of rural dwellings provides support for rural character in relation to rural dwellings.

3. The Built Form Standards have been carried through from the current plan provisions with some reduction in activity status for non-compliance.
4. The separation to the road boundary in Rural Banks Peninsula has been increased from 7.5m to 15m to provide a better outcome for rural character.

Zoning

- a. Rural Urban Fringe Zone (currently Rural 2, 3, 7 and part of Rural 5)
- b. Rural Waimakariri (currently Rural 1, 4 and 6)
- c. Rural Port Hills (currently Rural Hills)
- d. Rural Quarries (currently Rural Quarries and part Open Space 3D (Isaac Conservation Park) Zone)
- e. Rural Templeton (currently Templeton Special Rural)
- f. Rural Banks Peninsula (currently Rural)

Main rules relating to rural character and amenity

In the Rural zones, the proposed package of Built Form Standards comprise rules that are primarily aimed at:

Rural catchment/zone character

- Minimum site size
- Site coverage
- Building height
- Scale of activities for rural tourist, rural produce manufacturing, rural produce stall, farm stays quarrying and related activities and recreation

On-site amenity and for adjoining sites

- Minimum setback from internal boundaries
- Outdoor storage areas for non-rural activities
- Minimum separation from plantation forestry, quarrying activities or intensive farming activity

Street scene amenity and safety

- Minimum setback from road boundaries
- Specific standards for quarrying activities

have been developed and resource consents will be assessed. This improves on the Operative Plan where there is no policy specifying the elements of character.

Other policies relating to activities on rural land outline the need to ensure that such activities are compatible with the character and do not detract from it. On Banks Peninsula additional provisions are necessary to retain the high qualities of visual amenity within the rural character and amenity.

Rural catchment/zone character:

All rural zones

A range of activities related to rural land have been enabled in all rural zones as permitted activities with limits on the scale and intensity of the operation to retain rural character and amenity. These include Rural produce manufacturing, Rural tourist activity and Recreation activities. A limit of 100m² has been provided for any buildings or area dedicated to the activity. This limit has been aligned with the current City Plan provision for non-rural related activities. It will be effective in ensuring that activities remain small scale, ancillary to the main rural activity and compatible with rural character. Above this limit effects will be assessed as a restricted discretionary activity.

A lower maximum building height of 7.5m has been retained for Rural Banks Peninsula, compared with the 9m maximum for the remaining rural zones. The lower height limit is considered appropriate to maintain the character and quality of Banks Peninsula, to ensure that the built form is not visually dominant or detract from views of natural landforms or features. Increasing the height across the zone may result in long term effects on maintaining the quality of the environment.

An overall maximum building footprint for individual buildings has been retained for Rural Banks Peninsula only. This is intended to work with site coverage to limit the overall size of buildings when considered in an 'in-plan' view and their impacts on rural character of Banks Peninsula. The limits on the footprint at 300m² still enable multi-storey buildings with an overall floor limit that exceeds 300m².

On-site amenity and for adjoining sites

All rural zones

The current provisions that provide for on-site amenity have been carried through as they are

effective in managing on site amenity and separation from adjoining sites or activities.

The minimum separation for a residential unit from the Rural Quarry Zone boundary has been expanded to apply to any operating quarrying activity to maintain a higher level of on-site amenity and improved health and safety for residents.

Street scene amenity and safety:

Overall the current plan provisions are effective in maintaining street scene amenity and safety through minimum setback rules from road boundaries. The setback distance is larger than residential zones to maintain rural character.

Rural Banks Peninsula

In aligning the two current plans the provisions for the minimum setback from the road boundaries in Banks Peninsula are 7.5m compared with 15m for the City Plan. The additional distance that could be provided by a 15m setback would be more effective in maintaining rural character as distinct from an urban character. This would provide a greater difference between Small Settlements and Residential zones on Banks Peninsula which also apply a 7.5m setback.

2. Efficiency

The combination of activities and Built Form Standards provide an efficient method to maintain rural character and amenity. Where provisions cannot be met a case by case assessment can be undertaken to determine the effects.

Benefits

Environmental

- a. The Built Form standards provide for a minimum that enables activities to establish whilst retaining rural character.

Economic

- b. Retention of rural character enables tourism and recreation activities to maximise economic benefits of visitors experience the rural environment
- c. Small scale rural related activities can be undertaken without the need for resource consent where standards are met.
- d. Activities that are larger in scale or may have effects are managed through the resource consent process where conditions can be set to manage effects on a site by site basis.

	<p>e. Retention of standards such as setbacks will provide separation to rural activities to ensure that they can continue to operate.</p> <p><i>Social</i></p> <p>f. Elements of rural character such as tranquillity, natural features and privacy continue to be valued by residents and the benefits it provides for social wellbeing.</p> <p>g. Protects health and safety of residents.</p> <p><i>Cultural</i> No benefits identified.</p> <p>Costs</p> <p>a. The Built Form Standards and Activity Specific Standards are not set at the right level and generate the need for resource consents at a cost to the applicant reducing economic viability for some activities.</p> <p>b. The minimum thresholds for scale are set at a level that undermines rural character or fails to recognise the practicalities of building locations for rural activities.</p>
Options less or not as appropriate to achieve the Objectives and policies:	
<p>Option 1 (Status quo – current policies and rules)</p> <p>Current approach in both the City Plan and Banks Peninsula District Plan revolves around rules establishing minimum standards for setbacks, height, site coverage</p>	<p>Appropriateness</p> <p>The current City Plan approach is not appropriate to achieve the proposed objective as the effects based approach does not always result in retention of rural character.</p>
Risk of Acting or Not Acting	
<p>Managing rural character and amenity has been assessed as being important in higher order documents such as the CRPS. The Response Planning 2011 reports (refer to Bibliography) that evaluated the effectiveness and efficiency of the Christchurch City Plan and Banks Peninsula District Plan provide an adequate level of assessment of the existing provisions and where improvements should be considered. Further consideration to these recommended improvements have been considered during development of this Section 32 Report. On this basis it is considered that sufficient information exists about the proposed provisions without the need to take account of the risk or acting or not acting (s32 (4)(b) of the Act).</p>	

5.6 ACCESS TO AGGREGATE RESOURCES

- a. **(Rural) Policy 17.1.1.11 – Location and management of quarrying activities**
- b. **(Rural) Policy 17.1.1.12 – Rehabilitation of quarry sites**
- c. **(Rural) Policy 17.1.1.13 – High quality gravel resource overlay**
- d. **Rural Quarry Zone - permitted activities, performance standards including Rule 17.6.4.15 (quarry site rehabilitation), Rule 17.6.4.6 (maximum depth of excavation) and 17.6.4.14 (maximum extent of exposed excavation) which address the matter of quarry rehabilitation.**
- e. **Rural Urban Fringe, Rural Waimakariri, Rural Port Hills, Rural Banks Peninsula Zones – Discretionary Activity Status for quarrying activities (except for within 250m of a residential zone in Rural Urban Fringe and Rural Waimakariri Zones which defaults to non-complying activity status).**
- f. **High Quality Gravel Resource Overlay – minimum subdivision size and residential setbacks from quarry zone or established quarries.**
- g. **Definitions: Quarrying activity, quarry site rehabilitation, clean fill, exposed excavations, ancillary aggregates-processing activity, property.**

5.6.1 Identification of Options

- a. A recent report prepared for the Council⁶ confirms that:
 - (1) There is a sufficient supply of gravels (i.e. operative zoning and/or consented) available to meet earthquake recovery needs and beyond to 2041;
 - (2) Current zoned and/or consented resources are projected to be exhausted by 2031 (District resources) and 2035 (for Greater Christchurch); and that
 - (3) The annual replenishment rate from all river sources (in the wider study area) of 500,000 tonnes / annum⁷, on its own, is insufficient to meet projected future annual gravel demand rates of around 7.5MT (Greater Christchurch) and 5.5MT (Christchurch City) per annum⁸.
- b. The operative City Plan includes a policy to ‘confine’ quarrying to specific quarry zones or within or adjacent to the Waimakariri River⁹. This policy was developed on the basis that further dry-land quarries would be difficult to manage without significant environmental controls, particularly around densely settled areas, and that it is difficult to restore any soil cover to its original character and versatility. Moreover, at the time the City Plan policies on mineral extraction were drafted, it was projected that around 50 years of gravel supply remained, well beyond the 10 year lifespan of the district plan.
- c. An Environment Court decision in 2006¹⁰ considered that the underlying assumptions used in the City Plan to inform policy and land use provisions for quarries were flawed, placing an over-reliance on river based sources to meet aggregate demand and consequently over-estimating the District’s available resource supply. The Court also considered that the Council ought to be planning for the needs of a 50-100 year horizon¹¹.

⁶ Twelfth Knight Consulting (2014) “Aggregates - Demands and Resources: Background Report for Christchurch City Council District Plan Review”.

⁷ Ibid, page 28

⁸ Ibid, page 25

⁹ Christchurch City Plan, Volume 2, Section 13, Policy 13.1.9(a)

¹⁰ Road Metals v Christchurch City Council and Canterbury Regional Council (2006) (C Env 163/05 1)

¹¹ Environment Court (2006), ENV C 163/05, Road Metals Company Limited v Christchurch City Council and Canterbury Regional Council, page 19, paragraph 62 and page 35, para 111.

- d. The Environment Court has reiterated that quarrying is a legitimate rural activity¹² and that rural zones are rural *business zones*¹³.
- e. The Canterbury Regional Policy Statement specifically includes 'quarrying' within the definition of rural activities¹⁴, as discussed in section 5.1.
- f. Options must not be inconsistent with the overarching aims of the Land Use Recovery Plan and Chapter 6 of the CRPS which aim to achieve the timely, cost effective and sustainable recovery and rebuilding of the District.
- g. In light of the above, the status quo option (retain existing zones with new quarries assessed as non-complying activities) is not considered appropriate and is not evaluated further in this Report. Rather, the options considered feasible to enable access to aggregate resources include:
 - a. The 'status quo plus' policy approach.
 - b. The 'no quarry zone' approach.
 - c. 'Other options'.

These options are further explained and evaluated in the following table (5.6.2) before evaluating the proposed provisions for ensuring quarry site rehabilitation in table 5.6.3. The evaluation therefore focuses on these two key matters on the basis that they represent the quarrying related matters of most significant change from the Operative Plan provisions.

¹² Environment Court (2012) NZEnvC 039, Yaldhurst Rural Residents Association Incorporated v Christchurch City Council and Blackstone Quarries Limited, page 7, para 17.

¹³ Environment Court (2006), ENV C 163/05, Road Metals Company Limited v Christchurch City Council and Canterbury Regional Council, page 35, para 113.

¹⁴ Canterbury Regional Policy Statement (2013), page 203.

5.6.2 Policy and Rule Evaluation

ACCESS TO GRAVEL RESOURCES - PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES

Relevant objectives:

3.3.1 Objective - Enabling recovery and facilitating the future enhancement of the district

The expedited recovery and future enhancement of Christchurch as a dynamic, prosperous and internationally competitive city, in a manner that:

- (a) Meets the community's immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural well-being; and
- (b) Fosters investment certainty; and
- (c) Sustains the important qualities and values of the natural environment.

3.3.2 Objective - Clarity of language and efficiency

The District Plan, through its preparation, change, interpretation and implementation:

- (a) Minimises:
 - (i) transaction costs and reliance on resource consent processes; and
 - (ii) the number, extent and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and
 - (iii) the requirements for notification and written approval; and
- (b) Sets objectives and policies that clearly state the outcomes intended; and
- (c) Uses clear, concise language so that the District Plan is easy to understand and use.

3.3.15 Objective - Temporary recovery activities

Temporary construction and related activities (including infrastructure recovery), and temporarily displaced activities, as a consequence of the Canterbury earthquakes are enabled by:

- (a) Permitting a range of temporary construction and related activities and housing, accommodation, business, services and community facilities, recognising the temporary and localised nature of such activities, and the need to manage any significant adverse effects.
- (b) Providing an additional transitional period for consideration of temporary construction and related activities and temporarily displaced activities, taking into account:
 - (i) the need for the activity to remain for a longer period; and
 - (ii) the effects on the surrounding community and environment; and
 - (iii) any implications for the recovery of those areas of the district where the activity is anticipated to be located.
- (c) Accommodating the adverse effects associated with the recovery of transport and infrastructure networks recognising:
 - (i) the temporary and localised nature of the effects of these activities; and
 - (ii) the long-term benefits to community well-being; and
 - (iii) the need to manage and reduce adverse effects; and
- (d) Recognising the importance of aggregate extraction, associated processing (including concrete manufacturing) and transport of extracted and processed product to support recovery.

3.3.12 Objective - Infrastructure

- (a) The social, economic, environmental and cultural benefits of infrastructure, including strategic infrastructure, are recognised and provided for, and its safe, efficient and effective development, upgrade, maintenance and operation is enabled; and
- (b) Strategic infrastructure, including its role and function, is protected by avoiding adverse effects from incompatible activities, including reverse sensitivity effects, by amongst other things: Managing the risk of bird strike to aircraft using Christchurch International Airport;...

3.3.9 - Natural and cultural environment

A natural and cultural environment where:

- (a) People have access to a high quality network of public open space and recreation

- opportunities, including areas of natural character and natural landscape; and
- (b) Important natural resources and identified and their specifically recognised values are appropriately managed, including
 - (i) outstanding natural features and landscapes...; and
 - (ii) the natural character of the coastal environment, wetlands, lakes and rivers...; and
 - (iii) indigenous ecosystems....; and
 - (iv) the mauri and life-supporting capacity of ecosystems and resources
- (c) Objects, structures, places, water/wai, landscapes and areas that are historically important or of cultural or spiritual importance to Ngai Tahu Manawhenua, are identified and appropriately managed.

3.3.14 Objective - Incompatible activities

- (a) The location of activities is controlled, primarily by zoning, to minimise conflicts between incompatible activities; and
- (b) Conflicts between incompatible activities are avoided where there may be significant adverse effects on the health, safety and amenity of people and communities.

17.1.1 Objective - A productive and diverse rural environment

- (a) Christchurch has a productive and diverse rural environment where:
 - (i) the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;
 - (ii) subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and
 - (iii) rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.

	Effectiveness and Efficiency
<p>Option 2 (enabling) - A set of more enabling provisions (compared to existing City Plan provisions) aimed at facilitating greater access to a local supply of potential aggregate resources.</p> <p>Policies: <i>Rural Policy 17.1.1.11 – Location and management of quarrying activities</i></p> <p><i>Rural Policy 17.1.1.13 – High Quality Gravel Resource Overlay</i></p> <p>Methods:</p> <ul style="list-style-type: none"> • Retention of Rural Quarry Zone which provides for quarrying as a permitted activity, with improved performance standards. • Discretionary Activity Status for quarrying in other rural zones (except for within 250m of a residential zone which is non-complying). • Rules (1) minimum subdivision size (4ha) and (2) rules limiting the ability for new dwellings to establish on existing small sites (1-4ha) within the High Quality Gravels Overlay of the Rural Urban Fringe Zone • Subdivision below minimum site size in the Rural Waimakariri Zone requires 	<p>Effectiveness</p> <p>Proposed policies 17.1.1.11 and 17.1.1.13 recognise the importance of gravels for construction and development related to recovery and economic growth and for future resilience against natural hazards, whilst seeking to protect the qualities and values of the natural and cultural environment and maintain rural amenity and character. The policies promote the efficient use of finite and valuable natural resources by enabling access to them as far as practicable by reducing access constraints and resource sterilisation which can result from:</p> <ul style="list-style-type: none"> • Land fragmentation; • Reserve sensitivity effects; and • Restrictive policies relating to the establishment of new quarries. <p><i>Refer to ‘Background Report on Issues for the Management of Potential Aggregate Resources’ for further discussion (Appendix 7).</i></p> <p>The proposed approach seeks to retain the existing rural quarry zones, allowing them to ‘play out’ and be rehabilitated, with the District’s longer term aggregate demands being met by new quarries establishing through (discretionary) resource consents within (most) other rural zones,</p>

<p>assessment of implications for access to gravel resources</p> <ul style="list-style-type: none"> • Minimum setback (250m) requirement for residential activity from a quarry zone or other lawfully established quarry. 	<p>supplemented by river sources. Beyond this, aggregates will need to be imported from outside the District.</p> <p>New rules are included to reduce land fragmentation into small lots (less than 4ha) within the area of high quality gravel resource because land fragmentation, amongst other things, can make site assembly for the establishment of new quarries difficult. It also assists to limit the potential for reverse sensitivity constraints on the operation of existing quarries by limiting the proximity and density of residential development around them.</p> <p>The current City Plan requirement for new dwellings to be set back 200m from existing quarry zones has been retained (and extended to 250m) principally to manage reverse sensitivity but also to protect new rural residents from the adverse effects of quarrying (notably dust). The revised standard reflects latest best practice guidance (Victoria Protection Authority, (March 2013), “Recommended Separation Distances for Industrial Residual Air Emissions: Guideline”, Publication No. 1518).</p> <p>The proposed approach of retaining the existing rural quarry zones and providing for new quarries by resource consent reflects what is already happening on the ground, except that out-of-zone quarrying in rural zones is currently a non-complying activity requiring consent (discretionary in Banks Peninsula). Informal discussions with quarry operators indicates that they generally prefer this approach over zoning, primarily because specific zoning can lead to higher land purchase costs. Another reason often cited it that due to an uneven distribution of landholdings within the Rural Quarry Zone, some operators have no choice but to seek land out-of-zone in order to maintain business continuity. Zoning more land would not necessarily prevent this.</p> <p>Enabling quarry activity to be undertaken more widely as a discretionary activity in most parts of the rural environment provides greater opportunity and flexibility for quarry operators to meet the need for aggregates locally, by promoting quarry sites on a case-by-case basis by resource consent where the effects of the activity can then be fully assessed. The unrestricted discretion available to the Council would ensure that the key resource management issues can be adequately addressed. Council considers it appropriate to retain the operative non-complying status for quarrying activity in close proximity to existing large residential zones and a rule establishing a 250m buffer is included to reflect this. This setback has again been informed by latest</p>
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guidance for appropriate separation distances between quarrying and sensitive land uses such as residential (Victoria Environmental Protection Agency (March 2013)). It is acknowledged however that this 250m 'buffer' is best practice guidance, and a default distance set by the Victorian EPA in the absence of any detailed, site-specific assessment for a proposed industrial or sensitive land use. It does not therefore constitute an absolute distance that must be met for all new quarry proposals in the rural environment. This acknowledges that a lesser standard may be considered appropriate depending on the actual potential effects of a quarry activity including any mitigation measures proposed. This would be examined at the resource consent stage.

Council directed (Feb 2015) inclusion of a full public notification clause for all new quarry proposals within 500m of a residential zone so that wider community views can be canvassed about the proposal. Council considers this appropriate given the number and location of recent quarry consents seeking to establish close to urban areas, and the need to understand the cumulative effects of these proposals on nearby communities.

The adoption of a high quality gravels overlay serves to both identify the area where additional controls are considered necessary to safeguard access to aggregate resources (by reducing land fragmentation and the establishment of sensitive activities in close proximity to established quarries). It also provides an indication to the community as to the areas where quarrying may occur, in the absence of further rural quarry zoning.

The activity status for excavating within 150m of a waterbody has been reduced from non-complying to restricted discretionary.

The proposed policy approach and related provisions support the overarching aims of the LURP including Chapter 6 of the RPS to achieve the timely, cost effective and sustainable recovery and rebuilding of the District and are considered the most appropriate means of meeting Strategic Directions Objectives 3.3.1, 3.3.2, 3.3.9, 3.3.14 and 3.3.15 and Rural Objective 17.1.1. These objectives, as a package, aim to balance earthquake recovery and economic growth with the needs and values of the local environment.

2. Efficiency

Benefits

- Low cost local supply of aggregates enables communities to meet their economic and

	<p>social wellbeing and provides a competitive regional advantage.</p> <ul style="list-style-type: none"> • Promotes resilience to future earthquake and other natural hazard events. • Spin-off effects of quarrying including direct and indirect employment opportunities. • Provides flexibility to quarry operators to find appropriate locations rather than relying on limited Council investigations. • Minimises high land values associated with land zoning for quarry use and therefore the costs to consumers. • Quarry operators bear the costs of investigative works to inform proposals (rather than the Council/ratepayer) • Zoning and overlay provides greater certainty for the industry and the community about where quarries are more likely to establish. • Provides greater opportunities for new quarries to obtain resource consent on directly adjoining sites and thereby provide economic benefits and efficiencies for operators. • Site specific environmental effects can be assessed and addressed in detail through resource consent processes. • Minimises effects of long-term land banking of zoned quarry sites which may reduce competition and thereby increase costs for consumers; and avoids land price inflation of zoned land. <p>Costs</p> <ul style="list-style-type: none"> • Increased costs to industry and affected parties associated with resource consents (compared to zoned land). • Additional costs to Council and applicants associated with full public notification of proposals within 500m of a residential zone. • Additional costs associated with land rehabilitation. • Limited range of potential end uses. • Environmental effects (including cumulative) arising from additional land based quarries (dust, noise, traffic etc). • Landscape change. • Loss of rural resource (incl. soils) for other rural uses.
<p>Options less or not as appropriate to achieve the Objectives</p>	

<p>Option 1 (Status quo Plus' Policy Approach) – Retain and expand quarry zones and out of zone quarrying would be assessed as a non-complying activity.</p>	<p>Appropriateness This option has merit as it would allocate sufficient land to meet the District's medium term needs whilst providing more certainty to rural landowners / occupiers as to where quarrying activity might take place.</p> <p>However, as explained in the 'Background Report on Issues for the Management of Potential Aggregate Resources' (Appendix 7), previous CCC investigations have not identified any large sites capable of rezoning for quarry purposes, and arguably, it is the industry itself that is best placed to undertake the investigations required to determine a site's suitability and viability for quarrying.</p> <p>Moreover, this approach may not address current landholding distribution issues whereby zoned land may be held by a few landowners / operators to the exclusion of others, maintaining pressure for out-of-zone quarries to establish in any event.</p> <p>Nor is retention of the confining policy approach considered acceptable in light of the enabling and effects based ethos of the Act. Valuable gravel resources would continue to become sterilised without land use controls to manage land fragmentation and reverse sensitivity, resulting in inefficient use of resources and costs associated with the need to import aggregates from outside the district.</p> <p>Retention of the existing suite of rules for the Rural Quarry Zone, unchanged, is also not considered appropriate on the basis that some of the provisions are ineffective or inadequate for dealing with the full range of quarry related effects, some of which were not experienced when the City Plan was last reviewed. This is particularly the case for issues around quarry rehabilitation and end use.</p> <p>Overall this option is considered to be less appropriate than Option 2 because it would not make the most efficient use of locally sourced aggregate resources or be as successful in promoting the economic growth and recovery outcomes sought by Objective 3.3.1 and the Land Use Recovery Plan.</p>
<p>Option 3 (No Quarry Zone Policy Approach) – provide for quarrying as a discretionary activity within the rural environment without a specific quarry zone.</p>	<p>Appropriateness: This option offers the benefit of a simplified approach to enabling quarrying throughout the rural environment, subject to appropriately managing the effects of the activity. It would provide more confidence to industry operators that quarrying activity is generally anticipated in the rural environment, leaving it to industry to undertake the necessary site investigations in order to determine a site's suitability for quarrying (economic viability and</p>

	<p>environmental acceptability) with the latter then assessed by Council via resource consent.</p> <p>However, by removing the existing Rural Quarry Zone, existing operators would need to rely on existing use rights (and any resource consents) to continue their operations. Whilst this may be appropriate for sites where the resource is exhausted or nearly exhausted or for those that rely on resource consents for their present operations, others rely on the current zone provisions. Reliance on existing use rights provides less certainty for industry and monitoring complexity for Council.</p> <p>Whilst this option would enable more efficient use and access to gravel resources than the current regime, resources will continue to become sterilised without land use controls to manage land fragmentation and reverse sensitivity, resulting in inefficient use of resources and costs associated with the need to import aggregates from outside the district. Objectives 3.3.1 and 17.1.1 the Land Use Recovery Plan would not be met to the same extent as the favoured option.</p>
<p>Option 4 (Other options) - including use of recycled aggregates, making more efficient use of existing authorised quarries (e.g. permitting deeper excavations and reducing excavation setbacks), reliance on river based gravel sources or sources outside of the District.</p>	<p>Appropriateness: There are a range of other methods which could be used to enable a greater supply of or access to aggregates, however on their own or even as a package, such initiatives would not be sufficient to meet the District’s forecast aggregate need. For instance, should the City and Regional Council approve the industry’s current proposal for consent to extract (at certain times) below the highest recorded seasonal water level, it is estimated that this would only likely release in the order of 10-15% of consented (sic) land based resources (Twelfth Knight Consulting (2014), Aggregates: Demands and Resources, para 3.8).</p> <p>Use of recycled materials, to produce new aggregates, whilst merited, would not be sufficient in the context of current and projected demand rates (c5.5MT / annum). Twelfth Knight Consulting (2014) advises that,</p> <p><i>“The quantities of materials presently in storage and suitable for recycling into aggregate products, is estimated to be in the order of 0.25 million tonnes and...their long term impact on reducing overall demand for virgin aggregates will be limited”</i> (page 29).</p> <p>Whilst it is inevitable that ultimately aggregate resources will need to be sourced from outside of the District, it would not be an efficient use of natural resources to disregard an important local supply of finite and valuable potential aggregate materials.</p>

	<p>Neither is it sustainable to rely wholly on alluvial aggregate sources to meet demand, which are cannot continue to be extracted at current levels without compromising river values and flood protection measures, as well as being more costly to process and more limited in terms of their range of end uses.</p> <p>This option is seen as the least appropriate option for achieving Objectives 3.3.1 and 17.1.1 and the Land Use Recovery Plan albeit it having merit in conjunction with other options.</p>
<p>Risk of Acting or Not Acting</p>	
<p>It is considered that sufficient information exists in relation to the quarry provisions of the Rural Chapter without the need to take account of the risk or acting or not acting (s32(4)(b) of the Act). Council has commissioned a report on aggregate demand and resources which comprises the latest and most reliable data available to inform proposed provisions.</p>	

5.6.3 Policy and Rule Evaluation

REHABILITATION OF QUARRY SITES - PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES

Relevant objectives:

17.1.1 Objective - A productive and diverse rural environment

- (a) Christchurch has a productive and diverse rural environment where:
- (i) the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;
 - (ii) subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and
 - (iii) rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.

3.3.12 Objective - Infrastructure

- (a) The social, economic, environmental and cultural benefits of infrastructure, including strategic infrastructure, are recognised and provided for, and its safe, efficient and effective development, upgrade, maintenance and operation is enabled; and
- (b) Strategic infrastructure, including its role and function, is protected by avoiding adverse effects from incompatible activities, including reverse sensitivity effects, by amongst other things:
- (i) Managing the risk of bird strike to aircraft using Christchurch International Airport.

3.3.1 Objective - Enabling recovery and facilitating the future enhancement of the district

The expedited recovery and future enhancement of Christchurch as a dynamic, prosperous and internationally competitive city, in a manner that:

- (a) Meets the community's immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural well-being; and
- (b) Fosters investment certainty; and
- (c) Sustains the important qualities and values of the natural environment.

3.3.2 Objective - Clarity of language and efficiency

The District Plan, through its preparation, change, interpretation and implementation:

- (a) Minimises:
 - (i) Transaction costs and reliance on resource consent processes; and
 - (ii) The number, extent and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and
 - (iii) The requirements for notification and written approval; and
- (b) Sets objectives and policies that clearly state the outcomes intended; and
- (c) Uses clear, concise language so that the District Plan is easy to understand and use.

Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 2 (Greater emphasis on rehabilitation and end use of quarry sites) - A suite of provisions with a greater emphasis on utilising remaining zoned potential aggregate resources and rehabilitating the land to enable subsequent re-use.</p> <p>Policies:</p> <p><i>Rural Policy 17.1.1.11 – Location and management of quarrying activities</i></p>	<p>1. Effectiveness</p> <p>The proposed suite of provisions is intended to provide a clear directive that all quarry sites are to be rehabilitated, in a staged manner and no later than 2031 (unless resource consent for a longer timeframe is obtained). The cessation date has been established based on the date at which all consented and zoned supply is projected to be exhausted (<i>Ibid, page 33</i>). It provides certainty both to industry and to the community about the longer term anticipated outcomes for the Rural Quarry Zone and an incentive for industry to utilise the remaining resource in-</p>

Rural Policy 17.1.1.13 – Rehabilitation of quarry sites

Methods:

- Rule 17.6.3.15 - Quarry site rehabilitation
- Rule 17.8.2.14 – Maximum extent of exposed excavations
- Restrictions on processing of imported (including recycled) materials (definition and activity status)
- Non-complying activity status for excavating within 1m of highest recorded seasonal water level.
- Anticipated activities.

Activities and Definitions:

- Quarrying activity
- Ancillary aggregates-processing activity
- Quarry site rehabilitation
- Clean Fill
- Exposed excavation
- Seasonal high water table level

zone and rehabilitate existing quarry sites before looking for further supply out-of-zone.

The definition of ‘quarrying activity’ has been amended from the former ‘mineral extraction activity’, to clarify that processing does not extend to the processing of imported (including recycled) materials. A new activity (ancillary aggregates processing activities) has been established to describe these activities, and these are permitted to establish in-zone on a more limited basis (i.e. permitted until 30 April 2018, restricted discretionary activity status thereafter). The restricted discretionary activity status after 30 April 2018 will enable Council to consider the effects of the activity (processing imported materials) on the lifespan of a quarry and wider rural amenity and character and urban form objectives. This approach acknowledges that there are likely to be circumstances where the processing of gravels from other sites is entirely appropriate, but conversely other circumstances where such activities would be more appropriately directed to industrial zones. The date of 30 April 2018 is based on the estimated conclusion of the earthquake-generated aggregates demand ‘bubble’ when demand is projected to revert to a more ‘business-as-usual’ demand profile (*Twelfth Knight Consulting, Aggregates: Demands and Resources, page 25, graph 12*).

The date also generally aligns with the conclusion of the rebuild peak quarterly construction activity (Phillip Nevell, Evidence on the pRDP Strategic Directions Proposal made on behalf of the Crown, “Recovery Activities and Projected Timeframes” dated 25 November 2014) and with the timeframes proposed for temporary recovery related activities identified in Chapter 6 (Rule 6.4.2.2.1 (P1)).

Without controls on the activities undertaken within the rural quarry zone, there is the potential for these zones to be un-rehabilitated, making inefficient use of rural land close to the city and potential legacy issues for future generations.

The proposed new quarry rehabilitation policy (17.1.1.13) establishes broad criteria for determining the appropriate form of quarry rehabilitation, particularly as relates to the appropriate level of backfilling. The intention of the policy is to clarify that it is not appropriate to fully backfill very large or deep quarry pits because of the potential for adverse effects associated with that activity (timescales, prolonging adverse effects (traffic, noise, dust etc), delaying final rehabilitation and a return to other uses). This and a limited supply of appropriate fill material necessitates that the appropriate level of rehabilitation should be considered on a case-by-case basis.

Retention of the current standard requiring staged

restoration by ensuring that no more than 2ha/20ha (depending on location) is left exposed at any one time, is considered appropriate both to assist with timely rehabilitation and to minimise the adverse visual and dust effects associated with quarrying activity.

The operative City Plan rule requiring a one metre buffer between the base of a quarry pit and the underlying aquifer is to be retained with any breaches continued to be assessed as non-complying activities. This is broadly consistent with similar rules in Regional Planning documents, namely the Natural Resources Regional Plan (Rule WQL36) and the proposed Land and Water Regional Plan where non-complying and restricted discretionary consent is required for breach of the buffer, respectively.

In acknowledging that the Council has a sub-ordinate role in managing groundwater quality, officers' originally proposed to focus Council's primary resource management role on managing the potential land use effects of excavating deeper quarry pits, including matters around rehabilitation, end use and potential effects of exposing groundwater on airport operations. Council also has a wider interest in ensuring that the City's aquifer system is not compromised from any land use activity including remediation of, and subsequent use of quarry sites. It considers that adoption of a precautionary approach is appropriate to minimise risk to groundwater so that residents continue to receive high quality drinking water at low cost, into the future. On that basis council directed that the non-complying status (status quo approach) be retained for breaches of the 1m groundwater rule (Feb 20 2015).

The range of activities anticipated in the Rural Quarry Zone is clarified by the activity status tables and definitions. The scope is limited to rural (including quarrying activity) and limited other related activities (see background report at Appendix 7 for further discussion). This approach is considered appropriate on the basis that quarries can have an industrial-like character and are only located in the rural environment because of their dependence on the rural resource (the activity needs to occur where the resource lies). Once that resource has been used, there is no need for the quarry pit to exist – sites should be rehabilitated and quarry operations move on to new sites, unless it can be shown that the proposal to process imported aggregates will not give rise to unacceptable transport and amenity impacts, unreasonably delay the rehabilitation of quarry sites and would not undermine the strategic importance of industrial zones or urban consolidation objectives of higher order planning documents. Whilst it might be efficient for operators to extend the economic life of a quarry, this needs to be balanced against the needs of surrounding communities who have an expectation that

	<p>quarries run their course and are rehabilitated.</p> <p>Overall it is considered that the proposed policy approach and related provisions comprise the most appropriate method of meeting Objective 17.1.1 and Objective 3.3.1.</p> <p>2. Efficiency</p> <p>Benefits</p> <ul style="list-style-type: none"> a. Anticipated outcomes are clear. b. Community expectations for rehabilitation would be realised. c. Land available for subsequent re-use. d. Avoids long term 'legacy' issues which may result from widespread un-remediated or poorly remediated sites. e. Supports earthquake recovery by enabling a limited range/scale of aggregate related activities. <p>Costs</p> <ul style="list-style-type: none"> a. Cost to industry associated with rehabilitation (albeit an expected component of quarrying activity) b. Reduced revenue stream from more limited clean-filling operation (albeit that the economics of clean-filling diminish in the absence of aggregate sales). c. Sunk infrastructural costs and/or costs of relocating if cannot continue beyond 2031. d. Lower land value (quasi – industrial v rural).
Options less or not as appropriate to achieve the Objectives	
<p>Option 1 (Status quo) – Less explicit references to rehabilitation objectives and no set timeframe for these to be realised. Processing of imported materials (excl. recycled materials) continues unrestricted. Reliance on staged restoration of quarried land standard (Vol. 3, Part 4, Rule 3.2.3) to achieve rehabilitation.</p>	<p>Appropriateness</p> <p>Very few quarry sites have undertaken any rehabilitation of quarried land (Twelfth Knight Consulting, 'Quarry Rehabilitation', 2014, page 4), and very few, if any, appear to comply with the current rule requiring staged restoration (2 ha of exposed land permitted at any one time). Processing of imported materials provides a disincentive to utilise in-situ resources and can potentially prolong the lifespan of a quarry indefinitely. The processing of materials brought in from other sites is considered to be an industrial type activity which is not tied to the rural resource nor requires a rural location. The processing of those materials could be undertaken elsewhere (at the extraction site or within an industrial zone). As such this option would be inconsistent with the urban form objectives of the pRDP and higher order planning documents including the LURP and Chapter 6 of the RPS.</p>
<p>Option 3 (Defer) – Defer consideration of quarry rehabilitation matters to the next district plan review when zoned gravel resource is likely to be exhausted or near exhausted.</p>	<p>Appropriateness:</p> <p>This option is possible but may result in more industrial type activities becoming entrenched in the zone, making rehabilitation even more difficult in the future. It would not address the need for sites to be progressively rehabilitated so as not to risk abandonment of un-remediated sites, nor ensure that the visual and dust nuisance effects of exposed excavations is minimised.</p>

<p>Option 4 (Establish a rural industry zone in place of the Rural Quarry Zone)</p>	<p>Appropriateness: The option would accept and permit the full range of activities that have links to rural resources through the establishment of a rural industry zone, in conjunction with partial rehabilitation of the Rural Quarry Zone. This is not considered an appropriate option because this scale and form of land use would conflict with wider rural amenity and character objectives and it would be inconsistent with the strategic urban consolidation objectives of the pRDP and higher order planning documents. It may also have adverse environmental implications for the unconfined aquifer which underlies all current land based quarries in western Christchurch (increased risk of groundwater contamination and reduced aquifer recharge). This approach would likely be opposed by the local community who have expectations (based on previous district plan policy) that the Rural Quarry Zone will be rehabilitated to at least a pastoral grazing standard. Moreover, the close proximity of existing and future (green-field) industrial areas dilutes the need case for new rural industrial zones.</p>
<p>Option 5 (More flexible rehabilitation rule)</p>	<p>It would be possible to draft a rule requiring that all quarry sites shall be remediated at the conclusion of quarrying or when quarrying had ceased for a certain amount of time. On the face of it this appears quite a reasonable approach, however such wording has in the past led to uncertainty for enforcement, and a potential 'loophole' for operators not wishing to rehabilitate. Difficulty exists around what constitutes the 'conclusion of quarrying' - is it no further extraction or extraction beyond a certain annual volume? Would a spoonful of extraction each year constitute ongoing quarrying? This approach would lack the certainty, enforceability and be less likely to achieve the rehabilitation policies of the district plan.</p> <p>In contrast the proposed rehabilitation rules for the rural quarry zone appear quite blunt (e.g. limits on the processing of imported materials and (zoned) quarry sites to be remediated by 2031), but these are considered more appropriate and effective than option 5 and reasonable for industry in the context of the limited amount of available resource still to be extracted from the Rural Quarry zone.</p>
<p>Option 6 (Use of bonds)</p>	<p>Section 108(2)(b) of the RMA allows a consent condition to require a bond to be entered into with the Council. Section 108A specifies that a bond may be required to ensure the performance of any one or more conditions of a resource consent and it may continue to be in force after the expiry of the consent to secure the ongoing performance of conditions relating to long-term effects.</p> <p>Bonds can be registered against the Title (Computer Register) of the land to which the activity relates to act as a covenant running with the land and binding subsequent owners (s109)</p> <p>The use of bonds is limited to new resource consents</p>

	and therefore is of no assistance in respect of existing quarries. It is therefore considered to be less appropriate than the proposed approach.
Risk of Acting or Not Acting	
It is considered that sufficient information exists in relation to the quarry provisions of the Rural Chapter without the need to take account of the risk or acting or not acting (s32(4)(b) of the Act).	

5.7 NEW DEFINITIONS RELATED TO THE RURAL CHAPTER

5.7.1 Identification of Options

A number of new definitions are proposed as part of the Rural Chapter, some of which are discussed and assessed in previous sections, particularly section 5.1 and 5.6. Options considered included the necessity to have a defined term if the everyday meaning of a word could be relied on, and carrying over the existing definitions. Both these options have been used. The following evaluation relates only to those new definitions being introduced by the Rural Chapter.

5.7.2 Policy and Rule Evaluation

Overall the new definitions are considered to be the most appropriate way to achieve the objectives:

- the definitions provide for activities specific to rural land and enable direct linking to provisions;
- deals with activity specific definitions that are necessary to manage or limit activities i.e. quarrying;
- in some cases it enables the grouping of a number of activities into a single term where effects or characteristics are similar; and
- as Stage 1 definitions were developed with an urban focus, the new definitions will provide clarity and avoid interpretation issues that some Stage 1 definitions have when they are applied to rural land.

The following table outlines the intent and purpose of each definition and provides an overall assessment of its appropriateness.

PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES	
Relevant objectives:	
<p>17.1.1 Objective - A productive and diverse rural environment</p> <p><i>a. Christchurch District has a productive and diverse rural environment where:</i></p> <ol style="list-style-type: none"> <i>i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;</i> <i>ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and</i> <i>iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.</i> 	
Proposed definitions	Explanation
<p>Ancillary aggregates-processing activity means the ancillary processing, storage, sale and transportation of natural sand, gravel, clay, silt and rock and/or recycled aggregates brought in from other properties provided that such activity is co-located with a principal quarrying activity.</p>	<p>The purpose of this activity is to distinguish between 'quarrying activity' - a legitimate rural activity that is required to be located where the resource lies, with those similar industrial activities which may benefit from co-location with quarrying activity (extraction and processing of in-situ materials) but that ought not be included within the definition of quarrying activity because of their potential to:</p> <ol style="list-style-type: none"> (1) extend the life of a quarry to a practically unlimited extent; and/or

	<p>(2) thereby preclude or hinder rehabilitation of quarry sites; and/or (3) thereby extend the timeframe for associated adverse effects on communities; (4) undermine the urban consolidation and growth objectives which seek to direct industry to industrial zones.</p> <p>It also enables the activity to be permitted in the short-term to assist with immediate recovery objectives (short term spikes in aggregate demand and demolition waste) with consent required in the longer term to assess the effects identified above.</p> <p>Refer to section 5.6.3 and appendix 7 for further discussion.</p>
<p>Boarding of domestic animals means the use of land and/or buildings for the boarding of domestic animals for a tariff.</p>	<p>Will be effective in provide for catteries and kennels. It is clear and simple.</p>
<p>Clean Fill means material that, when buried, will have no adverse effects on people or the environment. Clean fill material includes virgin natural materials such as clay, soil and rock, and other inert materials such as concrete or brick that are free of:</p> <ol style="list-style-type: none"> a. combustible, putrescible, degradable or leachable components; b. hazardous substances; c. products or materials derived from hazardous waste treatment, hazardous waste stabilisation, or hazardous waste disposal practices; d. materials that may present a risk to human or animal health, such as medical and veterinary waste, asbestos or radioactive substances; or e. liquid waste. 	<p>This is a new definition used to describe material used in quarry site rehabilitation. It aligns with the definition used in the Proposed Land and Water Regional Plan.</p>
<p>Conservation activities means the use of land and/or buildings for the management, maintenance and enhancement of ecological values for indigenous flora and fauna and their habitats. It includes:</p> <ol style="list-style-type: none"> a. weed and pest control; b. fencing; and c. restoration planting. 	<p>This definition is currently in the Operative Banks Peninsula District Plan. It has been amended to encompass all activities that make up conservation management which will ensure an effective definition. The previous reference to public access has been removed as this is not considered appropriate and should be at the discretion of any landowner and is not effective or efficient to be included within the defined term.</p>
<p>Equestrian facility means the use of land and buildings for training, racing or</p>	<p>This definition captures facilities open for the public such as equestrian training centres or arenas. The keeping, breeding and raising of horses would be</p>

<p>showing horses competitively and may include:</p> <ul style="list-style-type: none"> a. providing horse-riding lessons for a tariff; b. ancillary retail activity; and c. ancillary outdoor storage. <p>It excludes:</p> <ul style="list-style-type: none"> d. pony clubs; e. the grazing of horses; and f. keeping or training horses where not open to the public. 	<p>encompassed by the definition for farming activity while pony clubs are a recreation activity. The inclusion of the aspects of the activity that make it open to the public such as lessons for a tariff and ancillary retail will ensure it does not get captured by retail activity related definitions.</p>
<p>Existing forestry means the tending, maintenance and harvesting of forest commercially planted as at 1 July 2015 and replanted within five years of the harvesting being completed. Existing forestry shall include any earthworks ancillary thereto and wholly contained within the existing forestry boundaries.</p>	<p>This definition is currently in the Operative Banks Peninsula Plan and has been carried over. It clarifies existing use rights for forestry, which is particularly useful where forestry is not a permitted activity, and will avoid any interpretation issues around whether a forest can be replanted. The reference date has been amended from 1995 to 2015 to pick up any forestry planted since then. This essentially updates existing use rights for such forestry.</p>
<p>Exposed excavation</p>	<p>This definition is used as explanation to a rule requiring progressive rehabilitation of quarry sites (Rule 17.6.4.14) and to mitigate the dust effects of quarries by minimising the extent of land actively being worked at any one time. The intent of the term is carried over from the operative city plan with this definition added for clarity.</p>
<p>Farm building means a building integral to the primary use of the site for farming. It excludes residential units.</p>	<p>This definition is necessary as the Stage 1 definition for accessory building related only to a building accessory to another building. This raises interpretation issues for farming where buildings are attached the use of the land and not a building. The definition will be effective in ensuring clarity around establishing farm buildings necessary for farming activities. Where appropriate the defined term would be an effective means to applying rules to farm buildings to differentiate them from other accessory buildings or a residential unit.</p>
<p>Farming means the use of land and/or buildings for horticulture and agriculture (including the rearing of animals), whether for profit or not, and may include:</p> <ul style="list-style-type: none"> a. associated access tracks; b. extraction of rock or gravel for the purpose of constructing and maintaining access within the site; c. fencing and stock yards; d. shelterbelt and amenity tree planting; e. field-based horticultural and agricultural research; f. ancillary outdoor storage; and 	<p>The definition covers horticulture and agriculture. The inclusion of 'for profit or not' recognises smaller scale farming, hobby farming for lifestyle properties or the keeping of a small number of farm animals where it is not necessarily for profit. The definition clarifies the inclusion of associated or necessary activities that are a part of farming to ensure that these activities do not get captured by other definitions.</p>

<p>g. ancillary office activity. Farming excludes intensive farming.</p>	
<p>Farm stay means guest accommodation offered accessory to a farming, conservation or rural tourism activity.</p>	<p>This definition will ensure that guest accommodation activities are consistent with Policy 17.1.1.1 and are linked to the rural activity on the site. Linking it to farming, conservation or rural tourism picks up on the key activities that would drive such guest accommodation. It is effective in capturing the ability for landowners to offer bed and breakfast accommodation of a small scale and in association with a dwelling or the main activities of farming on site.</p>
<p>Intensive farming means the intensive production of livestock and/or plants, or aquatic animals, within a building or structure (excluding glasshouses and shade houses) or on animal feed lots with limited or no dependence on natural soil quality on the site and food required to be brought to the site. It includes:</p> <ul style="list-style-type: none"> a. intensive pig farming; b. intensive poultry farming; c. poultry hatcheries; d. animal feedlots; e. aquaculture; and f. mushroom farming. 	<p>This utilises the existing definitions of intensive livestock management (City Plan) and factory farming (Banks Peninsula), but includes recognition that is not just livestock but also plants. This is generally an intensive land use based in buildings unlike farming where buildings are minimal and stock raised on pasture etc. Aquaculture has also been included as it shares similar characteristics or effects. The definition is not intended to capture free range poultry farming or glasshouses.</p>
<p>Minor residential unit For the purposes of the Rural Chapter, means self-contained living accommodation, whether located within the primary residential unit or in a building separate to the primary residential unit on the same site.</p>	<p>This definition clarifies that a minor residential unit is associated with a primary residential unit on the same site and is not a separate unit. The term is used as in Stage 1 but is undefined. For the purposes of rural land it was considered it would be more effective to have a definition to avoid interpretation issues and ensure clarity given the various situations that could arise on a farm in relation to workers accommodation and additional dwellings. This definition will clearly enable a small dwelling to be built associated with the main dwelling.</p>
<p>Plantation forestry means the planting, maintenance and harvesting of timber tree species for commercial wood production. It includes:</p> <ul style="list-style-type: none"> a. land preparation; b. associated access tracks; c. extraction of rock or gravel for the purpose of constructing and maintaining access within the site; and d. building/s for site management and the storage of forestry equipment. 	<p>This defined term is effective in recognising the full cyclical process of plantation forestry and all the related aspects of it.</p>
<p>Property</p>	<p>Used in relation to quarrying activities to recognise that a number of 'sites' typically</p>

<p>in relation to quarrying activity, means any contiguous area of land, including land separated by a road, railway, drain, water race, river or stream held in one or more than one ownership, that is utilised as a single site or operating unit, and may include one or more certificates of title.</p>	<p>form an operational quarry unit or property.</p>
<p>Quarry means a site or property where quarrying activity is undertaken.</p>	
<p>Quarrying activity means the use of land, buildings and plant for the purpose of the extraction of natural sand, gravel, clay, silt and rock and may include the associated processing, storage, sale and transportation of those same materials. This may include:</p> <ol style="list-style-type: none"> a. earthworks associated with the removal and storage of over-burden; b. extraction of natural sand, gravel, clay, silt and rock materials by excavation or blasting; c. processing of those extracted materials by screening, crushing, washing and/or mixing them together; d. the addition of clay, lime and cement to extracted materials for the production of roading products; e. workshops required for the repair of equipment used on the same property; f. site management offices; g. car parking; h. landscaping; and i. quarry site rehabilitation. <p>It does not include the processing, storage, sale or transportation of materials brought in from other sites other than as provided for in d.</p>	<p>Amended from the City Plan definition of 'mineral extraction activity' and using the term adopted in the Banks Peninsula district plan which is commonly understood by the general public.</p> <p>Amended to overcome interpretation difficulties which played out in a number of environment court cases.</p> <p>In particular to clarify that the processing of materials bought in from other sites, is not quarrying activity.</p> <p>Refer to further discussion in appendix 7 and section 5.6.3 of the section 32 report.</p>
<p>Quarry site rehabilitation means backfilling of a quarry site with clean fill or in-situ materials to achieve a stable landform capable of supporting light pastoral farming or an alternative permitted activity.</p>	<p>Clarifies the extent, type and objectives of backfilling permitted within the definition of 'quarrying activity'.</p>
<p>Rural activity means the use of land and buildings for the purposes of</p>	<p>This defined term is only for interpretation of matters of discretion as it is not provided for specifically as an activity. It enables grouping of activities that are</p>

<p>farming and plantation forestry, which may include farm buildings and a residential unit.</p>	<p>considered to be the core rural activities. This term is different to the term defined in the CRPS. The CRPS 'rural activity' term has been used at a strategic level to direct the policy framework which has been further refined through the range of specific rural activities enabled. The CRPS term is only applicable to the Greater Christchurch part of the rural area managed under the Rural Chapter so it is considered to be more effective to have a term that can be used across all zones if needed.</p>
<p>Rural produce manufacturing means the use of land and/or buildings for the manufacturing of products from rural produce grown on the same site or:</p> <ol style="list-style-type: none"> a. on other sites in the same ownership; or b. on other sites leased by the owner of the primary site. 	<p>Gives effect to Policy 17.1.1.1 by limiting any manufacturing to produce grown on site. This distinguishes the activity from an industrial activity which is an urban activity and will ensure that the activity is related to rural land. Clarifies that manufacturing can be undertaken on site.</p>
<p>Rural produce retail means the use of land and/or buildings on, or in which, rural produce grown or produced on site, and products manufactured from it, are offered for sale.</p>	<p>As with the above term but in terms of retailing.</p>
<p>Rural tourism activity means the use of land and/or buildings for agri-tourism, eco-tourism, nature tourism and adventure tourism activities provided for a tariff, with participants attracted to experience rural activities and/or the rural or natural environment. It includes:</p> <ol style="list-style-type: none"> a. guiding, training and instructing; b. ancillary services such as booking offices and transportation; and c. ancillary retail activity, including sale of alcohol to participants. 	<p>Gives effect to Policy 17.1.1.1 in recognising activities specifically related to the natural features or rural aspects of tourism. These activities are complementary to a farm or conservation area and use the character of such features for tourism and visitor purposes. The inclusion of ancillary activities will avoid interpretation issues with urban activities.</p>
<p>Rural tourism facility means land and/or buildings used for rural tourism activity.</p>	<p>Related to the above definition.</p>
<p>Seasonal high water table means at the time the activity is established, the highest elevation that the water table has reached between the months of June and August inclusive.</p>	<p>Replaces the City Plan threshold of 'highest recorded groundwater level' to align with the threshold used in regional planning documents for quarrying excavation activities.</p>
<p>Templeton rural activity means the use of land and/or buildings within the Rural Templeton Zone for:</p> <ol style="list-style-type: none"> a. farming; 	<p>Refined definition carried over from Operative City Plan with terminology made consistent with Stage 1 and 2. Definition is effective in providing for a range of activities under a single defined term.</p>

<ul style="list-style-type: none"> b. activities that directly and primarily service farming, including offices and the warehousing (excluding general freight or distribution activities), wholesale and retail activity of rural supplies or rural produce; c. food and beverage outlets, excluding taverns; d. private parks, reserves and recreation facilities; e. a limited number of residential units for security/custodial purposes; f. boarding of domestic animals; and g. rural research facilities and laboratories that do not have an education or health care component. 	
<p>Templeton strategic infrastructure in relation to the Rural Templeton Zone, means the use of land and/or buildings for small-scale facilities, services and installations ancillary to strategic infrastructure.</p>	<p>Refined definition carried over from Operative City Plan to ensure terminology consistent. Term only applies to Rural Templeton.</p>

5.8 POLICY AND RULES NOT CARRIED THROUGH FROM THE CURRENT DISTRICT PLANS

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
<p>Relevant objectives:</p> <p>17.1.1 Objective - A productive and diverse rural environment</p> <p>a. Christchurch District has a productive and diverse rural environment where:</p> <ol style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	
Provision(s) not considered to be appropriate or necessary	Effectiveness and Efficiency
<p>Option 2 (Rules not carried through into the Proposed District Plan)</p> <p>The following rules from the operative Christchurch City Plan have not been carried through in their current or an amended form into the proposed District Plan:</p> <ul style="list-style-type: none"> - Rules 2.4.7, 2.4.17, 3.3.12 Odour – stockpiling or spreading of manures - Rule 2.4.8, 2.4.18, 3.3.13 Offal pits - Rule 2.5.2 (iii) where three additional lots have been created from Lot 1 DP 79425 in accordance with Rule 4.3.1 in Part 14, one residential unit may be erected on each of these lots, provided that each residential unit excluding non-habitable accessory buildings is constructed south of the building line shown on the outline development plan in Part 4, Appendix 5 (Westall Lane, Avonhead) - Rules 2.3.8 and 3.3.5 Loading - mineral extraction activity - Rules 3.3.3, 2.4.16 - Intensive farming and commercial livestock management - Rules for 'other activities' in the Rural Quarry Zone 3.3.8 - hours of operation, and 3.3.2 - vehicle generation - Rules 2.2.8, 2.3.3, 2.4.2, 3.4.1 - Residential activity in quarry zones - Rule 2.4.10 - Outline Dev. Plan - Rule 2.4.19 - Management Plan - Rule 3.3.11 - Offices and workshops - Rule 3.4.4 Retailing (screened soil) <p>The following rules from the operative Banks Peninsula District Plan have not been carried through in their current or an amended form</p>	<p>Effectiveness and efficiency</p> <p>The purpose of these rules was to:</p> <ol style="list-style-type: none"> i. Odour – manage odour from stockpiling or spreading of manures where the activity was required to be undertaken a specific distance from a residential activity. Under Environment Canterbury's proposed Air Plan, the provisions in the current air plan have been improved with policy support for managing odour and rules relating to the spreading and stockpiling of animal manure. It is inefficient to have the same rules within the District Plan and overlap of responsibilities. ii. Offal pits - was to mitigate the effects of effects of contamination of groundwater and waterways and on amenity values from offal pits. The provision required setback distances from boundaries and waterways. Environment Canterbury manage the location and depth of offal pits under the Regional Land and Water Plan. It is inefficient to have the same rules within the District Plan and overlap of responsibilities. iii. Management of relocated buildings on Banks Peninsula was to give the Council the ability to require buildings be reinstated within a specified time frame to prevent relocated buildings being left on a site in a state of disrepair. The Building Act 1991 has the ability to require that works are undertaken within a specified time frame. A building consent is required to move the building onto a site and then to reinstate it. This is considered more effective and efficient than a rule. <p>Relocated buildings will still be managed via rules for residential activities on Banks Peninsula where they do not meet the</p>

<p>into the replacement District Plan:</p> <ul style="list-style-type: none"> - Rule 6.2 f) Discretionary activity status for Relocated buildings - Rule 4.1 d). The creation of one dwelling on Lot 1 DP 12401 - Removal of the Port Environs Overlay and related rules limiting new dwellings establishing within the overlay 	<p>minimum site size or are to be located in a landscape area.</p> <ul style="list-style-type: none"> iv. Site specific restrictions in the City Plan relate to areas in Westall Lane. The Westall Lane sites have now been built on. These rules are no longer considered necessary or needed within the Rural Chapter. v. Site specific restrictions on Banks Peninsula relate to restrictions on residential activities. The site on Banks Peninsula under Rule 4.1d) now has a dwelling established so the rule is no longer necessary. vi. Port Environs Overlay applies to an area of rural land adjoining the Lyttelton Port Zone. The overlay limits the ability to establish a residential activity in terms of reverse sensitivity effects on the Port and its future expansion. The Port now owns most of this land with the remainder being public reserve land. The overlay is no longer necessary. vii. Loading - Mineral Extraction Activity deleted because not necessary as other tools more appropriately deal with activities undertaken outside of the rural quarry zone. viii. Intensive farming and commercial livestock management - rule no longer required because intensive farming has been elevated to discretionary activity status ix. 'Other activities' in the Rural Quarry Zone Hours, traffic generation, offices and workshops - no longer required due to activity based plan format x. Residential activity in quarry zone - residential activity no longer provided for in quarry zone. xi. Isaac Conservation Park - Outline Dev. Plan and Management Plan. Rule no longer needed because ICP Open Space Zone not carried over nor with it the requirement for activities in the McLeans Island area to be subject to an outline plan or management plan. xii. Retailing of screened soil - rule not carried over because soil moved as overburden in a quarry site should be retained for subsequent rehabilitation.
Options less or not as appropriate to achieve the Objectives and policies:	
<p>Option 1 (Status quo – retain rules)</p> <p>Carry through the following rules into the proposed District Plan: <u>City Plan</u></p> <ul style="list-style-type: none"> - Rule 2.4.7, 2.4.17, 3.3.12 Odour – stockpiling or spreading of manures - Rule 2.4.8, 2.4.18, 3.3.13 Offal pits - Rule 2.5.2 (iii) where three additional lots 	<p>Appropriateness</p> <p>Carrying through these rules into the proposed District Plan will lead to unnecessary resource consents, given that the environmental outcomes sought by the control are adequately achieved through other proposed rules or responsibilities of Environment Canterbury.</p>

have been created from Lot 1 DP 79425 in accordance with Rule 4.3.1 in Part 14, one residential unit may be erected on each of these lots, provided that each residential unit excluding non-habitable accessory buildings is constructed south of the building line shown on the outline development plan in Part 4, Appendix 5 (Westall Lane, Avonhead)

- Rules 2.3.8 and 3.3.5 Loading - mineral extraction activity
- Rules 3.3.3. 2.4.16 - Intensive farming and commercial livestock management
- Rules for 'other activities' in the Rural Quarry Zone 3.3.8 - hours of operation, and 3.3.2 - vehicle generation
- Rules 2.2.8, 2.3.3, 2.4.2, 3.4.1 - Residential activity in quarry zones
- Rule 2.4.10 - Outline Dev. Plan
- Rule 2.4.19 - Management Plan
- Rule 3.3.11 - Offices and workshops
- Rule 3.4.4 Retailing (screened soil)

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- Rule 6.2 f) Discretionary activity status for Relocated buildings
- Rule 4.1 d). The creation of one dwelling on Lot 1 DP 12401
- Removal of the Port Environs Overlay and related rules limiting new dwellings establishing within the overlay

Risk of Acting or Not Acting

The decision to not carry through some current provisions from the operative Christchurch City Plan has been based on the monitoring of development under the Operative Plan over the last 20 years. An assessment of the Operative Plan's efficiency and effectiveness has also been prepared by Response Planning in 2012. The findings of this report, together with improved regional rules, provide adequate information to surmise that the risk of acting on the information will be low. It is considered that sufficient information exists about removing the existing provisions without the need to take account of the risk of acting or not acting (s32(4)(b) of the Act).

6. RESPONSE TO STATEMENT OF EXPECTATIONS

1. The relevant matters for the statement of expectations under the Order in Council were outlined in section 2.2. Overall the provisions proposed in the Rural Chapter respond to the expectations as follows:
 - Rural zones contain minimal development controls and design standards. Controls are limited to minimum site size, building height, site coverage and boundary setbacks along with separation distances for reverse sensitivity effects. These provisions have been reviewed and unnecessary controls have been removed where appropriate. A reduced activity status has been used for non-compliance in comparison with the Operative City Plan. The development controls that remain are considered appropriate to meet policy directions and retain rural character.
 - Rural Banks Peninsula has more development controls to integrate with landscape values, such as a lower maximum height and maximum individual building size. These have been carried over from the Operative Plan and were only put into the plan in 2010. The controls set a relevant baseline for retention of rural character with innovation and choice enabled through Matters of Discretion as part of a consent process.
 - Use of controlled activity status for Banks Peninsula has been reviewed with some activities managed in the Rural Chapter moving to restricted discretionary (new plantation forestry over 1ha) due to the ability to achieve a better outcomes. While the activity status for a residential unit on a 1ha site has been reduced to a permitted activity due to the reliance on the subdivision consent process to achieve outcomes previously sought through the matters of control.
 - Notification and written approval requirements have been used for Built Form Standards and relevant activities to ensure clarity in terms of process.
 - The notification and written approval requirements have been used for quarrying activities in the Rural Urban Fringe and Rural Waimakariri Zones where the Council has considered it necessary that the community is given the opportunity to submit on such activities where they occur in close proximity to a residential zone boundary.
 - The Rural Chapter is enabling for rural production activities and relevant supporting activities. Activity definitions and scale thresholds for some activities have been used where it is appropriate to manage rural related activities and necessary to avoid urban activities to give effect to the CRPS.
 - A more restrictive planning framework for non-rural activities is necessary to meet higher order policy directions i.e. managing rural residential development and the strategic directions decision. And to support urban activities only being located in urban areas.
 - The Rural Chapter provisions have been integrated with other chapters to reduce duplication and additional consents, utilising Matters of Discretion to include consideration of different values i.e. landscape values and coastal environment.
 - The objectives and policies for the Rural Chapter provide clear direction on the purpose of the rural zone and the outcomes to be achieved in different parts of the rural environment which will contribute to improved consenting and decision making processes.

7. BIBLIOGRAPHY

1. Material, reports information, data used to develop the chapter and review provisions.

Document Title/Date	Author
CCC documents	
South West Christchurch – Rural Resource Scoping Report Prepared for Christchurch City Council (June 2006)	Beca Carter Hollings & Ferner Ltd
South West Christchurch Area Plan (April 2009)	Christchurch City Council
North West Review Area (NWRA) Report Final (September 2012)	Christchurch City Council
Christchurch City Council Rural Land Economic Assessment (November 2008)	Market Economics Limited
Banks Peninsula Landscape Study Final Report (May 2007)	Boffa Miskell
Draft Otautahi/Christchurch City Landscape Study. Landscape Characterisation Evaluation (November 2014)	Boffa Miskell
Report on land use criteria for consideration in rural subdivision planning policy prepared for Christchurch City Council (March 1993)	Lincoln Consultancy Group, Agriculture New Zealand
Auckland Unitary Plan– Section 32 report Appendices	
Versatile Soils – Productive Land, Report for Hawke’s Bay Regional Council, 14 June 2011	D Bloomer
Rural Production Comparative Analysis Greenfield Study Areas – North, North West and South Auckland (23 April 2013)	Primary Focus
Canterbury Region	
Consultation Draft Rural Residential Strategy (December 2013)	Selwyn District Council
Effectiveness of the City Plan / s 32 analysis	
Evaluating the Effectiveness and Efficiency of the Christchurch City District Plan (28 January 2011)	Response Planning Consultants Limited
Evaluating the Effectiveness and Efficiency of the Banks Peninsula District Plan (28 January 2011)	Response Planning Consultants Limited
General rural research	
Expansion of lifestyle blocks and urban areas onto high-class land: an update for planning and policy, Journal of the Royal Society of New Zealand, 43:3, 128-140	R Andrew & JR Dymond (2013)
Thought for food: impacts of urbanisation trends on soil resource availability in New Zealand. Proceedings of the New Zealand Grasslands Association 72: 241-246 (2010)	D.T. Rutledge, R. Price, C. Ross, A. Hewitt, T. Webb and C. Briggs
Coastline Controversy: Subdivision at Purau Bay, Banks Peninsula, Lincoln Planning Review, Volume 2, Issue 2, August 2010	E Thomas
Managing Change in Paradise: Sustainable Development in Peri-urban Areas (June 2001)	Parliamentary Commissioner for the Environment
Growing for good: Intensive farming, sustainability and New Zealand’s environment (October 2004)	Parliamentary Commissioner for the Environment
Public perceptions – issues in where we want rural New Zealand to head in the 21 st Century. New Zealand Agricultural and Resource Economics Society 2008 Conference, August 28-29, 2008	Kenneth F.D.Hughey, Ross Cullen, Geoffrey N.Kerr

Literature review of Canterbury rural economy knowledgebase (April 2014)	N Bryan, Canterbury Development Corporation
Quarrying	
Rehabilitation of Sand & Gravel Quarries in Paparua County. Stage 1, Investigation. Paparua County Council 1982	Earl H. Bennett
Canterbury Regional River Gravel Management Strategy, October 2012	Environment Canterbury
Recommended Separation Distances for Industrial Residual Air Emissions, Publication number 1518 March 2013	Victoria Environmental Protection Agency

APPENDIX 1: LINKAGES BETWEEN PROVISIONS

Issue	Objective	Policies	Rules	Assessment Matters
<p>Issue 1 Fragmentation of rural land</p> <p>and</p> <p>Issue 3 Rural living</p>	<p>17.1.1 Objective - A productive and diverse rural environment</p> <p>a. Christchurch District has a productive and diverse rural environment where:</p> <p>i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;</p> <p>ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and</p> <p>iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.</p>	<ul style="list-style-type: none"> 17.1.1.2 Policy – General elements of rural character and amenity 17.1.1.4 Policy – Scale and intensity of rural-related 17.1.1.5 Policy – Density and distribution of rural dwellings 17.1.1.6 Policy - Rural Banks Peninsula 17.1.1.8 Policy – Separation distances between rural dwellings and rural activities 17.1.1.13 Policy – High quality gravel resource overlay 8.1.2.10 Policy - Rural subdivision 	<p>17.2.2 Rural Banks Peninsula rules</p> <p>17.2.2.1 Permitted Activities</p> <p>P7 Residential activity</p> <p>P8 Repairs, replacement and/or additions to an existing residential unit on an existing site with a minimum net site area less than 40ha where it is below the 160m contour or 100ha where it is above the 160m contour</p> <p>P9 Minor Residential Unit</p> <p>17.2.2.3 Restricted Discretionary Activities</p> <p>RD 3 Minor residential unit that does not comply with Rule 17.2.2.1 P9 b-d</p> <p>17.2.2.4 Discretionary Activities</p> <p>D5 Residential Activity on an allotment created in a lifestyle allotment subdivision under Rule 8.3.1.1 RD2. The allotment containing the residential unit shall have a minimum net site area of 1ha with the balance lot greater than 3ha</p> <p>17.2.2.5 Non complying Activities</p> <p>NC2 Any residential activity that does not comply with activity specific standard in Rule 17.2.2.1 P7 a-b or Rule 17.2.2.4 D4</p> <p>NC3 Any minor residential unit that does not comply with activity specific standard in Rule 17.2.2.1 P9 a</p> <p>17.2.3 Built Form Standards</p> <p>17.2.3.1 – 17.5.2.14</p> <p>17.3.2 Rural Urban Fringe Zone rules</p> <p>17.3.2.1 Permitted activity</p> <p>P5 Residential Activity</p> <p>P6 Repairs, replacement and/or additions to an existing residential unit on an existing site with a minimum net site area less than 4 hectares. P7 Minor residential unit</p> <p>17.4.2.3 Restricted Discretionary activity</p> <p>RD3 Non compliance with Rule 17.4.2.1 P7</p>	<p>17.8.1 Matters of Discretion for Built Form Standards</p> <p>17.8.1.1 Building Height</p> <p>17.8.1.2 Setbacks from road boundaries</p> <p>17.8.1.4 Building setbacks from internal boundaries</p> <p>17.8.1.5 Separation distances</p> <p>17.8.1.6 Site coverage and building footprint</p> <p>17.8.1.7 Traffic generation and access</p> <p>17.8.1.8 Identified building area</p> <p>17.8.2 Matters of Discretion for Activity Specific Standards</p> <p>17.8.2.2 Minor residential unit</p> <p>17.8.2.5 Residential activities associated with a lifestyle allotment subdivision on Banks Peninsula</p> <p>17.8.2.6 Residential activities on existing small sites</p>

Issue	Objective	Policies	Rules	Assessment Matters
			<p>b-d</p> <p>17.3.2.4 Discretionary activity D4 One Residential unit on a site in existence as at 2 May 2015 with a net site area greater than 1 hectare but less than 4 hectare.</p> <p>17.3.2.5 Non complying activity NC3 Any minor residential unit that does not comply with activity specific standard in Rule 17.3.2.1 P7 a</p> <p>17.3.2.6 Prohibited activity PR1 New Residential activities and Minor residential units on any site in existence as at 2 May 2015 with a minimum net site area of 1 hectare or less</p> <p>17.3.3 Built Form Standards – Rural Urban Fringe Zone 17.3.3.1 to 17.3.3.9</p> <p>Appendix 17.9.1 High quality gravel resource overlay</p> <p>17.4.2 Rural Waimakariri rules</p> <p>17.4.2.1 Permitted activity P6 Residential Activity P7 Repairs, replacement and/or additions to existing residential units on an existing site with a minimum area less than 20 hectares. P8 Minor residential unit</p> <p>17.4.2.3 Restricted discretionary activity RD 3 Minor residential unit that does not comply with Rule 17.4.2.1 P8 b-d</p> <p>17.4.2.5 Non complying activity NC2 Any residential activity that does not comply with activity specific standard in Rule 17.4.2.1 P6 a. NC3 Any minor residential unit that does not comply with activity specific standard in Rule 17.4.2.1 P8 a.</p> <p>17.4.3 Built Form Standards 17.4.3.1 – 17.4.3.9</p>	

Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.5.2 Rural Port Hills rules</p> <p>17.5.2.1 Permitted activity</p> <p>P5 Residential Activity</p> <p>P6 Repairs, replacement and/or additions to existing residential units on an existing site with a minimum net site area less than 100 hectares.</p> <p>P7 Minor Residential Unit</p> <p>17.5.2.3 Restricted discretionary activity</p> <p>RD3 Minor residential unit that does not comply with Rule 17.5.2.1 P7 b-d</p> <p>17.5.2.5 Non complying activity</p> <p>NC2 Any residential activity that does not comply with activity specific standard Rule 17.5.2.1 P5 a</p> <p>NC3 Any minor residential unit that does not comply with activity specific standard Rule 17.5.2.1 P7 a</p> <p>17.5.3 Built Form Standards</p> <p>17.5.3.1 – 17.5.3.8</p>	

Issue	Objective	Policies	Rules	Assessment Matters
<p>Issue 2 Retention of diverse rural character</p> <p>Issue 4 Maintaining healthy ecosystem services on rural land</p> <p>Issue 6 Thriving rural communities</p> <p>and</p> <p>Issue 8 Balancing the multi-functionality of the rural environment</p>	<p>17.1.1 Objective - A productive and diverse rural environment</p> <p>a. Christchurch District has a productive and diverse rural environment where:</p> <p>i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land;</p> <p>ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and</p> <p>iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills.</p>	<ul style="list-style-type: none"> • 17.1.1.1 Policy – Rural activities • 17.1.1.2 Policy – General elements of rural character and amenity • 17.1.1.3 Policy – Function of rural areas • 17.1.1.4 Policy – Scale and intensity of rural related activities • 17.1.1.5 Policy – Density and distribution of rural dwellings • 17.1.1.6 Policy – Rural Banks Peninsula • 17.1.1.9 Policy – Separation distances between rural dwellings and rural activities • 17.1.1.10 Policy – Catchment management approach for rural land • 17.1.1.11 Policy – Location and management of quarrying activity • 17.1.1.12 Policy – Quarry rehabilitation 	<p>17.2.2 Rural Banks Peninsula rules</p> <p>17.2.2.1 Permitted Activities P1 to P20</p> <p>17.2.2.3 Restricted Discretionary Activities RD1 to RD5</p> <p>17.2.2.4 Discretionary Activities D1 to D5</p> <p>17.2.2.5 Non complying Activities NC1 to NC3</p> <p>17.2.3 Built Form Standards – Rural Banks Peninsula Zone 17.2.3.1 to 17.2.3.14</p> <p>17.3.2 Rural Urban Fringe Zone rules</p> <p>17.3.2.1 Permitted activity P1 to P16</p> <p>17.3.2.3 Restricted Discretionary activity RD1 to RD5</p> <p>17.3.2.4 Discretionary activity D1 to D6</p> <p>17.3.2.5 Non complying activity NC1 to NC4</p> <p>17.3.3 Built Form Standards – Rural Urban Fringe Zone 17.3.3.1 to 17.3.3.9</p> <p>17.4.2 Rural Waimakariri rules</p> <p>17.4.2.1 Permitted activity P1 to P17</p> <p>17.4.2.3 Restricted Discretionary activity RD 1 to RD5</p> <p>17.4.2.4 Discretionary activity D1 to D4</p> <p>17.4.2.5 Non complying activity NC1 to NC5</p> <p>17.4.3 Built Form Standards - Rural Waimakariri rules 17.4.3.1 to 17.4.3.9</p>	<p>17.8.1 Matters of Discretion for Built Form Standards</p> <p>17.8.1.1 Building Height</p> <p>17.8.1.2 Setbacks from road boundaries</p> <p>17.8.1.3 Shading of State Highway</p> <p>17.8.1.4 Building setbacks from internal boundaries</p> <p>17.8.1.5 Separation distances</p> <p>17.8.1.6 Site coverage and building footprint</p> <p>17.8.1.7 Traffic generation and access</p> <p>17.8.1.8 Identified building area</p> <p>17.8.1.9 Building reflectivity - Rural Banks Peninsula</p> <p>17.8.1.10 Important identified ridgelines - Rural Banks Peninsula</p> <p>17.8.2 Matters of Discretion for Activity Specific Standards</p> <p>17.8.2.1 Scale of activity</p> <p>17.8.2.2 Minor residential unit</p> <p>17.8.2.3 Rural related activities</p> <p>17.8.2.4 Plantation forestry</p> <p>17.8.2.6 Residential activities on existing small sites</p> <p>17.8.2.7 Rural Templeton</p> <p>17.8.2.11 Minimum excavation setbacks</p> <p>17.8.2.9 Location of crushing plant</p> <p>17.8.2.10 Stockpile height and setback</p> <p>17.8.2.12 Visual screening and maintenance</p> <p>17.8.2.13 Hours of operation</p> <p>17.8.2.16 Quarry rehabilitation and end use</p> <p>17.8.3 Coastal Environment and Significant landscapes</p> <p>17.8.3.1 Public access to the coastal environment</p> <p>17.8.3.2 Significant landscapes - Rural Banks Peninsula</p>

Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.5.2 Rural Port Hills rules 17.5.2.1 Permitted activity P1 to P17 17.5.2.3 Restricted Discretionary activity RD 1 to RD5 17.5.2.4 Discretionary activity D1 to D5 17.5.2.5 Non complying activity NC1 to NC3 17.5.3 Built Form Standards - Rural Port Hills rules 17.5.3.1 to 17.5.3.8</p> <p>17.6.2 Rural Quarry Zone 17.6.2.1 Permitted activity P1 to P10 17.6.2.3 Restricted Discretionary activity RD1 to RD4 17.6.2.4 Discretionary activity D1 17.6.2.5 Non complying activity NC1 to NC4 17.6.3 Built Form Standards – All activities 17.6.3.1 17.6.4 Activity Specific Standards – Quarrying and Ancillary aggregates-processing activity 17.6.4.1-17.6.4.15</p> <p>17.7.2 Rural Templeton rules 17.7.2.1 Permitted activity P1 to P4 17.7.2.3 Restricted discretionary activity RD1 to RD2 17.7.2.5 Non complying activity NC1 to NC7</p>	

Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.7.3 Built Form Standards - Rural Templeton rules 17.7.3.1 to 17.7.3.10</p>	
<p>Issue 5 Reverse sensitivity</p>	<p>17.1.1 Objective - A productive and diverse rural environment a. Christchurch District has a productive and diverse rural environment where:</p> <ul style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	<ul style="list-style-type: none"> • 17.1.1.1 Policy – Rural activities • 17.1.1.3 Policy – Function of rural areas • 17.1.1.5 Policy – Density and distribution of rural dwellings • 17.1.1.9 Policy – Separation distances between rural dwellings and rural activities • 17.1.1.13 Policy – High quality gravel resource overlay 	<p>17.2.2 Rural Banks Peninsula rules 17.2.2.1 Permitted activities P7 Residential activity 17.2.2.4 Discretionary Activities D1 Guest accommodation, other than farm stays permitted under Rule 17.2.2.1 P13 D2 New Places of assembly D4 Residential Activity on an allotment created in a lifestyle allotment subdivision under Rule 8.3.1.1 RD2. 17.2.2.5 Non complying Activities NC1 Any activity not provided for as a permitted, restricted discretionary, discretionary or prohibited activity NC2 Any residential activity that does not comply with activity specific standard in Rule 17.2.2.1 P7 a-b or Rule 17.2.2.4 D4 NC3 Any minor residential unit that does not comply with activity specific standard in Rule 17.2.2.1 P9 a 17.2.3 Built Form Standards – Rural Banks Peninsula Zone 17.2.3.6 Minimum building setback from road boundaries 17.2.3.8 Minimum building setback from internal boundaries 17.2.3.10 Minimum setback from a boundary of a legally established quarrying activity 17.2.3.11 Minimum separation distances - forestry and residential activities from intensive farming</p>	<p>17.8.1 Matters of Discretion for Built Form Standard 17.8.1.2 Setbacks from road boundaries 17.8.1.4 Building setbacks from internal boundaries 17.8.1.5 Separation distances 17.8.1.7 Traffic generation and access</p> <p>17.8.2 Matters of Discretion for Activity Specific Standards 17.8.2.6 Residential activities on existing small sites</p>

Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.3.2 Rural Urban Fringe Zone rules</p> <p>17.3.2.1 Permitted activity P5 Residential Activity</p> <p>17.3.2.4 Discretionary activity D1 Guest accommodation, other than farm stays permitted under Rule 17.3.2.1 P13 D2 New Places of Assembly D4 One Residential unit on a site in existence as at Operative Plan Date with a net site area greater than 1 hectare but less than 4 hectare.</p> <p>17.3.2.5 Non complying activity NC3 Any minor residential unit that does not comply with activity specific standard in Rule 17.3.2.1 P7 a, but is more than 1 hectare net site area</p> <p>17.3.2.6 Prohibited Activities PA1 New Residential activities and Minor residential units on any site in existence as at <i>Operative Plan Date</i> with a minimum net site area of 1 hectare or less</p> <p>17.3.3 Built Form Standards – Rural Urban Fringe Zone</p> <p>17.3.3.3 Minimum building setback from road boundaries 17.3.3.4 Minimum building setback from internal boundaries 17.3.3.6 Minimum setback from a boundary of a legally established quarrying activity 17.3.3.7 Minimum separation distances - residential activities from existing intensive farming and existing forestry</p> <p>17.4.2 Rural Waimakariri rules</p> <p>17.4.2.1 Permitted activity P6 Residential activity</p> <p>17.4.2.4 Discretionary activity D1 Guest accommodation, other than farm stays permitted under Rule 17.4.2.1 P13 D2 New Places of assembly</p>	

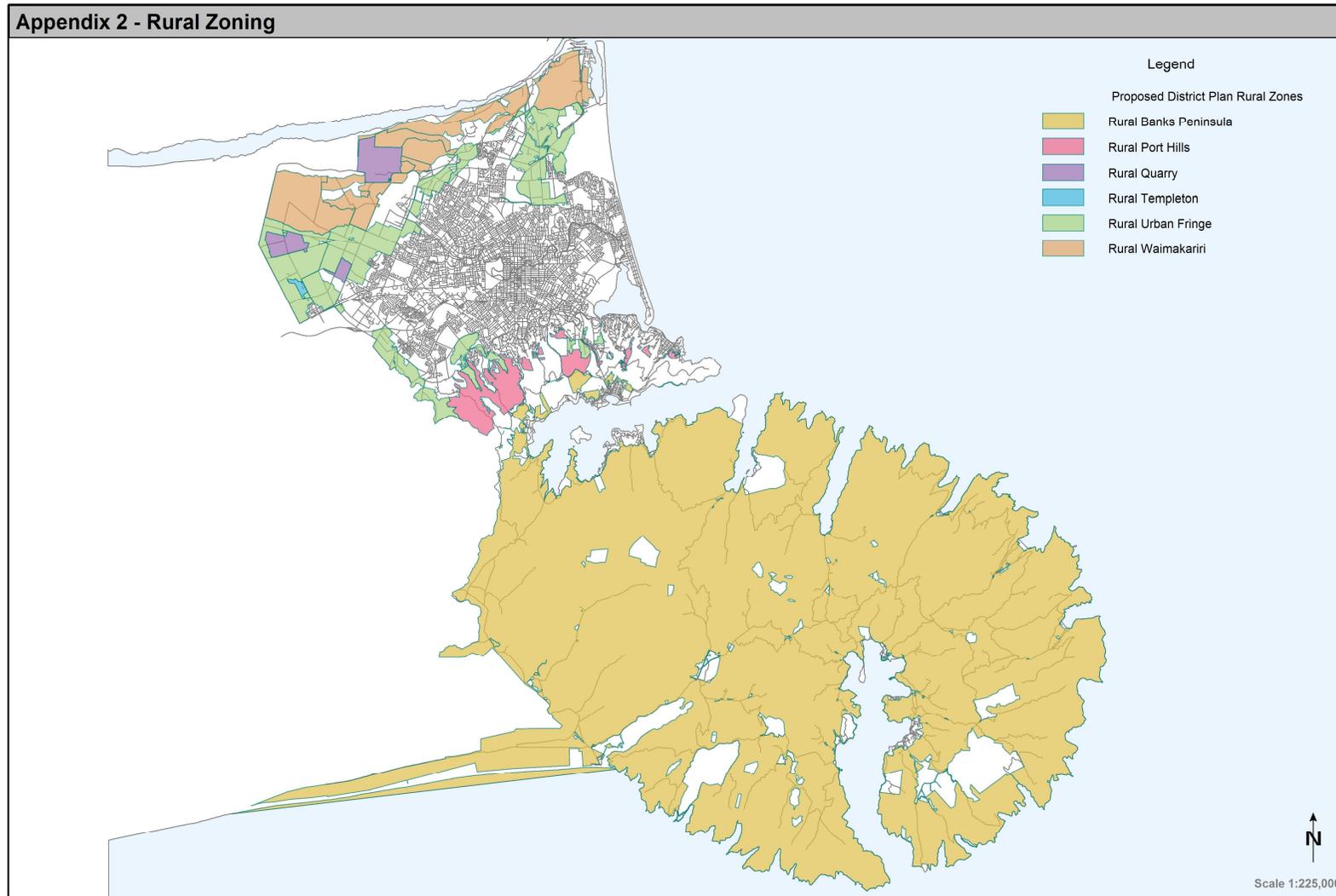
Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.4.2.5 Non complying activity NC2 Any residential activity that does not comply with activity specific standard in Rule 17.4.2.1 P6 a. NC3 Any minor residential unit that does not comply with activity specific standard in Rule 17.4.2.1 P8 a.</p> <p>17.4.3 Built Form Standards - Rural Waimakariri rules 17.4.3.3 Minimum building setback from road boundaries 17.4.3.4 Minimum building setback from Internal Boundaries 17.4.3.6 Minimum setback from a boundary of a legally established quarrying activity 17.4.3.7 Minimum separation distances - plantation forestry, intensive farming and residential activities</p> <p>17.5.2 Rural Port Hills rules 17.5.2.1 Permitted activity P5 Residential Activity 17.5.2.4 Discretionary activity D1 Guest accommodation, other than farm stays permitted under Rule 17.5.2.1 P11. D2 New Places of Assembly 17.5.2.5 Non complying activity NC2 Any residential activity that does not comply with activity specific standard Rule 17.5.2.1 P5 a NC3 Any minor residential unit that does not comply with activity specific standard Rule 17.5.2.1 P7 a</p> <p>17.5.3 Built Form Standards - Rural Port Hills rules 17.5.3.3 Minimum building Setback from Road Boundaries 17.5.3.4 Minimum building setback from Internal Boundaries 17.5.3.6 Minimum separation distances - plantation forestry, intensive farming and residential activities</p>	

Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.7.2 Rural Templeton rules 17.7.2.1 Permitted activity P2 Templeton Rural activity – residential units 17.7.2.4 Non complying activity NC 7 Residential activities except those provided for under Rule 17.7.2.1 P2.</p>	
<p>Issue 7 Access to and use of gravel resources</p>	<p>17.1.1 Objective - A productive and diverse rural environment a. Christchurch District has a productive and diverse rural environment where:</p> <ol style="list-style-type: none"> i. the range of activities supports and maintains the rural working environment, including the potential productive capacity of the land; ii. subdivision and development does not create reverse sensitivity effects on rural activities, strategic infrastructure, access to high quality gravel resources and natural hazard mitigation works; and iii. rural character is maintained and enhanced, including the distinctive character of Banks Peninsula and the Port Hills. 	<ul style="list-style-type: none"> • 17.1.1.1 Policy – Rural activities • 17.1.1.2 Policy – General elements of rural character and amenity • 17.1.1.3 Policy - Function of rural areas • 17.1.1.4 Policy – Scale and intensity of rural related activities • 17.1.1.9 Policy – Separation distances between rural dwellings and rural activities • 17.1.1.11 Policy – Location and management of quarrying activities • 17.1.1.12 Policy – Rehabilitation of quarry sites • 17.1.1.13 Policy – High quality gravel resource overlay 	<p>17.3.2 Rural Urban Fringe Zone rules 17.3.2.4 Discretionary activity D3 Quarrying Activity located 250m or more from a residential zone boundary D4 One Residential unit on a site in existence as at Operative Plan Date with a net site area greater than 1 hectare but less than 4 hectare. 17.3.2.5 Non complying activity NC2 Quarrying Activity located less than 250m from a residential zone boundary NC4 Any Quarrying activity that involves any excavation to a depth less than one metre from the seasonal high water table</p> <p>17.4.2 Rural Waimakariri rules 17.4.2.3 Discretionary activity D3 Quarrying Activity located 250m or more from a residential zone boundary 17.4.2.4 Non complying activity NC4 Quarrying Activity located less than 250m from a residential zone boundary NC5 Any Quarrying activity that involves any excavation to a depth less than one metre from the seasonal high water table</p> <p>17.6.2 Rural Quarry Zone 17.6.2.1 Permitted activity P1 Quarrying Activity</p>	<p>17.8.2 Matters of discretion for Activity Specific Standards 17.8.2.1 Scale of activity 17.8.2.6 Residential activities on existing small sites 17.8.2.11 Minimum excavation setbacks 17.8.2.8 Gradient for excavation 17.8.2.9 Location of crushing plant 17.8.2.10 Stockpile height and setback 17.8.2.12 Visual screening and maintenance 17.8.2.13 Hours of operation 17.8.2.14 Exposed excavations 17.8.2.15 Imported Materials 17.8.2.16 Quarry rehabilitation and end use</p>

Issue	Objective	Policies	Rules	Assessment Matters
			<p>P2 Ancillary Aggregates Processing Activity up until 30 April 2018</p> <p>17.6.2.2 Restricted Discretionary activity</p> <p>RD1 Any Quarrying Activity or Ancillary Aggregates-Processing Activity (prior to 30 April 2018) that does not meet one or more of the Standards in Rule 17.6.3 and 17.6.4, unless otherwise specified in Rule 17.6.2.5</p> <p>RD2 Ancillary Aggregates Processing Activity after 30 April 2018</p> <p>17.6.2.3 Discretionary activity</p> <p>D1 Concrete Batching, Paving/Asphalt Manufacturing Activity that utilises the natural resources extracted and / or processed on the property as the principal raw material for the activity</p> <p>17.6.2.4 Non complying activity</p> <p>NC1 Any activity not provided for as a Permitted, Restricted Discretionary or Discretionary Activity.</p> <p>NC2 Any vehicle access for a Quarrying Activities within the Miners Road area from State Highway 73 or Old West Coast Road where the site has alternative legal access from another road.</p> <p>NC3 Any quarrying activity (P1) that does not comply with the activity specific standard in Rule 17.6.3.7.</p> <p>NC4 Quarrying activity or Ancillary-aggregates processing activity that does not comply with the standard in Rule 17.6.4.15(a)(1)</p> <p>17.6.3 Built Form Standards – All activities</p> <p>17.6.3.1 Maximum total site coverage for buildings, impervious surface and outdoor storage areas</p>	

Issue	Objective	Policies	Rules	Assessment Matters
			<p>17.6.4 Activity Specific Standards – quarrying and ancillary aggregate-processing activities</p> <p>17.6.4.1 Maximum Building Height – quarrying activities and ancillary aggregates processing activities</p> <p>17.6.4.2 Minimum building setback from road boundaries –quarrying activities and ancillary aggregates processing activity</p> <p>17.6.4.3 Maximum size of individual building – quarrying activities and ancillary aggregates processing activity</p> <p>17.6.4.4 Hours of operation – Quarrying activities and ancillary aggregates processing activity</p> <p>17.6.4.5 Site access – Quarrying activities and ancillary aggregates processing activity</p> <p>17.6.4.6 Maximum depth of excavation – Quarrying activities</p> <p>17.6.4.7 Minimum excavation setbacks – Quarrying activities</p> <p>17.6.4.8 Minimum setback from the bank of a waterway – quarrying activities and ancillary aggregate – Processing activities</p> <p>17.6.4.9 Maximum Gradient for excavation – quarrying activities</p> <p>17.6.4.10 Location of crushing plant – quarrying activities and ancillary aggregates – processing activities</p> <p>17.6.4.11 Maximum stockpile height and minimum setback of stockpiles from zone boundary – quarrying activities and ancillary aggregates processing activities</p> <p>17.6.4.12 Visual screening – quarrying activities and ancillary aggregates processing activities</p> <p>17.6.4.13 Maintenance of visual screening - quarrying activities and ancillary aggregates processing activities</p> <p>17.6.4.14 Maximum extent of exposed excavation – quarrying activities</p> <p>17.6.4.15 Quarry site Rehabilitation – Quarrying activities</p>	

APPENDIX 2: PROPOSED DISTRICT PLANNING MAP OVERVIEW OF RURAL ZONES



APPENDIX 3: KEY STRATEGIC DOCUMENTS AND DIRECTIONS

Table 1: Rural Chapter Higher Order Documents

Canterbury Regional Policy Statement	
<p>Chapter 5 Objective 5.2.1 Location, design and function of development (Entire Region)</p>	<p><i>Development is located and designed so that it functions in a way that:</i></p> <ul style="list-style-type: none"> <i>(1) achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region’s growth; and</i> <i>(2) enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:</i> <ul style="list-style-type: none"> <i>(a) maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;</i> <i>(b) provides sufficient housing choice to meet the region’s housing needs;</i> <i>(c) encourages sustainable economic development by enabling business activities in appropriate locations;</i> <i>(d) minimises energy use and/or improves energy efficiency;</i> <i>(e) enables rural activities that support the rural environment including primary production;</i> <i>(f) is compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure;</i> <i>(g) avoids adverse effects on significant natural and physical resources including regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects on those resources and infrastructure;</i> <i>(h) facilitates the establishment of papakāinga and marae; and</i> <i>(i) avoids conflicts between incompatible activities.</i>
<p>Policy 5.3.1 Regional growth (Wider Region)</p>	<p><i>To provide, as the primary focus for meeting the wider region’s growth needs, sustainable development patterns that:</i></p> <ul style="list-style-type: none"> <i>(1) ensure that any</i> <ul style="list-style-type: none"> <i>(a) urban growth; and</i> <i>(b) limited rural residential development occur in a form that concentrates, or is attached to, existing urban areas and promotes a coordinated pattern of development;</i> <i>(2) encourage within urban areas, housing choice recreation and community facilities, and business opportunities of a character and form that supports urban consolidation;</i> <i>(3) promote energy efficiency in urban forms, transport patterns, site location and subdivision layout;</i> <i>(4) maintain and enhance the sense of identity and character of the region’s urban areas;</i> <p><i>and</i></p>

<p>Policy 5.3.2 Development conditions (Wider Region)</p>	<p><i>(5) encourage high quality urban design, including the maintenance and enhancement of amenity values.</i></p> <p><i>To enable development including regionally significant infrastructure which:</i></p> <p><i>(1) ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose:</i></p> <p><i>(a) existing or consented regionally significant infrastructure;</i></p> <p><i>(b) options for accommodating the consolidated growth and development of existing urban areas;</i></p> <p><i>(c) the productivity of the region’s soil resources, without regard to the need to make appropriate use of soil which is valued for existing or foreseeable future primary production, or through further fragmentation of rural land;</i></p> <p><i>(d) the protection of sources of water for community supplies;</i></p> <p><i>(e) significant natural and physical resources;</i></p> <p><i>(2) avoid or mitigate:</i></p> <p><i>(a) natural and other hazards, or land uses that would likely result in increases in the frequency and / or severity of hazards;</i></p> <p><i>(b) reverse sensitivity effects and conflicts between incompatible activities, including identified quarrying areas; and</i></p> <p><i>(3) integrate with:</i></p> <p><i>(a) the efficient and effective provision, maintenance or upgrade of infrastructure; and</i></p> <p><i>(b) transport networks, connections and modes so as to provide for the sustainable and efficient movement of people, goods and services, and a logical, permeable and safe transport system.</i></p>
<p>Policy 5.3.12 Rural production (Wider region)</p>	<p><i>Maintain and enhance natural and physical resources contributing to Canterbury’s overall rural productive economy in areas which are valued for existing or foreseeable future primary production, by:</i></p> <p><i>(1) avoiding development, and / or fragmentation which;</i></p> <p><i>(a) forecloses the ability to make appropriate use of that land for primary production; and / or</i></p> <p><i>(b) results in reverse sensitivity effects that limit or precludes primary production.</i></p> <p><i>(2) enabling tourism, employment and recreational development in rural areas, provided that it:</i></p> <p><i>(a) is consistent and compatible with rural character, activities, and an open rural environment;</i></p> <p><i>(b) has a direct relationship with or is dependent upon rural activities, rural resources or raw material inputs sourced from within the rural area;</i></p> <p><i>(c) is not likely to result in proliferation of employment (including that associated with industrial activities) that is not linked to activities or raw material inputs sourced from within the rural area; and</i></p> <p><i>(d) is of a scale that would not compromise the primary focus for accommodating growth in consolidated, well designed and more sustainable development patterns.</i></p> <p><i>And</i></p> <p><i>(3) ensuring that rural land use intensification does not contribute to significant cumulative adverse effects on water quality and quantity.</i></p>
<p>Objective 6.2.1 Recovery framework</p>	<p><i>Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:</i></p>

	<p>(1) identifies priority areas for urban development within Greater Christchurch;</p> <p>(2) identifies Key Activity Centres which provide a focus for high quality, and, where appropriate, mixed-use development that incorporates the principles of good urban design;</p> <p>(3) avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS;</p> <p>(4) protects outstanding natural features and landscapes including those within the Port Hills from inappropriate subdivision, use and development;</p> <p>(5) protects and enhances indigenous biodiversity and public space;</p> <p>(6) maintains or improves the quantity and quality of water in groundwater aquifers and surface water bodies, and quality of ambient air;</p> <p>(7) maintains the character and amenity of rural areas and settlements;</p> <p>(8) protects people from unacceptable risk from natural hazards and the effects of sea-level rise;</p> <p>(9) integrates strategic and other infrastructure and services with land use development;</p> <p>(10) achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs;</p> <p>(11) optimises use of existing infrastructure; and</p> <p>(12) provides for development opportunities on Māori Reserves in Greater Christchurch.</p>
<p>Policy 6.3.1 Development within the Greater Christchurch area</p>	<p><i>In relation to recovery and rebuilding for Greater Christchurch:</i></p> <p>(1) give effect to the urban form identified in Map A, which identifies the location and extent of urban development that will support recovery, rebuilding and planning for future growth and infrastructure delivery;</p> <p>(2) give effect to the urban form identified in Map A (page 64) by identifying the location and extent of the indicated Key Activity Centres;</p> <p>(3) enable development of existing urban areas and greenfield priority areas, including intensification in appropriate locations, where it supports the recovery of Greater Christchurch;</p> <p>(4) ensure new urban activities only occur within existing urban areas or identified Greenfield priority areas as shown on Map A, unless they are otherwise expressly provided for in the CRPS;</p> <p>(5) provide for educational facilities in rural areas in limited circumstances where no other practicable options exist within an urban area; and</p> <p>(6) avoid development that adversely affects the function and viability of, or public investment in, the Central City and Key Activity Centres.</p>
<p>Policy 6.3.9 Rural Residential development</p>	<p><i>In Greater Christchurch, rural residential development further to areas already zoned in district plans as at 1st January 2013 can only be provided for by territorial authorities in accordance with an adopted rural residential development strategy prepared in accordance with the Local Government Act 2002, subject to the following:</i></p> <p>(1) In the case of Christchurch City, no further rural residential development is to be provided for within the Christchurch City Plan area;</p> <p>(2) The location must be outside the greenfield priority areas for development and existing urban areas;</p> <p>(3) All subdivision and development must be located so that it can be economically provided with a reticulated</p>

	<p><i>sewer and water supply integrated with a publicly owned system, and appropriate stormwater treatment and disposal;</i></p> <p><i>(4) Legal and physical access is provided to a sealed road, but not directly to a road defined in the relevant district plan as a Strategic or Arterial Road, or as a State highway under the Government Roding Powers Act 1989;</i></p> <p><i>(5) The location and design of any proposed rural residential development shall:</i></p> <p><i>(a) avoid noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport so as not to compromise the future efficient operation of Christchurch International Airport or the health, well-being and amenity of people;</i></p> <p><i>(b) avoid the groundwater protection zone for Christchurch City's drinking water;</i></p> <p><i>(c) avoid land between the primary and secondary stop banks south of the Waimakariri River;</i></p> <p><i>(d) avoid land required to protect the landscape character of the Port Hills;</i></p> <p><i>(e) not compromise the operational capacity of the Burnham Military Camp, West Melton Military Training Area or Rangiora Airfield;</i></p> <p><i>(f) support existing or upgraded community infrastructure and provide for good access to emergency services;</i></p> <p><i>(g) avoid significant reverse sensitivity effects with adjacent rural activities, including mineral extraction and agricultural research farms, or strategic infrastructure;</i></p> <p><i>(h) avoid significant natural hazard areas including steep or unstable land;</i></p> <p><i>(i) avoid significant adverse ecological effects, and support the protection and enhancement of ecological values;</i></p> <p><i>(j) support the protection and enhancement of ancestral land, water sites, wāhi tapu and wāhi taonga of Ngāi Tahu;</i></p> <p><i>(k) where adjacent to or in close proximity to an existing urban or rural residential area, be able to be integrated into or consolidated with the existing settlement; and</i></p> <p><i>(l) avoid adverse effects on existing surface water quality.</i></p> <p><i>(6) An outline development plan is prepared which sets out an integrated design for subdivision and land use, and provides for the long-term maintenance of rural residential character.</i></p> <p><i>(7) A rural residential development area shall not be regarded as in transition to full urban development.</i></p>
<p><i>Chapter 12 Policy 12.3.2 Management methods for outstanding natural features and landscapes</i></p>	<p><i>To ensure management methods in relation to subdivision, use or development, seek to achieve protection of outstanding natural features and landscapes from inappropriate subdivision, use and development.</i></p>
<p><i>Chapter 15 Objective 15.2.1 maintenance of soil quality</i></p>	<p><i>Maintenance and improvement of the quality of Canterbury's soil to safeguard their mauri, their life supporting capacity, their health and their productive capacity.</i></p>
<p><i>Policy 15.3.1 Avoid remedy or mitigate soil degradation</i></p>	<p><i>In relation to soil:</i></p> <p><i>(1) to ensure that land-uses and land management practices avoid significant long-term adverse effects on soil quality, and to remedy or mitigate significant soil degradation where it has occurred, or is occurring; and</i></p> <p><i>(2) to promote land-use practices that maintain and improve soil quality.</i></p>

Mahaanui Iwi Management Plan	
Issue P2 Intensive rural land use	<p><i>Intensive rural land use is having unacceptable effects on water quality and quantity, biodiversity and soil health, and associated Ngāi Tahu cultural values.</i></p> <p>Ngā Kaupapa / Policy <i>P2.1 Rural land use must prioritise the protection of resources and environmental health for future generations. Economic gain must not have priority over the maintenance of the mauri of Papatūānuku, the provider of all things of nature and the world.</i> <i>P2.2 The adverse effects of intensive rural land use on water, soil and biodiversity resources in the takiwā must be addressed as a matter of priority.</i></p>
Issue P13 Mining and quarrying	<p><i>Mining and quarrying can have effects on tāngata whenua values, such as water, landscapes, wāhi tapu and indigenous vegetation.</i></p> <p>Ngā Kaupapa / Policy <i>P13.1 To oppose any mining activity in riverbeds and the coastal marine area that is not associated with gravel extraction.</i> <i>P13.2 To assess mining and quarrying proposals with reference to:</i> <i>(a) Location of the activity</i> <ul style="list-style-type: none"> • <i>What is the general sensitivity of the site to the proposed activity?</i> • <i>How well does the proposed activity 'fit' with the existing landscape?</i> • <i>Is there significant indigenous biodiversity on the site, including remnant native bush?</i> • <i>What waterways, wetlands or waipuna exist on the site?</i> • <i>Are there sites of significance on or near the site?</i> • <i>What is the risk of accidental discoveries?</i> • <i>What is the wider cultural landscape context within which the site is located?</i> <i>(b) Type of mining/quarrying</i> <ul style="list-style-type: none"> • <i>What resource is being extracted, what will it be used for, and is it sustainable?</i> <i>(c) Avoiding and mitigating adverse effects</i> <ul style="list-style-type: none"> • <i>What provisions are in place to address sediment and erosion control?</i> • <i>What provisions are in place for stormwater management?</i> • <i>What provisions are in place for waterway protection?</i> • <i>How will the site be restored once closed?</i> <i>P13.3 To require all applications for mining and quarrying activities to include:</i> <i>(a) Quarry management plans for earthworks, erosion and sediment control, waterway protection, on site stormwater treatment and disposal and provisions for visual screening/ barriers that include indigenous</i></p>

	<p>vegetation; and (b) Site rehabilitation plans that include restoration of the site using indigenous species.</p>
Issue P14 Commercial forestry	<p>Commercial forestry can have significant effects on tāngata whenua values, particularly:</p> <ul style="list-style-type: none"> (a) Loss of cultural and natural landscape values; (b) Establishment and spread of wilding trees; (c) Reduction in stream and river flows that are already at low flows; (d) Physical modification and damage to waterways; (e) Contamination and sedimentation of waterways; (f) Damage or destruction of significant sites; (g) Loss of indigenous biodiversity values, including mahinga kai; and (h) Encroachment on, and loss of, indigenous remnants, including in gullies and along streams. <p>Ngā Kaupapa / Policy</p> <p>P14.1 To promote the establishment of native forestry operations in the takiwā alongside other commercial operations.</p> <p>P14.2 To assess proposals for commercial forestry and activities associated with the replanting of existing plantations with particular regard to:</p> <ul style="list-style-type: none"> (a) Species – what species will be planted and what is the level of risk of wilding establishment and spread? (b) Scale of planting – to what extent will the activity dominate the landscape? (c) Location and visibility – to what extent will the activity encroach (physical and visual) on sites and landscape features of importance to tāngata whenua? (d) Cumulative impacts – what forestry activities already exist in the area? (e) Availability of water – how will the activity affect the availability of water in the catchment? (f) Waterways – what are the potential effects on the beds and margins of waterways during planting and harvesting activity? (g) Mahinga kai – will the activity compromise mahinga kai species or habitat, including fish passage? (h) Existing vegetation cover – will the activity involve the clearance of native vegetation? (i) Wilding tree control – what provisions are proposed to control wilding trees? (j) Sediment and erosion control – what provisions are in place to control erosion (post harvest) and avoid sedimentation of waterways? (k) Future land use – what are the post harvest land use and remediation plans?
Issue P2 Intensive rural land use	<p>Intensive rural land use is having unacceptable effects on water quality and quantity, biodiversity and soil health, and associated Ngāi Tahu cultural values.</p> <p>Ngā Kaupapa / Policy</p> <p>P2.1 Rural land use must prioritise the protection of resources and environmental health for future generations. Economic gain must not have priority over the maintenance of the mauri of Papatūānuku, the provider of all</p>

things of nature and the world.

P2.2 The adverse effects of intensive rural land use on water, soil and biodiversity resources in the takiwā must be addressed as a matter of priority.

Table 2. Strategic Directions objectives (decision by Independent Hearings Panel 26 February 2015)

Strategic Directions decision
<p>3.3.1 Objective - Enabling recovery and facilitating the future enhancement of the district <i>The expedited recovery and future enhancement of Christchurch as a dynamic, prosperous and internationally competitive city, in a manner that:</i></p> <ul style="list-style-type: none"> (a) <i>Meets the community's immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural wellbeing; and</i> (b) <i>Fosters investment certainty; and</i> (c) <i>Sustains the important qualities and values of the natural environment.</i>
<p>3.3.2 Objective - Clarity of language and efficiency <i>The District Plan, through its preparation, change, interpretation and implementation:</i></p> <ul style="list-style-type: none"> (a) <i>Minimises:</i> <ul style="list-style-type: none"> (i) <i>transaction costs and reliance on resource consent processes; and</i> (ii) <i>the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and</i> (iii) <i>the requirements for notification and written approval; and</i> (b) <i>Sets objectives and policies that clearly state the outcomes intended; and</i> (c) <i>Uses clear, concise language so that the District Plan is easy to understand and use.</i>
<p>3.3.3 Objective - Ngāi Tahu Manawhenua <i>A strong and enduring relationship between the Council and Ngāi Tahu Manawhenua in the recovery and future development of Ōtautahi (Christchurch City) and the greater Christchurch district, so that:</i></p> <ul style="list-style-type: none"> (a) <i>Ngāi Tahu Manawhenua are able to actively participate in decision-making; and</i> (b) <i>Ngāi Tahu Manawhenua's aspirations to actively participate in the revitalisation of Ōtautahi are recognised; and</i> (c) <i>Ngāi Tahu Manawhenua's culture and identity are incorporated into, and reflected in, the recovery and development of Ōtautahi; and</i> (d) <i>Ngāi Tahu Manawhenua's historic and contemporary connections, and cultural and spiritual values, associated with the land, water and other taonga of the district are recognised and provided for; and</i> (e) <i>Ngāi Tahu Manawhenua can retain, and where appropriate enhance, access to sites of cultural significance.</i> (f) <i>Ngāi Tahu Manawhenua are able to exercise kaitiakitanga.</i>
<p>3.3.4 Objective - Housing capacity and choice</p> <ul style="list-style-type: none"> (a) <i>For the period 2012 to 2028, an additional 23,700 dwellings are enabled through a combination of residential intensification, brownfield and greenfield development; and</i> (b) <i>There is a range of housing opportunities available to meet the diverse and changing population and housing needs of Christchurch residents, including:</i> <ul style="list-style-type: none"> (i) <i>a choice in housing types, densities and locations; and</i>

(ii) *affordable, community and social housing and papakāinga.*

3.3.5 Objective – Business and economic prosperity

The critical importance of business and economic prosperity to Christchurch’s recovery and to community wellbeing and resilience is recognised and a range of opportunities provided for business activities to establish and prosper.

3.3.6 Objective - Natural hazards

[The requirement for further or alternative strategic direction in respect of “Natural hazards” will be reconsidered by the Panel as part of considering the Chapter 5 Proposal.]

(a) *New subdivision, use and development, shall:*

- (i) *be avoided in areas where the risks of natural hazards to people, property and infrastructure are assessed as being unacceptable; and*
- (ii) *otherwise be undertaken in a manner that ensures the risks of natural hazards to people, property and infrastructure are appropriately mitigated;*

(b) *Except that new strategic infrastructure may be located in areas where the risks of natural hazards to people, property and other infrastructure are assessed as being unacceptable, provided that:*

- (i) *there is no reasonable alternative; and*
- (ii) *the strategic infrastructure has been designed to maintain, as far as practicable, its integrity and form during natural hazard events.*

3.3.7 Objective - Urban growth, form and design

A well-integrated pattern of development and infrastructure, a consolidated urban form, and a high quality urban environment that:

- (a) *Is attractive to residents, business and visitors; and*
- (b) *Has its areas of special character and amenity value identified and their specifically recognised values appropriately managed; and*
- (c) *Provides for urban activities only:*
 - (i) *within the existing urban areas; and*
 - (ii) *on greenfield land on the periphery of Christchurch’s urban area identified in accordance with the Greenfield Priority Areas in the Canterbury Regional Policy Statement Chapter 6, Map A; and*
- (d) *Increases the housing development opportunities in the urban area to meet the intensification targets specified in the Canterbury Regional Policy Statement, Chapter 6, Objective 6.2.2 (1); particularly:*
 - (i) *in and around the Central City, Key Activity Centres (as identified in the Canterbury Regional Policy Statement), larger neighbourhood centres, and nodes of core public transport routes; and*
 - (ii) *in those parts of Residential Greenfield Priority Areas identified in Map A, Chapter 6 of the Canterbury Regional Policy Statement; and*
 - (iii) *in suitable brownfield areas; and*
- (e) *Maintains and enhances the Central City, Key Activity Centres and Neighbourhood Centres as community focal points; and*
- (f) *Identifies opportunities for, and supports, the redevelopment of brownfield sites for residential, business or mixed use activities; and*
- (g) *Promotes the re-use and re-development of buildings and land; and*
- (h) *Improves overall accessibility and connectivity for people, transport (including opportunities for walking, cycling and public transport) and services; and*

<p>(i) Promotes the safe, efficient and effective provision and use of infrastructure, including the optimisation of the use of existing infrastructure; and</p> <p>(j) Co-ordinates the nature, timing and sequencing of new development with the funding, implementation and operation of necessary transport and other infrastructure.</p>
<p>3.3.8 Objective – Revitalising the Central City</p> <p>(a) The Central City is revitalised as the primary community focal point for the people of Christchurch; and</p> <p>(b) The amenity values, function and viability of the Central City are enhanced through private and public sector investment.</p>
<p>3.3.9 Objective – Natural and cultural environment</p> <p>[The requirement for further or alternative strategic direction to be provided in respect of the “Natural and cultural environment” will be reconsidered by the Panel as part of its further hearing of relevant proposals.]</p> <p>A natural and cultural environment where:</p> <p>(a) People have access to a high quality network of public open space and recreation opportunities, including areas of natural character and natural landscape; and</p> <p>(b) Important natural resources are identified and their specifically recognised values are appropriately managed, including:</p> <p>(i) outstanding natural features and landscapes, including the Waimakariri River, Lake Ellesmere/Te Waihora, and parts of the Port Hills/Nga Kohatu Whakarakaraka o Tamatea Pokai Whenua and Banks Peninsula/Te Pātaka o Rakaihautu; and</p> <p>(ii) the natural character of the coastal environment, wetlands, lakes and rivers, springs/puna, lagoons/hapua and their margins; and</p> <p>(iii) indigenous ecosystems, particularly those supporting significant indigenous vegetation and significant habitats supporting indigenous fauna, and/or supporting Ngāi Tahu Manawhenua cultural and spiritual values; and</p> <p>(iv) the mauri and life-supporting capacity of ecosystems and resources; and</p> <p>(c) Objects, structures, places, water/wai, landscapes and areas that are historically important, or of cultural or spiritual importance to Ngāi Tahu Manawhenua, are identified and appropriately managed.</p>
<p>3.3.10 Objective - Commercial and industrial activities</p> <p>The recovery and stimulation of commercial and industrial activities in a way that expedites recovery and long-term economic and employment growth through:</p> <p>(a) Enabling rebuilding of existing business areas, revitalising of centres, and provision in greenfield areas; and</p> <p>(b) Ensuring sufficient and suitable land development capacity.</p>
<p>3.3.11 Objective – Community facilities and education activities</p> <p>(a) The expedited recovery and establishment of community facilities and education activities in existing and planned urban areas to meet the needs of the community; and</p> <p>(b) The co-location and shared use of facilities between different groups is encouraged.</p>
<p>3.3.12 Objective – Infrastructure</p> <p>[The requirement for alternative strategic direction in respect of Objectives 3.3.12 (b) (iii) and (iv) will be reconsidered by the Panel as part of its</p>

further hearing of relevant proposals.]

- (a) The social, economic, environmental and cultural benefits of infrastructure, including strategic infrastructure, are recognised and provided for, and its safe, efficient and effective development, upgrade, maintenance and operation is enabled; and*
- (b) Strategic infrastructure, including its role and function, is protected by avoiding adverse effects from incompatible activities, including reverse sensitivity effects, by, amongst other things:*
- (i) avoiding noise sensitive activities within the Lyttelton Port Influences Overlay area; and*
 - (ii) managing activities to avoid adverse effects on the National Grid, including by identifying a buffer corridor within which sensitive activities will generally not be provided for; and*
 - (iii) avoiding noise sensitive activities within the 50dBA Ldn noise contour for Christchurch International Airport, except:*
 - within an existing residentially zoned urban area; or*
 - within a Residential Greenfield Priority Area identified in the Canterbury Regional Policy Statement Chapter 6, Map A; or*
 - for permitted activities within the Open Space 3D (Clearwater) Zone of the Christchurch City Plan, or activities authorised by a resource consent granted on or before 6 December 2013; and*
 - (iv) managing the risk of bird strike to aircraft using Christchurch International Airport; and*
- (c) The adverse effects of infrastructure on the surrounding environment are managed, having regard to the economic benefits and technical and operational needs of infrastructure.*

3.3.13 Objective – Emergency services and public safety

Recovery of, and provision for, comprehensive emergency services throughout the city, including for their necessary access to properties and the water required for firefighting.

3.3.14 Objective - Incompatible activities

- (a) The location of activities is controlled, primarily by zoning, to minimise conflicts between incompatible activities; and*
- (b) Conflicts between incompatible activities are avoided where there may be significant adverse effects on the health, safety and amenity of people and communities.*

3.3.15 Objective - Temporary recovery activities

Temporary construction and related activities (including infrastructure recovery), and temporarily displaced activities, as a consequence of the Canterbury earthquakes are enabled by:

- (a) Permitting a range of temporary construction and related activities and housing, accommodation, business, services and community facilities, recognising the temporary and localised nature of such activities, and the need to manage any significant adverse effects; and*
- (b) Providing an additional transitional period for consideration of temporary construction and related activities and temporarily displaced activities, taking into account:*
- (i) the need for the activity to remain for a longer period; and*
 - (ii) the effects on the surrounding community and environment; and*
 - (iii) any implications for the recovery of those areas of the district where the activity is anticipated to be located; and*

- (c) *Accommodating the adverse effects associated with the recovery of transport and infrastructure networks recognising:*
- (i) *the temporary and localised nature of the effects of these activities; and*
 - (ii) *the long-term benefits to community wellbeing; and*
 - (iii) *the need to manage and reduce adverse effects; and*
 - (d) *Recognising the importance of aggregate extraction, associated processing (including concrete manufacturing) and transportation of extracted and processed product to support recovery.*

APPENDIX 4: THE RURAL ENVIRONMENT OF CHRISTCHURCH DISTRICT

APPENDIX 5: BACKGROUND PAPER ON RURAL ISSUES, MANAGEMENT APPROACH AND PROPOSED RURAL ZONES

APPENDIX 6: MANAGEMENT APPROACH FOR RURAL LIVING IN THE PERI-URBAN/FLAT LAND AREA OF THE CHRISTCHURCH DISTRICT

APPENDIX 7: BACKGROUND REPORT ON ISSUES FOR THE MANAGEMENT OF POTENTIAL AGGREGATE RESOURCES

APPENDIX 8: AGGREGATES: DEMANDS AND RESOURCES

APPENDIX 9: QUARRY REHABILITATION: BACKGROUND REPORT FOR CHRISTCHURCH CITY COUNCIL DISTRICT PLAN REVIEW

APPENDIX 10: REVIEW OF CITY PLAN PROVISIONS FOR LANDSCAPING AND VISUAL SCREENING OF QUARRIES
