

3. ADOPTION OF BELFAST AREA PLAN

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PURPOSE OF REPORT

1. The purpose of this report is to seek the Council's adoption of the Belfast Area Plan (the Area Plan) following Hearings on submissions.

PANEL RECOMMENDATION

2. It is recommended that the Council:

(a) Approve for adoption the Belfast Area Plan as shown in **Attachment A**; and consequent to those recommendations outlined in **Attachment B**.

EXECUTIVE SUMMARY

3. The Area Plan sets goals and objectives for land use in the Belfast area. It is a non-statutory document prepared by the Council to guide the future development of the area. It will have implications for district planning (resource consenting and plan change processes), and the Council's future LTCCPs. The document contains significant detail in regard to how urban growth can be managed over the next 35 years.
4. The Area Plan was prepared following four years of investigations and assessments. Community and organisations have been consulted throughout the development of the Area Plan. The consultation process has not been required to follow any legislative requirements, however meaningful consultation has occurred in a manner consistent with the requirements of Section 82 of the Local Government Act 2002 (LGA).
5. The Area Plan was approved by the Council for release for public consultation and submissions on 24 September 2009. Public consultation commenced on 27 October 2009, and closed 4 December 2009. 111 submissions were received and key themes from those submissions were identified by staff.
6. Submissions to the Area Plan were largely supportive, although there were submissions seeking either site specific relief in relation to development opportunities, or where specific local characteristics should be acknowledged within the Area Plan.
7. On 1 February 2010 officers tabled a summary of submissions report with the Hearings Panel comprising Councillors Sue Wells (Chairperson), Ngairé Button, David Cox and Mike Wall. The Hearings Panel convened on 8 and 9 February 2010 to consider that report and also to hear from the 29 submitters that wished to be heard. Consequently the Panel sought information and analysis from officers in response to submissions and again met on 16 February and 30 March 2010 to make a number of amendments to the Area Plan in accordance with their decisions on the submissions received.
8. The Area Plan with amendments has been included in Attachment A, and the background section of this report outlines the specific amendments as a response to submissions. An annotated version is available on request.

FINANCIAL IMPLICATIONS

9. The Area Plan forms part of the agreed and current financial year district plan work programme in which internal officers and external consultant cost have been budgeted. Its implementation will be addressed through changes to the City Plan and through the 2009/19 LTCCP capital infrastructure programme through which service funding aligned with the Urban Development Strategy has already been placed.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

10. Yes. Covered by existing unit budget.

LEGAL CONSIDERATIONS

11. The Area Plan will assist the Council in carrying out its functions under both the Resource Management Act 1991 (RMA) and LGA by:

- Ensuring sustainable management of the area's natural and physical resources
- Facilitating the integrated planning of Council-managed services
- Identifying opportunities for land development
- Providing direction for Council's acquisition of strategic land areas
- Providing a framework for the collection of development contributions.

12. The location of district parks, sports fields, schools and a library are either not specified in the Area Plan or if shown, the final locations are yet to be resolved and confirmed.

13. There are also a number of Regional and District Plan decisions that relate to the Belfast Area since the notification of the Draft Area Plan these include:

- *Change 1 to the Regional Policy Statement ('RPS')*

Decisions released in December 2009 identified Special Treatment Area 1 ('STA1') within the enlarged 50dBA Ldn noise contours associated with Christchurch International Airport. The City Council has appealed this decision.

The introduction of a Key Activity Centre ('KAC') within Belfast.

Amendments to the staging and sequencing of growth (Policy 6, Table 2). The City Council has appealed this decision.

- *Plan Change 22 (Styx Centre) to the Christchurch City Plan.*

The Council approved a 9.2 hectare Business 2 zoning to that area to the south of Radcliffe Road and Main North Road. Appeals have been lodged against this decision by KIWI Investments Ltd and Waimakariri District Council, amongst others.

- *Environment Court Directed Planning Process - Applefields (RMA section 293)*

The 'Applefields Block' covers 93 hectare of mixed-density between Main North Road and Johns Road. The land-use in this area is being decided through an Environment Court directed planning process under Section 293 of the Resource Management Act (RMA). Hearings are ongoing, with a further fixture yet to be set down.

- *Plan Change 43 (East Belfast) to the City Plan*

This Plan Change was notified at the end of January 2010, and relates to that area east of Main North rail corridor. The proposed land use is largely consistent with the Area Plan.

14. The adopted Belfast Area Plan will only reflect the current statutory position as of the date of this report. The Christchurch City Council disclaimer will apply which states:

"Please note:

With regard to Council spending, Council is not bound to proceed with any prospective project detailed in this document. Council spending priorities are reviewed annually. Decisions as to whether or not a project will commence remain with the Council.

With regard to land use, at the time of adoption of the Belfast Area Plan there are a number of statutory processes relating to land use in the area underway. The Council will integrate any outcomes from these processes into the Area Plan."

Have you considered the legal implications of the issue under consideration?

15. Refer above, noting that the Area Plan identifies those processes and areas remain unresolved.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

16. Aligns with LTCCP 2009-2019.

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

17. Yes. The Area Plan and the draft Belfast Area Implementation Plan will assist in achieving a number of community and Council outcomes under the LTCCP, in particular planning for the future growth of the city.

ALIGNMENT WITH STRATEGIES

18. The relevant Council strategies are as follows:

- Greater Christchurch Urban Development Strategy. Belfast has been confirmed as a major Greenfield urban growth area under this strategy.
- Regional Policy Statement (RPS) and Proposed Plan Change 1. The Area Plan takes into account the wider regional objectives of the RPS and Proposed Plan Change 1 (as amended by Variation 4).
- Christchurch City Plan. The objectives and policies of the Area Plan have been influenced by the relevant objectives and policies of the City Plan, in particular those relating to urban growth, flood risk, open space and recreation, Tangata Whenua, European heritage, and natural values.
- The Styx Vision 2000 – 2040. The 'Vision' for the Styx Catchment and River Corridor has influenced the outcomes anticipated by the Area Plan. In particular the need to ensure the retention of increased natural character and ecological enhancement for the Styx River, Kaputone Stream and other spring fed tributaries.
- Surface Water Strategy. The Area Plan provides further grounding to the initiatives promoted in this strategy.
- Christchurch City Biodiversity Strategy. The Strategic Vision identifies the Styx River Corridor as "An outstanding example of riparian and estuarine wetlands..."
- Proposed Natural Resources Regional Plan and the Surface Water Management Protocol. Objective 1 contained of the Area Plan represents the anticipated principles of the Styx Integrated Catchment Management Plan currently being prepared.
- Canterbury Regional Land Transport Strategy (CRLTS, 2005-15). Objective 9.1 and 9.3 of the Area Plan is considered to meet the objectives and policies of the CRLTS.

Do the recommendations align with the Council's strategies?

19. Yes, in particular the Urban Development Strategy.

CONSULTATION FULFILMENT

20. Key stakeholders have been consulted throughout the development of the plan. Public consultation on the Belfast Area commenced on 27 October 2009 and closed 4 December 2009. Consultation mediums for the Area Plan included mail outs to all landowners and special interest groups, public notices and open days. 111 submissions were received and key themes from those submissions identified.

21. On 1 February 2010 officers tabled a summary of submissions report with the Hearings Panel. The Hearings Panel convened on 8 and 9 February 2010 to consider that report and also to hear from the 29 submitters that wished to be heard.

22. The Panel advised officers on 16 February and 30 March 2010 to make a number of amendments to the Area Plan in accordance with their decisions on the submissions received.

STAFF RECOMMENDATION

That the Regulatory and Planning Committee endorse the Hearing Panel's recommendations on the Draft Belfast Area Plan.

COMMITTEE RECOMMENDATION

That the Council:

- (a) Adopt the Draft Belfast Area Plan as amended.
- (b) Amend the Draft Belfast Area Plan, as agreed by the Draft Belfast Area Plan Hearings Panel, in paragraph 28 to read:

"Mahaanui Kurataio Limited sought that all Goals in the Belfast Area Plan to be drafted in Māori and English or only in English, and not just the Tangata Whenua Goal.

- (c) Amend the key on pages 39 and 64 of plans 6 and 15 respectively to state "existing Urban Limit as of May 2010.

In addition, staff advised the Committee a request from Haines Planning to revise Policy 9.5 (a) on page 56 of the Draft Belfast Area Plan. It was suggested to the Committee that the wording of this objective be amended to read:

Objective 9.5

Enable the creation of a commercial area focused on the Styx District Centre, ~~provided it is:~~ that:
(a) ~~of a scale commensurate to providing~~ provides for the social, commercial and business needs of the Belfast community;"

The Committee rejected the suggestion, as it essentially would be a further submission on the issue, and that the Objective be amended and requested that the discussion be noted in its report to the Council.

BACKGROUND

23. Belfast is identified in both the Greater Christchurch Urban Development Strategy, Plan Change 1 to the Regional Policy Statement and the Christchurch City Plan, as a major urban growth area. Over the next thirty five years the area is expected to accommodate over 2,900 new houses, and approximately 110 hectares of new industrial development. The sequencing of land development will be broadly as follows (in accordance with Decisions to Plan Change 1 of the Regional Policy Statement):

- Applefields (Belfast RMA section 293) to be mostly developed in the short term (to 2020).
- Styx District Centre at Radcliffe Road to be developed in the short term (to 2020).
- Central and north eastern Belfast Industrial Areas developed and redeveloped in the short term (to 2020).
- Residential development to the east of the Main North Rail corridor with 30 hectares released in the short term (to 2020), with the residual 50 hectares released in the medium / long term (2021 – 2041).
- Small-scale residential development close to the Styx Mill Reserve developed in the medium / long term (2021 – 2041) in conjunction with a wide structure plan and connections to the Upper Styx area.

24. The Area Plan establishes a vision for the area, and objectives based on sustainable development and management principles. Page 25 of the Area Plan establishes a vision for the area and sets out the main goals and objectives to achieve the vision. A series of plans support the objectives and policies, representing: the proposed storm water management scheme (which will in time for part of the wider Styx Integrated Catchment Management Plan); public open space network; land-use pattern (including residential neighbourhoods; activity, neighbourhood and local centres; business land; and community facilities); roading hierarchy; and the public transport network.

25. The adopted Area Plan will in time be accompanied by an Implementation Plan which will provide a detailed programme of actions and key tasks to achieve the Area Plan objectives and policies; prioritisation of actions; timeframes for delivery; required resources; and performance measures.
26. As the Area Plan is not a statutory document, the method and timeframes for the associated consultation process has not been required to follow any legislative requirements. However, the process undertaken was considered to meet the guiding principles for meaningful consultation pursuant to Section 82 of the LGA.
27. The Area Plan was approved by the Council for release for public consultation and submissions on 24 September 2009. Public consultation commenced on 27 October 2009 and closed 4 December 2009. 111 submissions were received on the Area Plan and key themes from those submissions identified.
28. The key themes identified are:
- Support for the development of new community facilities.
 - Support for reducing traffic volumes and encouraging non-motorised transport.
 - Concern over the amount of proposed industrial land and its interface with residential areas.
 - Support for public open space provision.
 - Concern over the loss of productive farmland.
 - Support for improving waterway health and flood management.
 - Opposition to the extent of storm water management.
 - Support for encouraging connections between neighbourhoods.
 - Concern over consistency with existing and proposed statutory procedures, for example, Plan Change 22, Change 1 to the Regional Policy Statement.
 - Opposition to whether the noise contours should limit development given existing residential development, for example Kaiapoi, within those contours, especially given the PC1 Decision which identified that area to the south of Johns Road (Independent Fisheries (Sub #88) and Hussey Road Group (Sub #109)).
 - A request for balance when promoting indigenous vegetation over exotic vegetation.
 - Clarification of the necessity for further schooling opportunities in the Belfast Area.
 - Mahaanui Kurataiao Limited sought the entire Area Plan be in drafted in Maori or entirely in English.
29. Following submissions and decisions on submissions the Hearings Panel recommends to Council those amendments as recommended on individual submissions as shown in **Attachment B**. **Attachment A** illustrates the altered final Area Plan as a consequence of amendments undertaken through the public submission process.
30. Reports drafted as a consequence of the submissions to the Belfast Area Plan can be found on the Council Website at:

<http://www.ccc.govt.nz/thecouncil/policiesreportsstrategies/areaplans/belfast/index.aspx>

These reports are as follows:

1. Reports dated BAP Hearings Panel 8 and 9 February - Meeting Agenda and Submission Summary.
2. Report dated 18 February – Officer Recommendations to the Panel.
3. Report dated 25 March – Officer Report outlining amendments to the Area Plan as a consequence of Panel recommendations.

Also available on this website is an annotated version of the Belfast Area Plan highlighting where the more substantial amendments to the Area Plan have been recommended by the Panel.