

Waimakariri District:

2010 District Development Outlook Report

Table of contents

Executive Summary	i
1 Introduction	1
1.1 The report.....	1
1.2 Policy framework	1
1.3 Canterbury Regional Policy Statement – Proposed Change 1.....	3
1.4 District development trends.....	4
2 The Planning Process.....	7
2.1 Policy framework	7
2.2 Greenfields development	7
3 Residential development.....	8
3.1 Introduction.....	8
3.2 Residential Development at Rangiora.....	8
3.3 Residential Development at Kaiapoi.....	10
3.4 Woodend.....	11
3.5 Pegasus	12
3.6 Oxford.....	13
3.7 Residential 3 Zones.....	15
3.7.1 Policy setting	15
3.7.2 Beach settlements.....	15
3.7.3 Inland Residential 3 Zones	16
3.8 Residential 4 (rural residential) development.....	17
3.8.1 Residential 4 policy.....	17
3.8.2 New Residential 4 Zones.....	19
4 Maori Reserve 873.....	20
5 Business development.....	21
5.1 Town centre development	21
5.1.1 CRPS PC1 Key Activity Centres	21
5.1.2 Waimakariri District Plan Business 1 Zones.....	22
5.1.3 Kaiapoi and Rangiora Town Centre Strategies	23
5.1.4 Woodend/Pegasus	26
5.1.5 Business 2 development	27
6 Rural Zone Development.....	28
6.1 Planning for the District’s rural areas.....	28
6.2 Small-Holding development in the Waimakariri District.....	29
6.3 Small-holding development	31
7 Roading and infrastructure services	32
7.1 Roading	32
7.1.1 Council contribution	32
7.1.2 Woodend bypass decision-making.....	32
7.2 Infrastructure services	33
7.2.1 Water and Stockwater	33
7.2.2 Sewerage	34
7.2.3 Drainage.....	34
8 District Development monitoring	37
8.1 Council surveys	37
8.2 District Plan effectiveness	39

Executive Summary

- **Introduction**

The purpose of the 2010 District Development Outlook Report is to provide background information relating to District development, an overview of the current situation and an indication of the work with which the Waimakariri District Council will be involved in the short to medium term.

The Council's responsibilities as a partner organisation in the Greater Canterbury Urban Development Strategy (GCUDS) will have a significant impact on its District development activities over the next 30 years.

The land use controls to facilitate the implementation of the GCUDS are provided in Proposed Change 1 (PC1) to the Canterbury Regional Policy Statement, which has established Urban Limits and set household allocations for the main urban areas to the east of the District. Appeals to the Environment Court in response to the decisions on submissions to PC1 closed on 5 March. The full implications of PC1 for the management of development in the Waimakariri District will not be known until any appeals affecting the District are resolved, either by mediation or at the Court.

- **Policy framework**

The Council's District development activities are undertaken within a policy framework developed over the last two decades, and based on extensive community consultation including:

"Vision 2020" – published in 1996 and revised in 2001

The District Plan – notified in 1998 and made operative in 2005

The Community Outcomes Statement in the 2006 – 16 Long Term Council Community Plan (LTCCP)

The Greater Christchurch Urban Development Strategy – adopted by the Waimakariri District Council in 2007

The themes that emerge from these planning initiatives are the community's desire for a high quality safe natural and built environment, sustainably managed.

- **Planning for District development**

The Waimakariri District has seen substantial population growth over the last 20 years, and the Council has been extensively involved with planning for, and managing development during this period.

Prior to the notification in 2007 of PC1 the District had seen a number of development milestones including the commissioning in 2006 of the Eastern District Sewer Scheme with an ocean outfall, designed to service the major urban areas in the east of the District and to cater for in excess of 50,000 people.

- **Canterbury Regional Policy Statement – Proposed Change 1**

PC1 as notified provides for an additional 9460 households in Greenfield and Residential 4 (rural residential) developments. The staging of the allocations of households is for the period 2007 – 2016, 2017 – 2026, and 2027 – 2041, and

specified the staging of development in each area. The District has an allocation of 4850 for the 2007 – 2016 period.

The most significant change to the allocation and the definition of Urban Limits for the Waimakariri District, as the result of commissioners' decisions on PC1 is the inclusion of an area of land to the south-west of the Rangiora-Woodend Road at Woodend, and the allocation of an additional 1,000 households for this area. This is seen, by the Commissioners, as meeting the Regional Council's obligations under the Resource Management Act (RMA) (S. 8), and recognition of the status of this area as part of Maori Reserve 873.

- **Planning process**

In managing District development the Council seeks to integrate its planning processes under the RMA, and the Local Government Act 2002 (LGA 2002) with respect to its role as a service provider.

Recent changes to the RMA have given regional councils the oversight of strategic infrastructure, and this is reflected in the emphasis placed in PC1 on the key steps in the development of new urban areas.

There are three planning steps in the preparation of an area for residential development:

- A structure plan for the area as a whole which identified the layout of the main infrastructure services including roads, water and sewer mains and the requirements for stormwater management
- An outline development plan which provide more detail about the infrastructure layout for the subdivision
- The formal re-zoning of land by way of a Plan Change to the District Plan

To give legal force to the re-zoning arrangements, outline development plans are incorporated in the District Plan as part of the Plan Change.

- **Major areas of residential development in the District**

In 2001 the Council re-zoned substantial areas of land for residential development to the east and west of Rangiora, in north Kaiapoi and east Woodend. These areas have been being developed at varying pace over the last nine years, with the most rapid development occurring at Moorcroft in north east Kaiapoi, and in west Rangiora north of the Oxford Road.

PC1 established Urban Limits that provide for substantial additional residential development to the west of Rangiora beyond the areas rezoned in 2001, and more limited development to the east of Rangiora. The situation at Rangiora is largely beyond challenge, and structure plans have been adopted by the Council for the new areas to the east and west of Rangiora.

Areas in north-east Kaiapoi and at Woodend are also included within the Urban Limits, but the future of development in these areas is more uncertain. The sequencing of development in accordance with the PC1 schedule, in view of the additional areas of land now available within the Urban Limits at Kaiapoi, may present difficulties.

At Woodend, the servicing arrangements for the east Woodend area rezoned in 2001 have been finalised, but no moves have been made by the current owners to release this area for development. The area to the north of Woodend, at Ravenswood, has been the subject of Private Plan Change to the District Plan, and this has been approved by the hearing Commissioner. This means that the number of households in the areas already approved for development at Woodend exceeds the PC1 allocation for Woodend.

Residential development at Pegasus commenced in 2008 and by May 2010 the Council had issued consents for approximately 125 dwellings at the new town. The pace of further development at Pegasus will have implications for the number of new dwellings constructed in the District in the near future. The new households scheduled for Pegasus represent 23 percent of the PC1 household allocation for the period 2007 – 16.

There has been limited development at Oxford, in the Districts small settlements (Residential 3 Zones) and in the Residential 4 (rural residential) Zones in recent years. There are two developments in their initial stages at Oxford, and one at Woodend Beach.

Residential 4 (rural residential) development has received considerable attention from the Council, in the light of the substantial allocation of rural residential lots provided for the District in PC1. The Council has conducted the preliminary investigation of a number of possible areas for new Residential 4 Zones, and sought community feedback on a draft Rural Residential Development Plan. It is envisaged that this plan will be finalised and signed-off by the Council in mid-2010.

- **Maori Reserve 873**

Maori Reserve 873 (MR873) covers an area of approximately 1,050 hectares around Tuahiwi which was set aside for residential purposes for Maori in 1848.

This area had special status in the Rangiora Section of the Transitional District Plan, and included a provision that allowed people who could trace their ancestry to the original grantees to build houses on small rural lots.

While the significance of this area is recognised in the District Plan, MR873 is subject to the general Rural Zone plan standards of a four hectare minimum for subdivision as a controlled activity and dwelling house construction as a permitted activity.

The Council is concerned that the provision made by the PC1 commissions with respect to MR873 does not recognise the needs of Maori owners with land elsewhere in MR873, and has committed to support a study of the development potential of MR873 as a whole. To ensure that the results of this study can be followed through the Council has lodged an appeal to PC1 requesting the inclusion of an undertaking that the Regional Policy Statement will be amended to reflect the outcome of this work.

- **Town centre development**

PC1 places considerable emphasis on the role of Key Activity Centres, which include the centres of Kaiapoi, Rangiora and Woodend/Pegasus, and provides a policy setting for these, which is very similar to that for Business 1 (town centre) Zones in the District Plan.

The Council is currently involved with the development of town centre strategies for Kaiapoi and Rangiora, and it is anticipated that these will be presented to the current Council in September 2010. There are sums in the Council's 2010/11 Annual Plan for the development of implementation plans to follow-up the town centre strategies for Rangiora and Kaiapoi.

The Council is proposing to undertake a town centre project at Woodend during 2010/11. Currently the area to the west of State Highway 1 between School Road and Woodend Roads is zoned Business 1. Other areas for business development have been zoned at Woodend in PC1, although it has not been decided the style of development likely to be promoted in each area.

There is an area of approximately 10 hectares zoned for Business development at Pegasus. Business development at Pegasus to date has been confined to the construction of a general store to provide convenience shopping for the first residents.

The District's Business 2 Zones are characterised by *"large-scale buildings, low density of development and industrial type activities."* PC1 provides for 19 hectares of additional business land at Kaiapoi and 16 hectares at Woodend, some of which may be zoned Business 2. A Private Plan Change involving the re-zoning of approximately 15 hectares of land to the west of Kaiapoi is pending.

A survey of vacant business land in the District in 2007 identified 64 hectares of unoccupied Business 2 land at Southbrook, of which 13 hectares is owned by the Council.

- **Rural zone development**

The most significant influence on development in the District's main Rural Zone was the confirmation in December 2003 of four hectares as the minimum for subdivision of rural land as a controlled activity and the construction of a dwelling house as a permitted activity. This, coupled with the introduction of Development Contributions for new lots for which subdivision applications were filed after 1 July 2004, prompted a very substantial number of applications for the creation of small rural lots of four hectares or slightly more.

The number of applications for rural subdivisions and the number of new lots being sought has reduced since the peak in 2003/4. Despite this approximately 2,300 new small lots have been created, or are in the process of being established, in the District during the last seven years. This has had significant implications from a District development perspective, as it has placed heavy demands on the District infrastructure and Council services, particularly the roading network and community water supplies.

While some of the new rural lots may not come on to the market, the Council has granted consents for the building of approximately 1200 new dwellings on lots of four

hectares or slightly more since 2004, which means that there are likely to be significantly more of these properties coming onto the market each year now than previously. There are also currently approximately 900 new small rural lots without dwellings.

- **Roading**

The Council's 2009-19 LTCCP sets out the funds that the Council proposes to provide for growth related capital expenditure on infrastructure, including roading. Roothing is funded from a mix of rates, Development Contributions payable on subdivision, loans, and some subsidies are available from the New Zealand Transport Agency.

In the 2010/11 Annual Plan the Council has made minor changes to the undertakings set out in the current LTCCP including the deferral of work on the East Woodend ODP area and Gladstone Road.

The New Zealand Transport Agency has scheduled further consideration of options for a State Highway 1 bypass at Woodend in 2010/11. The two options to be subject to further study are a short eastern bypass and four-laning of the existing main road through Woodend.

- **infrastructure services**

The 2009-19 LTCCP when reporting on key issues for water and stockwater stated *"Growth within the District, while expected to be less than in the past five years, is still expected to place strain on many of the District's water supplies, especially rural areas where it is very difficult to plan for growth"*.

Despite this, the 2009-19 LTCCP lists a substantial number of growth related projects for the extension of community water supplies. The 2010/11 Annual Plan made a few minor changes, particularly the deferral of the Woodend Beach water supply main upgrade for 12 months. Work is also scheduled to continue on bringing a water supply to Tuahiwi.

Significant work on the extension of sewer services to the new ODP areas was scheduled for the years 2009/10 – 2011/12 in the 2009-19 LTCCP. New work introduced for the 2010/11 year involves the assessment of wastewater servicing options for the Mandeville Ohoka area, which has been prompted by Private Plan Changes for Residential 4 re-zone at Mandeville.

Drainage work associated with new subdivisions is also being undertaken by the Council. Work currently being undertaken or scheduled for the near future is predominantly associated with the Rangiora developments at Souhbrook, East Rangiora and West Belt. In Woodend the work focuses on the East Woodend ODP area, and at Kaiapoi work is scheduled for the McIntosh Drain outlet basin, and on pump stations at Beswick and Feldwick Streets.

- **Recreation**

The Council's commitment to recreation includes parks and reserves, swimming pools, community buildings and the Rangiora Airfield. It also runs a District library service which currently involves three libraries, one at Rangiora and combined library/service centres at Kaiapoi and Oxford.

The Council funds the additional in Neighbourhood and District Reserves required to meet the needs of the increasing population from Development Contributions. Additional Rural and Residential 4 Zone lots attract Development Contribution levies to pay for District Reserves, while additional lots created in Business and Residential 1,2,6 and 6A Zones are levied for Neighbourhood and District Reserves. Second dwellings on a lot also attract Development Contributions. The 2010/11 Development Contributions Policy provides for the expenditure of \$8,170,728 for District Reserves and \$19,458,281 for Neighbourhood Reserves.

The Council is also able to levy Development Contributions for the additional community infrastructure required to meet the needs of additional people moving into the District as the result of development. The 2010/11 Community Infrastructure Development Contributions Policy identifies the Dudley Park Aquatic Centre, an extension to the Rangiora Library, and a new library at Pegasus as the projects for which Development Contributions are payable.

Other commitments for the development of community infrastructure include \$5 million, and this includes \$1 million from the community, for the development of a performing arts facility in the 2013/14 financial year. The 2009/19 LTCCP also included \$1 million for the Rangiora Airfield with \$100,000 budgeted for the 2010/11 financial year and the balance to be spent in subsequent years.

- **Monitoring**

The Council has obligations under the RMA to monitor the State of the Environment and District Plan effectiveness, and under LGA 2002 to report on progress toward community outcomes. In addition, the Council undertakes general research which contributes to its District Development Strategy.

Recent surveys include a new residents in 2005, and ones of small-holding owners and households in Residential 4 Zones in 2006. A Community Survey conducted in 2007 provided community feedback on views about the “look and feel” of the District’s town centres, as well as respondents’ satisfaction with the range of shops, ease of access including the availability of parking, and personal safety.

In 2010 the Council is undertaking a series of surveys of District business, with the first of these being a survey of Rangiora town centre businesses. This was followed by a survey of Kaiapoi businesses, and businesses located elsewhere in Rangiora. Businesses in other locations across the District will be surveyed later in the year.

Recent research projects designed to assess District Plan effectiveness have focused on Residential 1 and 2 Zones.

The Residential 1 Zone research project undertaken in 2003 found that people living close into the centre of Kaiapoi and Rangiora were generally taking advantage of the advantages offered by living in these locations, including walking to the shops and other town centre services.

The Rivertown Villas study which involved interviews with the first residents of this comprehensive development in Kaiapoi, found that these people were generally satisfied with the living experience. The ease with which this development received planning approval also highlights a deficiency in the District Plan, in that it was classified as “non-complying” although generally considered desirable from a sustainability perspective and apparently successful.

In early 2010 the Council commissioned an assessment of recent Residential 2 subdivisions from an urban design perspective, and later in 2010 plans to survey residents living in these subdivisions to find out how they see the localities in which they have chosen to live. This dual approach to the assessment of amenity values for planning purposes is consistent with that adopted by the Council at the outset, which placed at least as much emphasis on the views of the community with respect to these as it did on expert opinion.

1 Introduction

1.1 The report

The purpose of this report is to provide an overview of the current situation with respect to the Waimakariri District Council's involvement with District development, and the progress expected during the 2010/11 financial year and beyond.

The Council's responsibilities as a partner organisation in the Greater Christchurch Urban Development Strategy (GCUDS) will have a significant impact on its District development activities. This Strategy involves extensive collaboration between this Council, the Christchurch City Council, the Selwyn District Council, Environment Canterbury and the New Zealand Transport Agency.

The GCUDS area encompasses the urban area of Christchurch City and Lyttelton Harbour, the north eastern area of the Selwyn District and the south east of the Waimakariri District, bounded by the Ashley River to the north and Two Chain Road to the west. The GCUDS area in this District represents a relatively small proportion of the total land area, but accommodates approximately 80 percent of its people. The area beyond the GCUDS boundary represents the majority of the District's land area but only accommodates approximately 20 percent of the District's people.

The report will focus on the Council's District development work in terms of:

- Residential 2 Zone development;
- Pegasus and Oxford;
- Small settlements;
- Planning for future Residential 4 development;
- Maori Reserve 873;
- Business Zone planning including town centre projects;
- Rural Zone development; and
- District Plan and State of the Environment Monitoring relevant to district development.

Much of the work to be undertaken with respect to Residential 2 Zones, Business and Residential 4 development is linked with the Council's commitments under the Greater Christchurch Urban Development Strategy (GCUDS) and the Canterbury Regional Policy Statement (CRPS) Proposed Change 1. More general District development work will be undertaken over the next 18 months as part of the research programme that will support the Council's formal review of its District Plan.

1.2 Policy framework

The Council undertakes its District development activities within a policy framework which has been established over the last decade and more, and based on extensive community consultation.

"*Vision 2020*" published in 1996 and revised in 2001 sought for the District the goals of:

- *A high quality natural environment;*
- *A high quality living environment;*
- *A high quality productive environment; and*
- *A distinctive or strong sense of community*

These aspirations were incorporated in the Proposed Waimakariri District Plan notified in 1998, and confirmed after the hearing of submissions on this plan. In particular, Objective 13.1.1 sets out the resource management framework for the District as to:

“Recognise and provide for the community’s social and economic relationship within the District and external to the District, particularly those with Christchurch City so that the District’s natural, living and productive environments:

- a. are managed in an integrated and sustainable way;*
- b. provide for and safeguard the community’s wellbeing, health, and safety;*
- c. are managed to enable the protection and enhancement of natural and physical resources; and*
- d. are not adversely affected by resource use, development and protection.”*

In 2005 the Council consulted with the community in accordance with the Local Government Act 2002 to develop a series of community outcome statements, which were included in its Long Term Council Community Plan (LTCCP) 2006 – 16. A number of these Community Outcomes reflect the community’s aspiration with respect to the management of District development. The community’s priority Community Outcomes or goals included:

- There is a safe environment for all;*
- Transport is accessible, convenient, reliable, affordable and sustainable;*
- Businesses in the District are diverse, adaptable and growing; and*
- Core utility services are provided in a timely, sustainable and affordable manner.*

Other Community Outcomes or goals also considered important by the community and relevant to District development were:

- Public spaces and facilities are plentiful, accessible and high quality; and*
- The distinctive character of our towns, villages and rural areas are maintained.*

The GCUDS long term planning initiative was prompted by concern about the extent of the low density development on the periphery of Christchurch City and the rapid increase in the number of people living in the Selwyn and Waimakariri Districts. This pattern of development was seen as unsustainable because of:

- demographic changes in the population, particularly future increase in the number of older people leading to a change in housing and transport needs;*
- uncertainty about the availability and/or cost of fossil fuels in the future, which calls into question the feasibility of the present high level of reliance on private motor vehicles, particularly for day to day use;*
- the need to reduce carbon emissions in line with international commitments;*
- the increasing cost of maintaining and further developing the transport infrastructure.*

The GCUDS strategic vision for 2041 is that there will be:

- enhanced lifestyles;*
- enhanced environments;*

- *prosperous economies;*
- *managed growth;*
- *integrated and collaborative leadership.*

Community consultation on this wide ranging strategy was conducted under the Local Government Act 2002 (LGA 2002), but a change to the CRPS is the method being used introduce the land use controls needed to achieve the more compact urban form sought by the strategy.

1.3 Canterbury Regional Policy Statement – Proposed Change 1

In July 2007 Environment Canterbury notified PC1 to the CRPS. After the hearing of submissions and further submissions the commissioners released their decisions on PC1 in December 2009.

PC1 has significant implication for the District Council's District development strategy as it specifies the number of households to be established in various locations in the District over the next 31 years, and sets the Urban Limits within which these are to be accommodated. PC1 also provides for areas to be zoned for business use within Urban Limits, and Residential 4 (rural residential) development outside these limits.

Prior to the adoption of the GCUDS and the notification of PC1 the Council was extensively involved with District development. District development milestones since 2000 include:

- rezoning of significant areas to the east and west of Rangiora, east of Woodend and north of Kaiapoi for residential development in 2001;
- rezoning of an extensive area at Southbrook for business use;
- Environment Court approval of a new town to the north east of Woodend, Pegasus, after a protracted planning process;
- Commissioning in 2006 of the Eastern District Sewer Scheme including an ocean outfall, designed to service the major urban areas in the east of the District and to cater for in excess of 50,000 people.

Since the “signing off” of the GCUDS in 2007 and the notification of PC1, the Council has taken steps to accommodate the additional households allocated to its area by the Strategy. It has also responded to a number of requests for private plan changes to rezone land for residential and business development at Rangiora, Kaiapoi and Woodend, and Residential 4 (rural residential) development at Mandeville.

PC1 as notified, provided for 9460 households in Greenfield and Residential 4 (rural residential) developments, and some additional dwellings for the Rural Zone within the GCUDS area. This allocation of new households was set out for two ten year periods, 2007 – 2016, 2017 – 2026, and a final 15 year period 2027 – 2041, with 4850 to be added in the first 10 years.

PC1 as amended by decisions provides for a substantial increase in the areas within the Urban Limits in the Waimakariri District. This, in the Commissioners' view, is designed to increase flexibility in terms of the areas available for development, and to ensure that there is not an undue shortage of land ready to be released to the market.

These additional areas now within the Urban Limits are at Kaiapoi and Woodend and include an area to the south of the Rangiora-Woodend Road. This has been added,

in the Commissioners' view, in recognition of the status of the land as part of Maori Reserve 873 (MR873), and the Regional Council's Treaty of Waitangi obligations under RMA (S 8).

The Commissioners' decision to increase the area within the Urban Limits, but the only additional households allocated to the District by the decisions on PC1 are the 1000 households identified for the new area within MR873, of which 200 are scheduled for the period 2010 - 2020.

PC1, as amended by decisions on submissions, provides for an additional 36 hectares of land to be zoned for business use within the Urban Limits at Woodend and Kaiapoi. This land is in addition to the land rezoned Business 2 at Southbrook in 2001, which is not fully utilised, and the land zoned for business use in the Pegasus town centre.

A significant number of the decisions on PC1 have been appealed to challenge at the Environment Court, and the full implications for the District of these appeals is not likely to be known until late in 2010 or 2011. Despite this uncertainty, the Council is continuing to undertake the preliminary work required for Greenfield development to implement the GCUDS/PC1.

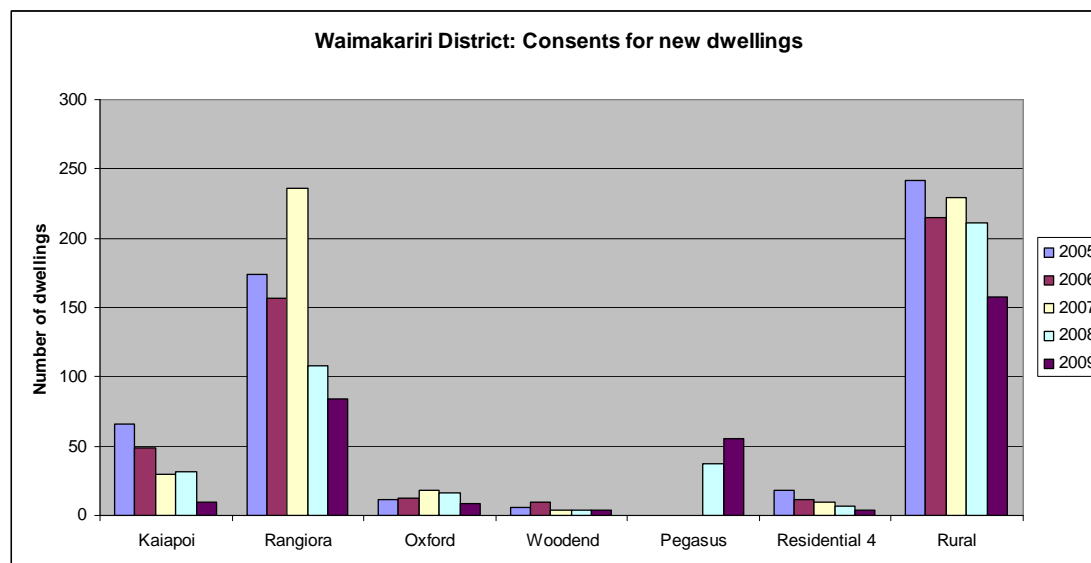
1.4 District development trends

1.4.1 Residential development

The patterns of growth in the District have varied during the period 2005 – 2009, and this has been particularly apparent in the number of building consents granted for new dwellings during this time. During this period the Council has issued building consents for 2288 new dwellings, which represents an annual average of 457 consents for new dwellings. The highest number of consents, 542 was issued in 2007 while only 329 consents were issued in the 2009 calendar year.

Table 1.1 shows the fluctuations across the District in the number of consents for new dwellings issued, as well as the general downturn in the level of activity in 2008 and 2009, compared with the previous three years.

Table 1.1



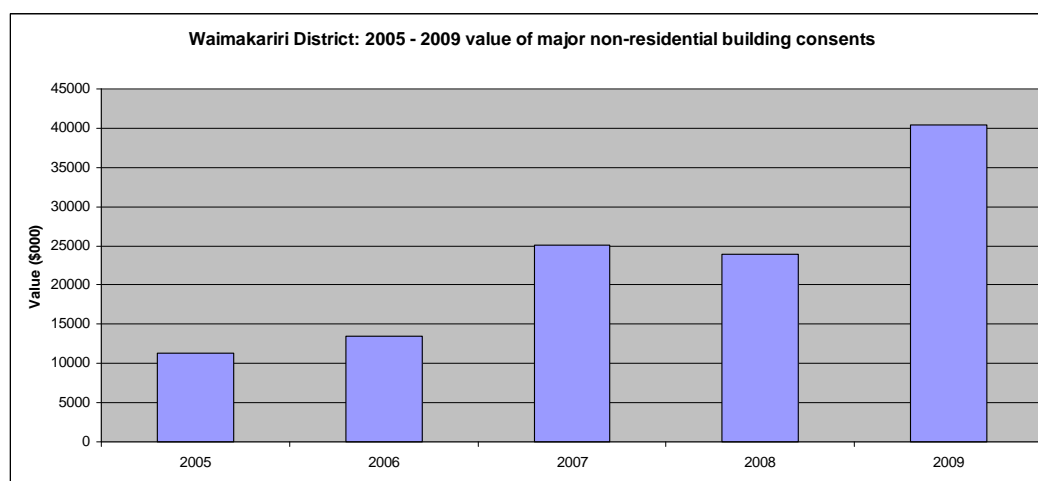
Source: Waimakariri District Council building consent database

In addition to the number of consents for the locations shown in table 1.1, 58 consents for new dwellings have been issued for Residential 3 (small settlement) Zones, a limited number at Canterbury Lakes, zoned Residential 5 in the District Plan.

1.4.2 Non-residential development

The value of major non-residential building consents issued by the Council between 2005 and 2009 has maintained momentum despite the economic downturn. Table 1.2 shows the extent of non-residential development as measured by the value of major consents.

Table 2



Source: Waimakariri District Council building consents database

Table 1.2 shows that there was a significant increase in the value of non-residential building consents in 2009 compared with previous years. Major projects in 2009 included the on-going development at Pegasus including the Mapleham golf course, the Dudley Aquatic Centre in Rangiora, and a range of industrial/commercial developments. The Ministry of Education maintained its construction programme across the District in 2009, and there were also a number of additions and alterations to eldercare facilities in the District during 2009.



New classrooms at the Rangiora Borough School (Ministry of Education)

Table 1.3 provides an indication of the distribution on non-residential development across the Waimakariri District between 2005 and 2009.

Table 1.3

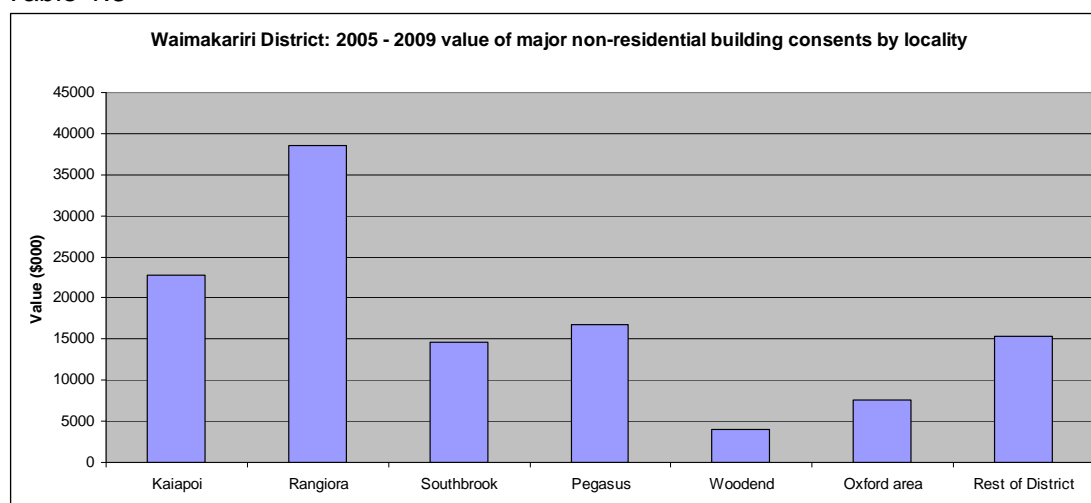


Table 1.3 shows that most growth has occurred in the Rangiora/Southbrook area, followed by Kaiapoi and Pegasus.



Rangiora Bakery building under construction

1.4.3 Development outlook

During the first quarter of 2010 the number of consents being issued for new dwellings is ahead of the same period for 2009, and the value of major projects for which non-residential building consents are being sought is only slightly below that for the previous year.

In its 2009-19 LTCCP the Council recognised the uncertainty associated with the rate of growth in the light of the severe economic downturn being experienced at the time that this plan was being developed in late 2008. This Plan adopted 56,000 as its estimated population for 2019, the number previously seen as being the official

Council population estimate for 2016. It will continue to monitor the situation, and if the pace of development increases this projection is likely to be adjusted.

2 The Planning Process

2.1 Policy framework

In managing District development the Council needs to integrate its planning processes under the Resource Management Act 1991 (RMA) and the Local Government Act 2002 (LGA 2002). The RMA provides the Council with the powers as a planning authority. The Council's powers with respect to development under the LGA 2002 relate to its role as a "service provider" for roading, water, sewer, and drainage infrastructure, particularly with respect to the integration of new services into existing networks.

In an amendment to the RMA in 2005, the functions of regional councils were extended to include oversight of "*the strategic integration of infrastructure with land use through objectives policies and methods;...*"(RMA S.7(1)(gb)) PC1 reflects this increase in regional responsibilities with detailed policies requiring the development of Outline Development Plans to be incorporated into District Plans when land is rezoned for residential or business development, to ensure the appropriate infrastructure servicing these areas, and the protection of regionally significant infrastructure.

To this end, PC1 also includes objectives and policies directed towards ensuring the effectiveness of the transport network is maintained, and that the continued operation of strategic infrastructure is safeguarded from "reverse sensitivity" effects. Reverse sensitivity is the resource management terms given to situations where an established business or activity is forced to change the way it operates because of objections from people living near by whose lives are disrupted it. This situation arises when complaints from people living in the vicinity of an airport or sea port lead to the time(s) at which it can operate at full capacity being curtailed.

2.2 Greenfields development

When planning for the development of a new greenfield area the Council undertakes a number of steps including the development of a structure plan and an outline development plan, in addition to the formal Plan Change.

For a Council initiated Plan Change there is likely to be extensive community consultation as part of the background work needed to develop a Plan Change and the Section 32 Report that is required to demonstrate the appropriateness of the measures proposed. When a Plan Change is initiated by a land owner the background planning work and the Section 32 justification for the change is the responsibility of the party requesting that Plan Change.

The planning for new infrastructure, mainly the roads, water and sewer services and drainage for the greenfields development is a major task. In most instances, it will involve consideration of the linkages between the new area and the existing roading network and other utilities and the infrastructure for the rezoned area. Ensuring the appropriate integration is a key concern for Council.

Structure plans represent the first stage in this work, and are now being undertaken in advance of the formal rezoning of land for residential or business development.

The use of structure plans is an important stage in managing district development as it allows the Council to work out with the developer(s) how the installation of infrastructure will be funded, and to determine the extent to which development contributions, if any, will be payable for each service in each area.

An outline development plan (ODP) provides more detail than a structure plan about the roading layout and servicing of an area to be developed, and are inserted in the District Plan as part of the Plan Change which rezones the land from Rural to Residential for a greenfields development. In some of the areas identified for greenfields development within the Urban Limits set by PC1, there will be one structure plan for the area as a whole, but there are likely to be a number of ODPs if the area is to be developed in stages.

3 Residential development

3.1 Introduction

The Council's major focus in recent years has been associated with overseeing greenfields residential development. Since 2001 it has been working with developers to ensure these new subdivisions on the outskirts of Kaiapoi, Rangiora and Woodend progress successfully. Much of the District development work being undertaken by the Council in the short to medium term with respect to residential development will represent a continuation of projects already underway, because it can take up to five years or longer to prepare an area before new homes are constructed.

3.2 Residential Development at Rangiora

Substantial areas to the north and south of Oxford Road at Rangiora were rezoned for residential development in 2001. Development to the north of Oxford Road proceeded rapidly, while the area to the south has developed more slowly. Development in the rezoned area to the east of Rangiora between Northbrook Road and Kippenberger Avenue has also been relatively slow compared with the area to the north of Oxford Road, and almost ceased completely during the economic downturn in 2008/9.



The Oaks, Rangiora 2009

While there is still capacity for a significant number of additional dwellings in the rezoned area to the south of Oxford Road and to the east of Rangiora, the Council is proceeding with the preliminary planning for the areas beyond the 2001 rezones at Rangiora, which have included in the Urban Limits by PC1.



Acacia Place, Rangiora 2009

At its meeting on August 26 2009 the Council's Resource Management and Regulation Committee adopted structure plans for Rangiora east and west. These plans, which were developed in consultation with affected parties early in 2009, relate to the new areas included within the Urban Limits. They identify drainage requirements, the location of stormwater and recreation reserves, the main transport networks, and the trunk lines for water and sewer services.

These Structure Plans were adopted by the Council under LGA 2002, and will have an important role in achieving improved integration of infrastructure as these areas, as they go through the various stages of development necessary before new home construction begins. In particular, these structure plans will ensure that if the areas are developed in stages, the servicing for each area fits into a coherent overall design.

PC1, as notified, anticipated that new home building in the remaining areas to the east and west of Rangiora rezoned for residential development in 2001 would be completed by 2016. As well, it provides for the construction of 700 dwellings in the structure plan area to the west of Rangiora which is yet to be officially rezoned and 50 dwellings in the equivalent area to the east of Rangiora by 2016. PC1 also anticipates that a further 700 of the new dwellings to be constructed in the new areas within the Urban Limits to the west, and 150 new dwellings would be constructed to the east of Rangiora after 2016.

As some of the work to install the infrastructure required to achieve the PC1 allocations for east and west Rangiora will occur during the next 10 years, the preparation of the Rangiora structure plans have allowed the Development Contributions to be set for these areas in the Council's 2009-19 LTCCP. The Council's current Development Contributions Policy sets the sums payable for each lot in the West Rangiora structure plan area based on 1800 residential lots.

For further information concerning the Rangiora East and West structure plans see the Council's website www.waimakariri.govt.nz/districtdevelopment and Section 7 of this report for a discussion of growth related financial commitments in the Council's 2009-19 LTCCP and its 2010/11 Annual Plan.

3.3 Residential Development at Kaiapoi

In the mid-1990s the Council considered options for future residential development at Kaiapoi, and concluded that the area to the north east of the town was the preferred direction because that area was not as low lying as most of the other areas around Kaiapoi. In 2001, the area east of Kaiapoi was rezoned for residential development, and it was anticipated at the time that this would cater for growth at Kaiapoi for up to 10 years. Once concerns about flood mitigation had been settled, however, this subdivision known as Moorcroft sold rapidly and new dwelling construction was largely completed by 2006.

In response to the speed of development at Moorcroft the Council initiated a search for further areas at Kaiapoi suitable for residential development. In the 1990s scoping for suitable areas, the land to the north east of Moorcroft was also identified as suitable, and this was one of the areas again considered for rezoning in the more recent review. In the mean time, however, the Christchurch International Airport Ltd. supported by Environment Canterbury and the Christchurch City Council has become pro-active in opposing any development within the 50 dBA Ldn noise contour for the Airport to the north of Kaiapoi.



Moorcroft, Kaiapoi 2009

In mid-2006 the Council notified two Plan Changes to rezone rural land at Kaiapoi to Residential and Deferred Residential. One of these areas was to the north east of Kaiapoi and became known as Area A, the other to the west between the Kaiapoi urban area and the Kaiapoi River, which became known as Area E. While the range of issues to be resolved for Area E was more extensive than those for Area A. The Plan Change with respect to Area A has not yet been finalised, while Area E is now zoned Deferred Residential.

As notified, PC1 provided for 2,300 additional households for greenfields areas at Kaiapoi with 700 to be established by 2016, 700 between 2017 and 2026, and 900 during the final 15 years covered by the Strategy. Decisions on PC1 have created further uncertainty about scale and location of future development at Kaiapoi.

A key feature of these decisions for Kaiapoi is the inclusion of additional area within the Urban Limits, which means that the areas within these limits have the capacity to accommodate significantly more dwellings at the require greenfields density for the Waimakariri District of 10 household per hectare.

The Environment Canterbury website www.ecan.govt.nz carries all information relevant to PC1.

3.4 Woodend

Development of the area between Woodend Road the Chinnerys Road Residential 4 Zone began in the 1980s, and new home construction there was largely completed by 2004. Since then there has been very little new home construction at Woodend.

Over recent years considerable attention has been paid to the issue of the locations for future residential development at Woodend. Community consultation during the 1990s failed to identify any preferred directions for growth beyond an area already zoned for Residential development.

In 2001 the Council, in its decisions on submissions to the Proposed District Plan, rezoned the area to the east of Woodend between Petries and Parsonage Roads together with a small area to the south of Petries Road from Rural to Residential 2. To settle an appeal to the Environment Court by Environment Canterbury based on servicing concerns this zoning was revised to “Deferred Residential” while the servicing arrangements were finalised. In March 2007 the Council notified the Plan Change 16, to insert the Woodend East Outline Development Plan in the District Plan. Decisions on this Plan Change were released in May 2008 thus returning this area to Residential 2 Zone status.

In 2006 the Council initiated a “Woodend Futures” consultation, designed to establish the preferred alignment for State Highway 1 and directions for growth at Woodend that would have the support of the community. Following an initial round of consultation, Urbanismplus Ltd was engaged to provide an urban design options assessment report which was completed in late 2007. This report identified substantial areas for possible residential development to the east, north and west of Woodend, and set out the advantages and disadvantages of each.



State Highway 1 by Woodend School

In 2008 the Council was called upon to finalise its recommendations concerning the Urban Limits to be set at Woodend in PC1 and these were notified by Environment Canterbury in Variation 4 to PC1 in August 2008. The growth areas confirmed at that stage were to the east and north of the Woodend. In the commissioner's decisions on PC1 the Urban Limits for greenfields development to the east of Woodend proposed by the Council were confirmed, the area to the north was extended slightly, while a substantial area to the west of the Rangiora Woodend Road was added.

The inclusion of an increased area within the Urban Limits at Woodend the PC1 has been accompanied by an adjustment of allocation of households for Woodend. The household allocations as notified provided for 250 households in the area returned to Residential 2 Zoning by Plan Change 16 before 2016, and an additional 350 households by that date within the Urban Limits in areas yet to be rezoned for residential development. It also provided for 350 households in the areas within the Urban Limits at Woodend not yet rezoned between 2017 and 2026, and a further 290 households by 2041. In their decisions on PC1 the commissioners provided for an additional 1000 households, 200 these to be in place by 2020 in the area to the west of the Rangiora Woodend Road, which is within Maori Reserve 873 and identified in CRPS PC1 as Tuahiwi.

In late 2009 the Private Plan Change application from Infinity Investments Ltd. for urban development in an area to the north of Woodend, identified as Ravenswood, was the subject of Resource Management Act hearings. This Plan Change was approved and the area involved can accommodate up to 900 households. This means that the potential number of households in areas already approved for development at Woodend exceed the CRPS PC1 Woodend allocation, and raises significant issues with respect to the management of the staging of development to comply with the initial allocation.

3.5 Pegasus

In 2003 the Environment Court approved the construction of 1800 dwellings at Pegasus. Since 2008 the Council has been approving the subdivisions for the various stages of the new town. To date, many of the residential sections have been "on sold" by the developers to home building companies, and dwellings consents had

been issued by the Council for approximately 130 new homes at Pegasus by 30 June 2010.

PC1 identifies Pegasus as one of the greenfields areas, and Policy 6 Table 2 as notified provided for 1550 dwellings by 2016, with the remaining 250 to be constructed between 2017 and 2026. The pace of development at Pegasus has been slower than anticipated by the developer, which is largely attributable to the economic environment prevailing since 2007, and the future pace of residential development at Pegasus is also uncertain.

The future pace of development at Pegasus, nevertheless, will have a significant influence on whether development across the District as a whole proceeds as anticipated by the allocations in PC1. The households allocated to Pegasus represent 23 percent of the total and most of these are scheduled for the next 10 years.



Development at Pegasus, 2009

See the Pegasus website www.pegasustown.com for information about the availability of sections for development,

3.6 Oxford

Change in the Oxford urban area has been slower than in the main urban areas to the east of the District. Between 2001 and 2005 there were 56 consents issued for new dwellings in the Oxford urban area, and between 2006 and 2009 there were 55 consents for new dwelling issued for this area. There have, however, been two major residential subdivision applications lodged recently.

The Transport Lane development involves an area of approximately 2.5 hectares bounded by Transport Lane and Burnett St, and will accommodate a 39 lot residential subdivision. The land involved is zoned Residential 2. The subdivision application was filed in October 2009, and at the beginning of March 2010 the subdivision plan received RMA S.224 approval for the subdivision plan.



Transport Lane development 2010

A further application for a major residential subdivision was filed in October 2008. The involved the creation of 59 residential lots in an area of approximately seven hectares to the south of High Street at Oxford. This subdivision application replaced an earlier one lodged in 2006. It was approved in November 2008, but there has been no further progress with the development to date.

There is a substantial area to the north of Oxford zoned Residential 4. Much of this area was zoned Rural Residential in the Oxford Section of the Waimakariri District Transitional Plan, and its zoning was carried through into the District Plan. The Proposed District Plan also provided for the extension of this Residential 4 Zone to include an area to the north west of Oxford in the vicinity of Wilson Road.

The current lots in this Residential 4 Zone vary widely in size, and a number already have dwellings. The eldercare complex, Karadean, is also located within this area. Despite this, there are a number of relatively large undeveloped lots which offer the potential for Residential 4 development, similar to that found elsewhere in the District.

While there has been limited residential growth at Oxford recently, there have been some significant developments which include the establishment of the Seagers Café and Cooking School, the development of a thriving farmers' market, and most recently the opening of the Arts in Oxford Gallery.



Minister for Arts and Culture opening Arts in Oxford Gallery 2010

3.7 Residential 3 Zones

3.7.1 Policy setting

The District Plan recognises the importance of providing a range of living environments with distinctive characteristics, and the Residential 3 Zoning for the District's small settlements acknowledged that these have a different character from the major urban areas of Kaiapoi, Rangiora, Woodend and Oxford. The District's small settlements are the beach settlements of Waikuku, Woodend Beach, Pines Beach and Kairaki, and the inland settlements of Tuahiwi, Ohoka, Ashley, Sefton and Cust.

The distinctive features of the District's small settlements, identified in the District Plan (Table 17.1) include:

- *detached dwellings including a number of batches;*
- *high proportion of smaller dwellings;*
- *diverse styles and ages of dwellings;*
- *wide range of lot sizes;*
- *a rural outlook and setting;*
- *intimate and informal streetscapes;*
- *the streets are areas of community interaction;*
- *minimal kerb and channel;*
- *low traffic volumes on side streets.*

The District Plan provides for a number of constraints on the development for small settlements. Among these, Policy 18.1.1.6 seeks to *"Limit the Waikuku Beach, Woodend Beach, and Pines/Kairaki Beach settlements to within their Residential 3 boundaries existing at 20 June 1998"*, the date of the Plan's notification. Similar constraints Policies were included to limit development at Ohoka to its *"Residential 3 and 4B boundaries"*, and the Ashley settlement to its *"Residential 3 boundaries"* at the time of Plan notification.

The District Plan gives as the reasons for the constraints policy for the Beach settlements a range of factors including their coastal setting and low lying land which is subject to flooding. The risks posed by tsunami and earthquake induced liquefaction of the ground are also identified as reasons for not encouraging development in these small settlements. In addition, the public ownership of much of the land along the coast between the Waimakariri River and Ashley River/Rakahuri means that there is little scope for development of the areas.

3.7.2 Beach settlements

While there is little scope for significant development at Waikuku Beach and Pines/Kairaki Beach there has been a limited amount of redevelopment involving the replacement of older dwellings with new ones. The only major development proposal since the notification of the Proposed District Plan has come for an area at Woodend Beach.

A residential subdivision application was lodged in June 2006 for a 27 lot residential subdivision at Woodend Beach. This development received consent in November 2009, and the development is scheduled to be undertaken in three stages each involving nine residential lots. The subdivision is to be fully reticulated for water,

sewer and stormwater, with the water to come from the Woodend community water supply and the sewer to connect to the Council's Eastern District Sewer System.

3.7.3 Inland Residential 3 Zones

Ohoka and Ashley are inland settlements subject to constraints policies, although the explanations for these differ. The Explanation to Policy 18.1.1.9 identifies the low-lying nature of the land in the Ohoka area, and the difficulty of providing satisfactory drainage and effluent disposal services as reasons for limiting future development. The Plan also indicates that *"further development has the potential for adverse effects that will overwhelm the character, and form and function of the Ohoka settlement."* This observation is attributed to the Environment Court decision *Armstrong vs Waimakariri District Council 1994*.

PC1 specifies that new rural residential developments are to occur outside of the Urban Limits. In its preliminary scoping of areas for rural residential development, the Council identified Ohoka as one area where additional rural residential (Residential 4) development could occur. There have been extensive discussions with interested parties at Mandeville about the potential for connecting new Mandeville Residential 4 Zones and the Ohoka settlement to the Council's Eastern District Sewer System, but to date this matter has not been finalised. The location of any new Residential 4 development in the vicinity of Ohoka would need to have regard for the character of the existing Residential 3 and 4 Zones at Ohoka.

See Section 3.8 of this report for a more comprehensive discussion of Residential 4 development issues.

The constraints policy with respect to further development at Ashley was imposed because of the:

- *potential flood hazard posed by the Ashley River/Rakahuri;*
- *physical barriers presented by the road and railway to the north that forms a barrier to the safe access to and from either area;*
- *low-lying nature of the land to the east making the disposal of effluent and land drainage difficult;*
- *settlement's close proximity to Rangiora.*

When the Plan was notified there were areas within the Residential 3 Zoning at Ashley with development potential. The largest of these, an area bounded by Wellington and Auckland Streets of approximately 1.5 hectares has been subdivided into 16 lots. The subdivision application for this area was the subject of a commissioner hearing in mid-2006, because although the area was zoned Residential 3, the subdivision proposal failed to meet plan standards from a number of perspectives. The most significant of these difficulties revolved around sewage disposal.

The balance of the dwellings in the Ashley Residential 3 Zone are dependent on on-site sewage and waste water disposal systems, but the District Plan provides that the construction of a dwelling on a residential lot unable to connect to a reticulated sewerage disposal system is a non-complying activity. The proposed subdivision was to be serviced by a communal system, and as such required regional council discharge consents for the treatment system. While the Ashley Residential 3 subdivision was finalised in April 2008, the issues raised in the commissioners' decision have implications for other applications to subdivide land in Residential 3 Zones as some of the other zones do not have reticulated sewer systems also.

Issue associated with servicing also resulted in a constraint on subdivision of the Residential 3 Zoned land at Allin Drive and Legget Park (Waikuku). This area was zoned Rural Residential in the Rangiora District Section of the Transitional District Plan and rezoned Residential 3 in the PDP. Shortly after the release of decisions on the PDP in February 2001, it was recognised there was insufficient servicing capacity to service any additional lots created by the re-subdivision of the rural residential lots on Allin Drive and in the Ligget Park subdivision. This led to the introduction of a Variation to place a constraint on this subdivision by way of Policy 18.1.1.8 which states *“Limit the extent of subdivision within the Residential 3 Zoned land at Allin Drive and Ligget Park, Waikuku Beach (shown on District Plan Maps 120 and 121).”*

Sefton and Cust are two of the inland Residential 3 Zones that outside of the GCUDS area and not subject to a District Plan constraint policy. In District development scoping work for the directions of the District's towns, significant growth was projected for Sefton and Cust by 2016.

Development of the scale project for 2016 has not occurred in either of these small settlements. Assessing the extent of any change using Census data presents difficulties because neither area coincides with a meshblocks or meshblocks, the smallest land area for which the number of people and dwellings is available from a Census. As neither of these small settlements has a reticulated sewer system, developments within these Residential 3 Zones would face some of the same planning hurdle as those encountered by the developer in the Ashley Residential 3 Zone.

The remaining inland Residential 3 Zone is Tuahiwi. The future of this Residential 3 Zone is closely linked to the future of Maori Reserve 873, a matter which will be receiving a good deal of attention from the Council in the short to medium term. See Section 4 of this report for an overview of the issues associated with MR873.

3.8 Residential 4 (rural residential) development

3.8.1 Residential 4 policy

The Waimakariri District Plan set out to *“Recognise and provide for differences between Residential Zones reflecting the community's that a range of living environments will be maintained and enhanced”*. Residential 4 Zone development (formally identified as rural residential development) is a significant feature of the range of living environments available in the Waimakariri District.

The key characteristics of Residential 4 Zones set out in the District Plan are set out in Table 17.1, and include:

- *predominant activity is living;*
- *detached dwellings and associated buildings;*
- *some limited farming and horticulture;*
- *dwelling density is lowest for Residential Zones;*
- *dwellings in generous settings;*
- *average lot size of 0.25 – 1.0 hectare;*
- *limited number of lots located in a rural environment;*
- *rural style roads or accessways;*
- *opportunity for a rural outlook from within the zone;*
- *few vehicle movements within the zone;*
- *access to zone not from arterial roads*

- *community water and/or sewerage schemes; and*
- *limited kerb, channelling and street lighting.”*

The change of the name of these zoned from rural residential to Residential 4 was prompted by the results of a survey of households in these zones, conducted by the Waimakariri District Council in 1996. This survey found that, despite the view that these areas could provide opportunities for part-time farming for retired or semi-retired farmers, residential use was the predominant land use activity. It was therefore concluded that a more appropriate to style these zones residential rather than rural residential. Changes in the number of lots per zone and the style of infrastructure in the more recently developed zones which have become increasing urban in character, further reinforces this decision to identify these zones as residential.



Entrance to Swannanoa Fields Residential 4 Zone – developed in 1990s

As at 31 December 2009 the District had approximately 750 Residential 4 lots located in 21 separate zones across the District and only about 75 (10 percent) of these were undeveloped. The majority of the District’s Residential 4 lots without dwellings at that stage were in the Oxford area, and there were only isolated lots yet to be developed in zones elsewhere in the District.

District Plan Policy 13.1.1.2 provides for the rezoning of rural land for Residential 4 development which does not have a adverse effect on “*significant natural and physical resources*” or “*create conflict with neighbouring land uses*”. The natural and physical resources likely to be impacted by Residential 4 development are given in the Explanation to Policy 13.1.1.2 as:

- *freshwater;*
- *soils and their associated life supporting capacity;*
- *outstanding natural features and landscapes;*
- *areas of significant indigenous vegetation;*
- *ancestral land, water, sites, wahi tapu and wahi taonga to Ngai Tahu;*
- *infrastructure, such as roads and service utilities.”*

The District Plan also provides two subdivision formulae for new Residential 4 Zones, which allow for different average lot sizes of 5000m² for Residential 4A and 1 hectare for Residential 4B.

The rural residential provisions in CRPS PC1 makes extensive provision for rural residential living outside of the Urban Limits in the eastern part of the Waimakariri District. The allocation and staging of the creation of new rural residential (Residential 4 Zones) are set out in PC1 Policy 6. For the period until 2016 the Waimakariri District is required to provide for 500 new rural residential lots, a further 500 provided between 2017 and 2026, with a final 510 to be made available during the last 15 years of the Strategy. In their decisions on submissions to PC1 the commissioners make is clear that the numbers for rural residential living set out in Policy 6 are to be regarded as maximums.

The constraints on the areas to be used for Residential 4 development under PC1 are similar in effects to those already established in the operative Waimakariri District Plan. The key considerations under PC1 for the choice of location for new Residential 4 Zones in addition to being outside the Urban Limits, are that they be serviced with publicly owned reticulated sewer and water supplies, and have access from a sealed road but not directly from a strategic or arterial road or a State Highway. Locations likely to create significant reverse sensitivity effects with adjacent rural activities are also identified in PC1 Policy 14 as inappropriate for rural residential (Residential 4) development.

PC1 requires rural residential activity to achieve “*an average density of no less than one per hectare*”, which means that except for the provision in the District Plan that lots exceeding double the average size for Residential 4A and 4B zones are deemed to be twice the average, i.e. 1 hectare for 4A and 2 hectares for 4B Zones, there is no significant conflict between the PC1 rural residential requirements and the provisions for Residential 4 Zones in the District Plan.

3.8.2 New Residential 4 Zones

Prior to the notification of the rural residential provisions in PC1 the Waimakariri District Council recognised that there was a need to provide additional opportunities for Residential 4 living, particularly in the east of the District. The provision of a significant allocation for rural residential lots for the period up to 2016 has added momentum to the search for suitable locations and owners willing to release land for rezoning.

To ensure the orderly release of rural residential lots as directed by PC1, the Council began work on a non-statutory Rural Residential Development Plan in 2009. Initially the Council undertook a scoping exercise to ascertain the areas most suitable for rezoning Residential 4, including initial costing for water and sewer services.

The results of this scoping work were released for consultation in a draft Rural Residential Development Plan. This document identified areas at Mandeville North, Waikuku, Tuahiwi, Fernside, Ohoka, South East Rangiora, South East Woodend and North Kaiapoi as preferred location for Residential 4 (rural residential) development for the District over the next 35 years. The Council held a number of meetings in the nominated areas during October and November 2009, and called for submissions on this report which closed in late November.

Although the resulting Rural Residential Development Plan would be a non-statutory document from an RMA perspective, the Council nevertheless provided people who submitted on the consultation document to appear before a Council hearing panel to comment on these proposals. These hearings were held in February 2010. The final plan, incorporating the views of submitters was adopted by the Council in mid-2010.

The Rural Residential Development Plan confirmed most of the areas identified in the draft document. The main changes were the addition of an area to the south of Kaiapoi and the removal of Tuahiwi as a potential area for Residential 4 development. Tuahiwi was withdrawn from this plan, because it was considered more appropriate for future development in this area to be considered as a whole under the review of Maori Reserve 873.

At the same time as the Council was undertaking this consultation, it was also called upon to respond to a number of Private Plan Changes. These include requests for the creation of two substantial new areas to be re-zoned Residential 4 at Mandeville North, one involving the creation of 51 lots and the other 141 lots. The Council has also received further Private Plan Changes for a 25 lot rural residential subdivision within the East Rangiora Urban Limits which is considered likely to be acceptable to the GCUDS partner Councils, and a Private Plan Change involving 32 lots at Waikuku Beach.

The Rural Residential Development Plan and further information about Residential 4 Zone Development see the Council's District Development webpage at www.waimakariri.govt.nz/districtdevelopment and the District Plan which is also available on this website.

4 Maori Reserve 873

Maori Reserve 873 (MR873) covers an area of over 1,000 hectares in the Tuahiwi area. The restrictions imposed on areas of MR873 zoned Rural in the District Plan are a major concern to Maori, as it means that they are unable to build homes on their land on areas of less than four hectares in the Rural Zone.

Prior to the notification of the Proposed District Plan in 1998, the Rangiora District Section of the Transitional District Plan carried special provisions for MR873 which allowed landowners able to trace their ancestry to the original grantees build houses on small rural lots, below the threshold for new dwellings on rural lots as a permitted activity elsewhere.

District Plan Policy 2.1.3.4 provides a specific undertaking to *“Recognise the relationship of Ngai Tuahuriri with the land and associated resources in Maori Reserve 873 when providing for future use, development and protection of that land.”* The Explanation to Policy 2.1.3.4 makes a commitment to *“an ongoing need to provide for development in ways which meets the needs of both Maori and other residents, and protects natural and physical resources. A Management Plan prepared through a process of consultation and investigation will give direction for future development.”* Among the Methods for implementing Policy 2.1.3.4 is a District Development Strategy undertaking provide a basis for servicing any extension to the Tuahiwi Village urban area.

PC 1 as amended by the Commissioners' decisions has included an area of MR873 to the south-west of the Rangiora-Woodend Road within the Urban Limits, and provides an allocation of 1000 households for this area, 200 of which are to be constructed prior to 2020. The Council is concerned that this change does not recognise the needs of Maori owners elsewhere in MR873, and has given a commitment to support a study of the development potential of MR873. It is, therefore, seeking to add provision in PC1 under Policy 16(e) which gives an undertaking to commence a change or variation to the CRPS to implement the

results of this study when completed. As a first step in initiating this study the Council is focusing on tracing all Maori with an interest in land within MR873.

Tuahiwi is also one of the areas in the District that have been identified as suitable for rural residential development. As PC1 Policy 14 requires both reticulated water and sewer for any new rural residential (Residential 4) subdivision, attention has been focused on the provision of these infrastructure services for Tuahiwi and the surrounding area. Currently, Tuahiwi stands out among the District's Residential 3 Zones as it has reticulated sewer services, but does not have a community water supply. Council staff are addressing the issue of a reticulated water supply for Tuahiwi, and at present the outcome is uncertain with issues concerning both the cost of reticulation, and the source of water to be resolved.

5 Business development

5.1 Town centre development

5.1.1 CRPS PC1 Key Activity Centres

The GCUDS and PC1 address the issue of business as well as residential development, with the objective of achieving greater consolidation around a number of commercial centres across Christchurch and the surrounding town. These Key Activity Centres, of which the town centres of Kaiapoi, Rangiora and Woodend/Pegasus are three, are to be *“highly accessible”* and to *“constitute nodes on the strategic transport networks”*. They are also expected to *“provide a strong basis of support for surrounding residential areas”*. In addition, PC1 identifies *“that the inappropriate development of additional Key Activity Centres may undermine the community’s investment in existing centres and weaken the range and viability of the services they provide.”*

In an effort to ensure the strengthening of the Key Activity Centres PC1 Policy 5 (b) obliges Councils to manage these centres so that they:

- (i) Provide for facilities and services necessary to support the planned communities, and*
- (ii) Encourage economic and business activity and interaction*
- (iii) Broaden the mix of uses appropriate to the centre*
- (iv) Provide major centres for the community*
- (v) Support the development of the principal public transport and cycling network and the ability to change transport modes*
- (vi) Encourage pedestrian and cycling access to and within these centres.”*

The Methods in PC1 to implement Policy 5 include requirements to:

- through district plans, introduce measures to support the planned development of Key Activity Centres,*
- limit commercial activity outside Key Activity Centres that could restrict the ability of Key Activity Centres to achieve their intended functions as identified in Policy 5 (b),*
- give consideration to appropriate administrative and financial arrangements to enable Activity Centres to fulfil the functions identified in Policy 5 (b), and*

- *monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with the CRPS PC1 monitoring policy.*

The Explanation to CRPS Policy 5 identifies significant commercial centres as a “key component of the urban settlement pattern as they comprise existing physical resources and provide a logical focus for areas of intensive residential development as well as for ongoing commercial use and development. Integrating urban development in this way assists in reducing car travel, increases the efficient use of resources, and strengthens existing communities. As such their development, usability and viability are important to successfully implementing the objectives of this chapter [Provisionally Chapter 5 in the revised CRPS].”

5.1.2 Waimakariri District Plan Business 1 Zones

The Waimakariri District Plan establishes four Business Zones, each with different characteristics, designed to accommodate a range of different types of businesses. Business 1 Zones are found in the town centres of Rangiora, Kaiapoi, Oxford, Woodend and Pegasus.

The Explanation to District Plan Policy 16.1.1.1 states that the Business 1 Zones are “intended to be the dominant location of, and to be dominated by, business, administrative and cultural activities so as to:

- *help ensure an effective and efficient business sector by concentrating activity;*
- *maintain and enhance the centres’ roles as the dominant community focal points of the District;*
- *retain nominated areas more appropriate to pedestrian activity; and*
- *retain business activity that can support public services, facilities and amenities that will provide for the needs of workers, residents and visitors, in a quality, safe environment.”*

Details of the anticipated features of the District’s Business 1 Zones are provided in District Plan, Table 16.1: Characteristics of the Business 1 and Business 2 Zones. It identifies the key amenity elements, the nature of the built environment and built form, and the functions of Business 1 Zones, which include:

- “- *Easily accessed from within the towns by cars, bikes or pedestrians*
- *Attractive pedestrian environment*
- *Restrictions on access on some streets*
- *Plantings/open spaces (Kaiapoi River, Good Street Mall)*
- *Fully serviced/cleanliness/pleasant environment*
- *Customer parking on the streets*
- *Two storey buildings without setbacks predominant on primary shopping streets*
- *Largest total area of retail, office, administrative floorspace in each town”*

Among the Methods for the implementation Policy 16.1.1.1 the Council undertakes to “Prepare, in consultation with the business community, specific proposals for an integrated and co-ordinated development of the Rangiora and Kaiapoi town centres based on public amenities such as walkways, pedestrian links, public car parking, service areas, street closures.” (Method 16.1.1.1.3).

5.1.3 Kaiapoi and Rangiora Town Centre Strategies

While PC1 and the District Plan policies seek to avoid the undermining of existing commercial centres such as the established town centres of Kaiapoi and Rangiora, the future viability of these centres is in question. There is scope for substantial retail development to the north of Christchurch, although the scale of this is currently under appeal to the Environment Court. This together with the planned town centre at Pegasus is likely to challenge the Kaiapoi and Rangiora town centres in the future. There is also the potential for retail developments in Kaiapoi and Rangiora outside of the town centres to detract from the town centres as focal points for commercial and social activity in these towns.

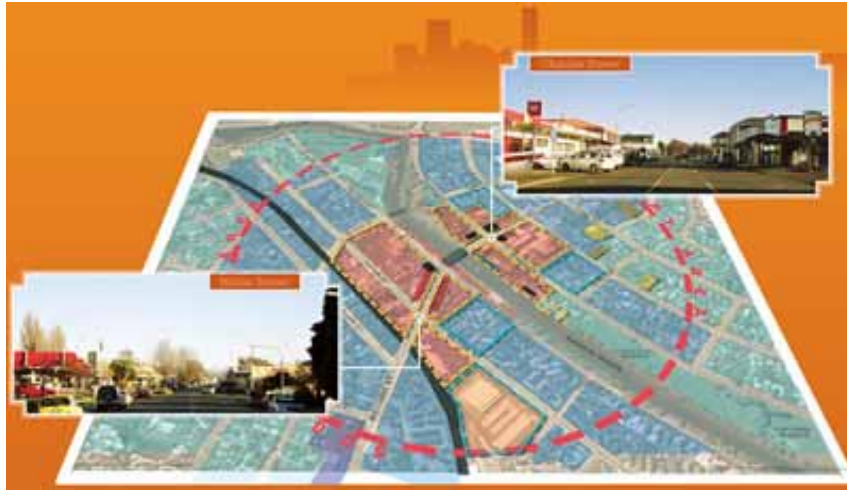
A relatively high proportion of the District's paid workforce travel to Christchurch each day for work and other members of the community also visit the city regularly. All the recent assessments of spending patterns for the District's household indicate a considerable "leakage" of retail spending from the District. More retail development at Northwood is considered likely to increase this "leakage".

Also, despite the substantial increase in the number of additional households projected for the District under PC1, these town centres are also likely to see significant changes in spending patterns as an increasing number of people living in the District's two main urban areas reach retirement. These people are likely to be highly dependent on locally based services, but many will have limited spending power for goods and services other than those required to meet their basic needs.

In the light of the challenges posed by large scale commercial development on the northern periphery of Christchurch and the District's ageing population, the Council is currently developing town centres strategies for Kaiapoi and Rangiora. Work began on the future of the Kaiapoi Town Centre earlier than that for Rangiora, both strategies are scheduled to be finalised before the end of this Council's term of office in October 2010.

The Kaiapoi Town Centre Revitalisation Plan focuses on the area within 500 metres radius of the Williams Street Bridge over the Kaiapoi River. The key issues identified for the community consultation in September 2009 were:

- “- Connection of the town centre, river and surrounding residential areas in terms of vehicle, pedestrian, cycle and visual links*
- Appropriate land uses and built form within the town centre and adjacent residential areas*
- Opportunities for development (or re-development) and where best to locate development*
- Central focal point with a particular focus on the river and recognition of Kaiapoi's history*
- Business and residential development that enhances the town centre as a place to work, shop and socialise*
- Enhancement of the environment and historic qualities of the town centre (including the river and historic buildings that are landmarks for the town) as a means of highlighting the identity of Kaiapoi and promoting the town as a destination.*



Consultation map identifying the area of focus for the Kaiapoi Town Centre Revitalisation Plan

In addition to the consultation undertaken in 2009, a community street review for the Kaiapoi Town Centre was also completed in 2009. It involved the Council working in conjunction with transportation consultants, and was jointly funded with the New Zealand Transport Agency. The results of the Community Street Review will form part of broader Neighbourhood Accessibility assessment.

In the second quarter of 2010 the Council will be conducting a survey of Kaiapoi Businesses owners/managers. This will give business people based in Kaiapoi the opportunity to comment on issues relating to the future of the Kaiapoi town centre, as well as business development in the District more generally.

Work still to be undertaken in 2010 on the Kaiapoi Town Centre Revitalisation Strategy includes reviews by transportation, retail and urban design experts. These assessments, together with those from the community consultation and the Business Survey were brought together in a workshop in May 2010. Participants at this workshop will include members of the Kaiapoi Town Centre governance group drawn from the Kaiapoi Community Board, a Reference Group representing key stakeholders, consultants and Council staff. The structure plan that will be developed at this workshop will then be released for consultation.

The 2010/11 Annual Plan includes funding for the implementation of the Kaiapoi Town Centre Revitalisation Plan. This strategy, completed by the third quarter of 2010, and is likely to be recommended by the present Council to the in-coming Council for implementation. In addition to the Revitalisation Plan, which is addressing transportation and planning issues, work in 2011 is also scheduled on exploring ways of enhancing Kaiapoi's tourist and/or visitor appeal.



Kaiapoi Town Centre

See the Council's website www.waimakariri.govt.nz/districtdevelopment for further information about the Kaiapoi Town Centre Revitalisation Plan.

The Rangiora Town Centre Strategy, branded RTC2020, was initiated in October 2009 with a community workshop hosted by Mayor Keating. The RTC2020 process is being overseen by a governance group, the Rangiora Town Centre Steering Group chaired by the Mayor with Councillors, Rangiora Ward Community Advisory Board and Rangiora Business representatives. The RTC2020 Steering Group is supported by two Reference Groups, the members of one are drawn from town centre business people and representatives of town centre users make up the other group.

To ensure that the RTC2020 work does not replicate earlier reviews of the future of the Rangiora Town Centre, background reports have been prepared tracing the main recommendation and the extent of the uptake of these, since 1979. All the previous reports together with other documents relating to this project, including the feedback from the community workshop are posted on the project website www.RTC2020.co.nz.

In early 2010 the Council is conducting a survey of all Rangiora town centre businesses in Rangiora to obtain their views about what they like and dislike about the centre of their town, and the changes that they think should be made. The results of this survey, as well as the reports from transportation, retail and urban design consultants were available for a major strategy design workshop to be held in late March.

This workshop involved the members of the Steering and Reference Groups, consultants and Council staff, and was also open to Rangiora town centre property and business owners. During the workshop there was an open day when interested members of the community had the opportunity to view the concepts being developed and add their comments.



Rangiora Town Centre Strategy workshop participants

The concepts developed at the March workshop, were released to the community for comment in June. A draft strategy will then be final, incorporating the community feedback, for presentation to Council in September 2010. As with the Kaiapoi Town Centre Revitalisation Plan, there is funding in the Council's for 2010/11 Annual Plan for the development of an implementation plan for the Rangiora Town Centre Strategy.

The Council recognises that the successful implementation of both these town centre strategies will depend heavily on the willingness of business and property owners in to embrace the shared vision, and to incorporate relevant elements of the Strategy into their long-term business and/or investment plans. The Council is nevertheless likely to have a role to play in the realisation of the visions for each town centre either in its land use planning/administration role, or as the provider of key infrastructure services.

5.1.4 Woodend/Pegasus

The Woodend Business 1 Zone covers the properties immediately to the west of State Highway 1 between School and Woodend Roads. There are also some businesses operating from land zoned Residential 2 on the eastern side of the State Highway at Woodend.

PC1 identifies Woodend/Pegasus as a Key Activity Centre. It provides for a further 16 hectares of land to be zoned for business development at Woodend, with 8 hectares identified to the south of Woodend and the other 8 hectares in the Urban Limits established north of the current Woodend urban area.

There is currently 10 hectares zoned for business development at Pegasus. The pace of business development at Pegasus is uncertain. The developers built a "general store" including a café/bar, which opened in November 2009, to provide for the needs of residents who moved into the new town during the early stages of development. For information about development at Pegasus see www.pegasustown.com.

In 2010 the Council undertook a Community Street Review, preparatory to a more detailed town centre project at Woodend in 2010/11. A community street review, which is the first stage of a Neighbourhood Accessibility assessment, is designed to provide information about the features of a town centre that either contribute to, or impede people's ability to move around the area.

5.1.5 Business 2 development

The Waimakariri District Plan provides Business 2 Zones for business activity out of town centres. The Explanation to District Plan Policy 16.1.1.1 notes that the Business 2 Zones covers industrial and commercial areas *"which are characterised by large-scale buildings, low density of development and industrial type activities."*

Areas with Business 2 Zoning in the District vary in size, with relatively small areas zoned Business 2 to the east of the railway line on High Street, and along Newnham Street in Rangiora and The Mill site at Kaiapoi. Larger areas zoned Business 2 are in the Ohoka Road area of Kaiapoi which includes a sawmill and engineering works as well as a service station, and the mixed commercial and industrial area at Southbrook.

In 2001 the Council rezoned a substantial area at Southbrook Business 2, but it was not until 2008 that the ODP for Southbrook was notified as a Council sponsored Plan Change, and a further year before this change to the District Plan became operative.

A vacant land survey undertaken in 2007 identified that 64 hectares of Business 2 land at Southbrook as not occupied. Of this land, approximately 13 hectares is owned by the Waimakariri District Council, while most of the remainder in the hands of business interests already based at Southbrook.

Recently resource consent has been granted for a major supermarket to be located at Southbrook on 2.77 hectares of land on Southbrook Road. This involved an activity not specifically provided for in Business 2 Zones, such as Southbrook in the District Plan, but was deemed an appropriate development in that area by the Commissioner who heard the resource consent application.

The 2007 survey of vacant business land also identified 3.4 hectares of vacant land in Kaiapoi, and noted the likelihood that a further 25 hectares would be added by PC1. Decisions on business land on PC1 have, in fact, allocated 9 hectares at Kaiapoi west and 10 hectares at Kaiapoi central for rezoning for business activity.

Although some of the 16 hectares allocated for business development at Woodend by PC1 might assume the characteristics of a Key Activity Centre, it is probable that the remainder will be rezoned for more general commercial/industrial activity.

While PC1 has allocated areas in specified localities for business activity, and places constraints on business activity outside of Key Activity Centres, it does not set formally introduce changes the District Plan. The Council will have to either introduce Council sponsored Plan Changes or accept Private Plan Changes to rezone the areas at Kaiapoi and Woodend that have been identified in PC1, and establish rules to determine the style of business development of these areas. A Private Plan Change involving approximately 15 hectares of land to be rezoned for business development at west Kaiapoi has been notified.

6 Rural Zone Development

6.1 Planning for the District's rural areas

From a planning perspective most of the District's rural areas are covered by the main Rural Zone provisions in the District Plan. There is a smaller Rural Zone at Pegasus. The Objective for the Rural Zones is to *"Maintain and enhance both rural production and the rural character"*, and this is characterised by:

- a. *the dominant effect of paddocks, trees, natural features, agricultural, pastoral or horticultural activities;*
- b. *separation between dwellinghouses to maintain privacy and a sense of openness;*
- c. *a dwellinghouse clustered with ancillary buildings and structures on the same site;*
- d. *farm buildings and structures close to lot boundaries including roads;*
- e. *generally quiet – but with some significant intermittent and/or seasonal noise from farming activities;*
- f. *clean air – but with some significant short term and/or seasonal smells associated with farming activities; and*
- g. *limited or no roadside advertising.*

The main means used to influence the pattern of development in the District's Rural Zone are controls on subdivision and the construction of dwellinghouses. The District Plan does not seek to exercise controls over land uses except for ensuring that dwellinghouses on separate lots are not built too close to an established intensive farming operations, including areas where effluent is spread. There are also parallel controls on the establishment of new intensive farming operations close to existing dwellinghouses on a separate lot. The purpose of these controls is to avoid "reverse sensitivity" difficulties associated with intensive farming operations in the District's rural areas.

The RMA provides a substantially different statutory framework for controlling subdivision and the construction of dwellinghouses in rural areas, when compared with those which prevailed prior to 1991 under the Town and Country Planning 1977 Act. The Town and Country Planning Act directly addressed the issue of controlling rural subdivision for non-rural purposes and protecting "elite" or "versatile" soils, by providing for:

"The avoidance of encroachment of urban development on, and the protection of, land having a high actual or potential value for the production of food;

The prevention of sporadic subdivision and urban development in rural areas;

The avoidance of unnecessary expansion of urban areas into rural areas in or adjoining cities..."

RMA S. 5, in contrast, provides for the sustainable management of resources, and allows for *"people and communities to provide for their economic, social and cultural wellbeing, and for their health and safety while –*

...

- (b) *Safeguarding the life-supporting capacity of air, water, soil and ecosystems;..."*

Under the Town and Country Planning Act, and in the transitional period before the Council notified its Proposed District Plan under the RMA those seeking to create small holdings with the right to construct a dwellinghouse were required to propose a land use that met the “independent farm unit” test. This test purported to ensure the protection of the productive capacity of the District’s rural land.

As the RMA does not specifically include provision for the protection of rural land, it is not considered appropriate to include a land use test as a control on the creation of small rural holdings. This has meant that the Waimakariri District Plan contains only a minimum lot size for the creation of a new rural lot as a controlled activity and dwellinghouse construction as a permitted activity, which is set at four hectares and designed to maintain rural character.

For a more detailed discussion of the changes in approaches to rural subdivision and dwelling house construction see Appendix 2 of the Waimakariri District Council’s report of the *2006 Small-Holding Owners Survey*. This document can be viewed on www.waimakariri.govt.nz/publications/researchandmonitoringreports .

6.2 Small-Holding development in the Waimakariri District

When notified the Proposed Waimakariri District Plan (PDP) set the minimum size for any new lots created in the Rural Zone at four hectares, with the same minimum size for the ability to construct a dwellinghouse as a permitted activity. Submissions to the PDP sent a “mixed message” to the Council as the community indicated that it wanted to see the rural character of the rural zone maintained but opinion was divided about whether rural character could be maintained with the four hectare plan standard.



Recently established small holding - Ohoka

As a result, the Council in its decisions on submissions set the minimum at 20 hectares. Difficulties were then encountered when the 20 hectare minimum was challenged at the Environment Court, by parties that had an application for the creation of a number of 4 hectare lots turned down. In response the Council introduced a Variation to its PDP returning the minimum to four hectares, and this change was confirmed in December 2003.

In the two years from 1 July 2003 the Council received applications for the creation of 1279 new small lots of between four and 7.9 hectares, with 79 percent (1000) being received in the 2003/04 financial year. This surge can be attributed to the fact that the decision on Rural Zone Variation was pending, and that in July 2004 the Council introduced Development Contributions for subdivision across the District. Applications for subdivisions lodged prior to 1 July 2004 were not required to pay Development Contributions.

The number of subdivision applications involving the creation of new small rural lots has declined in recent years. In the 2005/06 financial year applications for approximately 500 new small lots were received, it declined to 384 in 2006/07, and 172 in 2007/08. In the 18 months from 1 July 2008 to 31 December 2009 applications for only 96 have been received.

The applications to create new small rural lots can be classified into four main groups:

- The subdivision of whole farms into lots of four to five hectares, resulting in the creation of up to 30 new lots, and more in some instances
- The re-subdivision of 20 hectare lots, many of which were created in the 1980s in the West Eyreton area
- The creation of two four hectare lots from one eight hectare lot in the Loburn/Ashley area
- The creation of one or two four hectare lots from a large lot, with the balance of the land remaining as a single relatively large lot

The patterns of small holding creation in the West Eyreton area and to the north of the Ashley River/Rakahuri show the influence of the previous planning framework, with the Eyre Section of the Transitional District Plan (TDP) allowing subdivision down to 20 hectares, and the Hurunui Section of the TDP having a minimum of 8 hectares for the creation of a new rural lot.

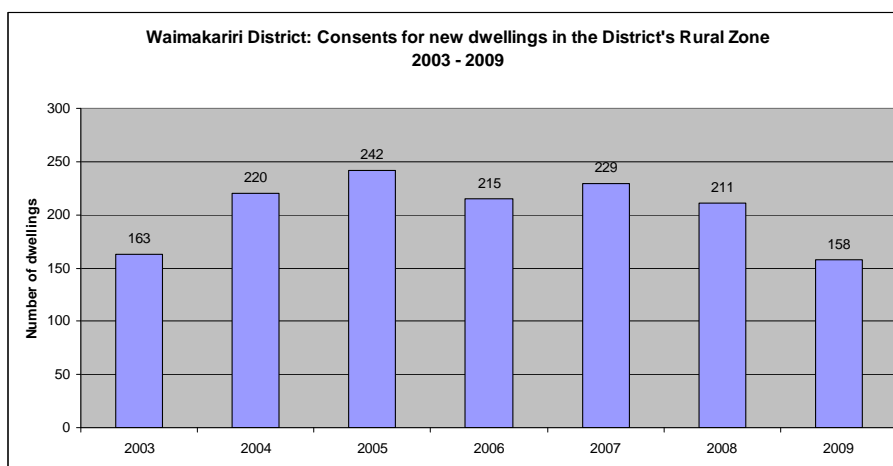
During the last 18 months many of the subdivisions applications for the Rural Zone have involved the creation of one or two small lots at a time, and not the large scale applications involving 10 to 30 lots received previously.

Despite the steady decline in the number of applications for new small rural lots being sought, it should be recognised that in the last seven years over 2,300 new small rural lots have been created in the Waimakariri District, and this has significant implications from a District development perspective. It is placing substantial demands on the District infrastructure and Council services, particularly the roading network and the provision of community water supplies in areas where high quality ground water is not readily available.

For further information about the use of rural land in the Waimakariri District see the sections of the Councils 2009 Progress Towards Community Outcomes Report on Land Use and Land Cover, and the Character of towns, villages and rural areas at www.waimakariri.govt.nz/publications/progresstowardscommunityoutcomesreport

6.3 Small-holding development

While some of the recently created small rural lots may not be offered for sale, many have been on-sold by the landowners that initiated the subdivision and/or the developers who purchased the larger farms with a view to subdivision. This is reflected in the substantial number of consents for new dwellings that have been issued for the District's rural areas in the last few years.



Source: Waimakariri District Council building consent database

In the seven calendar years 2003 – 2009 inclusive the Council has issued building consents for 1438 new dwellings in the District's rural areas, and at least 1350 of these have been for new dwellings on small-holdings of between four hectares and eight hectares. The balance of these consents for new dwellings have been for dwellings on smaller rural lots in subdivisions such as the San Dona Olive Groves and other old lots which retained the right to have a dwellinghouse despite the fact that they did not comply with the new plan standard, or for worker accommodation on farms recently converted to dairying.

This means that on average approximately 200 new developed small-holdings per year during the period 2003 – 2009. During the down turn in new home construction in the District during 2009, consents for new dwellings in the Rural Zone represented 48 percent of the all consents for new dwellings issued for the District as a whole.

This means that there are now also about 900 new small holdings without dwelling in the District. It should be recognised that the developed holdings will be coming onto the market alongside the numerous new small-holdings that are currently being marketed without dwellings. The substantial increase in the number of small-holdings that have been developed in the District in recent years is likely to have significant implications for this segment of the District's property market in future years, as more of these properties can be expected to be on the market at any given time.

The Council's 2006 Small-Holding Owners Survey asked respondents how likely they were to move from their property in the next five years, and there responses provide some indication of the likely rate at which developed small-holdings are likely to come onto the market. Of the households surveyed 26.5 percent indicated that they were either very likely or quite likely to move within the next five years, with a further 8.9 percent who did not know.

For more information about the findings from the 2006 Small-Holding Owners Survey see www.waimakariri.govt.nz/publications/researchandmonitoringreports .

7 Roothing and infrastructure services

7.1 Roothing

7.1.1 Council contribution

The Council plays a major role in District development as a service provider, and its contribution with respect to roading is one of the most important aspects of this role. The funding available to the Council for roading projects comes from its roading rate levied on properties in the District, Development Contributions payable on subdivision, loans, and the subsidy available from the New Zealand Transport Agency.

As noted earlier, the Council in its 2009 - 2019 LTCCP made provision for infrastructure for the greenfields areas to be developed under PC1. When this LTCCP was being developed in late 2008 there was a high level of uncertainty about the rate at which development would occur in the GCUDS area because of the downturn in economic activity across the world. As a result the Council projected low growth for the first three years of this ten year plan, and assumed that, based on past experience, the rate of growth was likely to pick-up during the middle and later years covered by this LTCCP.

The growth related roading work projected for the first three years of the 2009 – 2019 LTCCP included sums of approximately \$750,000 for subdivision projects each year, and in 2010/11 sums to be spent on the East Woodend ODP area, the West Rangiora Link Road, Gladstone Road, Te Kaiapohia Road. In 2011/12 growth related expenditure on roading was scheduled to include a further amount of the East Woodend ODP area, and the Soutbrook (Business 2) ODP area.

The Council's Annual Plan 2010/11 made that some changes have been made to the projected expenditure for the next financial year, including moving the sums allocated for the East Woodend ODP area and Gladstone Road to the 2011/12 financial year.

The sum of \$206,000 to be spent to secure part of the link for the west Rangiora road between Lehmans and River Roads was brought forward in the 2009-19 LTCCP from 2015/16, as the result of submissions to the draft document, will be largely funded by Development Contributions. As a result of this change in timing this project will not attract New Zealand Transport Agency funding as had been initially assumed.

7.1.2 Woodend bypass decision-making

The issue of the future of State Highway 1 at Woodend has been a matter of concern for many years. Currently, there is a designation in place to allow the construction of a four lane roadway through Woodend. There have been a number of assessments made of the feasibility of a bypass over the years. The establishment of the new town, Pegasus, with a projected population of approximately five thousand to the north east of Woodend strengthens the case for the construction of a bypass. Between 2006 and 2008 then Transit New Zealand engaged in extensive consultations with the Woodend community over possible routes for a bypass.

In 2008 the Waimakariri District Council confirmed its preference for a short eastern bypass. In mid-2009 the Council was advised that the New Zealand Transport Agency Board had considered options for improving the State Highway capacity through and adjacent to Woodend, and indicated that further investigations would be undertaken with respect to both the short eastern bypass and four-laning of the existing highway. Funding for this work is provided for in the National Land Transport Programme for the 2010/11 financial year, and so the Agency will be commencing the next stage of its work on the options for the future of State Highway 1 at Woodend after June 2010. Irrespective of the outcome of this work, it is highly unlikely that the construction work on a bypass or the four-laning of the State Highway at Woodend will occur during the next 10 years.

7.2 Infrastructure services

7.2.1 Water and Stockwater

The 2009-19 LTCCP when reporting on key issues for water and stockwater stated *“Growth within the District, while expected to be less than in the past five years, is still expected to place strain on many of the District’s water supplies, especially in rural areas where it is very difficult of plan for growth.*

The 2009-19 LTCCP summary of growth related projects with a capital cost of over \$50,000 for the period 2009/10 – 2011/12 included:

For Rangiora:

- A new source of water – Coastal Aquifer Source
- Southbrook Stage 3
- Kippenberger Avenue
- South Belt boost main
- Johns Road main
- Western Arterial main

For Woodend:

- Woodend Beach main extension

For Kaiapoi:

- North East Kaiapoi Structure Plan Area

For Oxford area:

- Additional sources of water for the Oxford No.1 and No.2 schemes

For Oxford Urban:

- New water source (deep well)
- Mains upgrade

Of the projects scheduled for the 2010/11 financial year in the LTCCP, those involving the completion of the search of a new source of water for Rangiora, the North East Kaiapoi Structure Plan, and the additional source of water for the Oxford No. 1 scheme have been included in the 2010/11 Annual Plan. The work on the Rangiora Western Arterial main from the 2011/12 financial year, while work on the South Belt boost main, the Woodend Beach main extension and the search for an additional source of water for the Oxford No.2 scheme were not included in the draft budget for the 2010/11 as anticipated in the current LTCCP.

In explaining the variations to the expenditure for 2010/11, the Annual Plan explains that the design of the Woodend Beach water supply main has been deferred 12 months, until 2011/12, and that the upgrades to the Rangiora, Oxford Urban water supplies will be completed during 2010/11 and 2011/12. The continuation of the investigation of options to bring a water supply to Tuahiwi, and the programme for community consultation during 2010 are also noted among explanation for the variations to 2009-19 LTCCP in this Annual Plan.

7.2.2 Sewerage

The 2009-19 LTCCP identified the planning for service delivery for new residential areas as a key issue for the period covered by this 10 year plan.

The growth related sewerage project of over \$50,000 identified in the 2009-19 LTCCP for the years 2009/10 – 2011/12 included:

For Rangiora:

- Ivory Street catchment diversion
- West Rangiora ODP West Belt pipe upgrade
- East Rangiora ODP Northbrook Road pump station

For Kaiapoi:

- Peraki Street upgrade
- Peraki Street pipe diversion
- Cam Road storage

For Woodend:

- East Woodend ODP upgrade gravity mains

For Tuahiwi:

- Odour control

For Oxford

- New clarifer

The LTCCP commitment to undertake the Peraki Street pipe diversion in 2010/11 is retained in this year's Annual Plan.

Other variations to the current LTCCP noted in the 2010/11 Annual Plan includes the work to be undertaken with developers to assess the wastewater servicing options for the Mandeville/Ohoka area, prompted by three plan change applications for Residential 4 Zones at Mandeville. If approved these Plan Changes would result in the creation of a further 200 Residential 4 lots at Mandeville. The Annual Plan also signals that there is the possibility of 50 – 100 further lots at Ohoka. This investigation of options will *“help to ensure a collective servicing plan [is] identified that [will] maximise efficiencies and avoid proliferation of individual package treatment plants.”*

7.2.3 Drainage

Ensuring appropriate arrangements are made for drainage is also a significant aspect of the work of the Council with respect to the planning and installation of infrastructure in new subdivisions.

The drainage growth related project identified in the 2009-19 LTCCP for 2009/10 – 2011/12 are:

For Rangiora:

- Southbrook
- West Belt piping
- Railway Road
- East Rangiora development

For Woodend:

- East Woodend ODP area

For Kaiapoi:

- Beswick new pump station
- Feldwick pump station upgrade
- McIntosh Drain outlet basin

The 2010/11 Annual Plan provides for drainage work at Railway Road, Southbrook consistent, which is consistent with the current LTCCP. It also makes provision for the expenditure of \$100,000 on the East Woodend ODP area, which means that part of the sum allocated for the 2011/12 year in the 2009 – 19 LTCCP has been brought forward.

The Draft Annual Plan notes the sum brought forward for the East Woodend ODP area, and explains that this change has been made *“to allow design and the consent application of the proposed East Woodend Stormwater Retention basin to proceed.”*

The Council also included an additional \$20,000 in the 2010/11 budget for the Rangiora Urban Drainage Area, to allow for consent monitoring in relation to the East Rangiora ODP area.

8 Recreation

8.1 Overview

The Council’s commitment to recreation includes parks and reserves, swimming pools, community buildings and the Rangiora Airfield. The Council also maintains an integrated District library service which currently involves three libraries, one at Rangiora and combined library/service centres at Kaiapoi and Oxford.

The Councils 2009-19 LTCCP undertakes to implement the *“recreation components of the District Development Strategy”*.

8.2 Parks and reserves

The Council has an ongoing commitment to ensuring that the Districts parks and reserves meet the needs of its increasing population, and uses funds raised from Reserve Development Contribution for this purpose. Contributions are levied on Rural and Residential 4 (rural residential) Zone subdivisions for District Wide Reserves, while Contributions are levied for both District Wide and Neighbourhood Reserves on Business and other Residential Zone subdivisions. The amount levied on each new lot is the lesser of the land value of the additional lot or the growth related expenditure (actual and/or projected) divided by the projected number of additional households anticipated for the period under review.

The Council's Reserves Development Contributions Policy sets out the activities for which Reserves Contributions are to be used, which include:

- Land purchase for reserves and the reserves network including linkage strips;
- Esplanade Reserve development;
- Conservation, historic and cultural heritage purposes; and
- Development of land purchased for reserves, such as fences and gates, sports surfaces, tree planting, playgrounds and equipment, part furniture and infrastructure.

The Council's 2010/11 Development Contribution Policy provides for a total expenditure of \$8,170,728 for District Reserves and \$19,458,281 for Neighbourhood Reserves, with the amount to be paid per additional lot or additional dwellinghouse on the same lot being set at \$1,552 for Rural and Residential 4 Zones and \$7,396 for Business and other Residential Zones. The higher amount being levied on new lots or additional dwellinghouses in Business and Residential, 1, 2, 6 and 6A Zones reflects the payments for Neighbourhood Reserves as well as District Reserves. In addition the Council has allocated approximately \$100,000 for the preparation of corquet lawns to provide a base for the Rangiora Croquet Club.

District Wide Reserves fall into a number of categories, including District, Community, Sport Ground, Amenity, Conservation and Esplanade Reserves. The District Reserves vary in size and location across the District, and are high profile reserves with a range of facilities which cater for a diverse number of user groups. The District Wide Sports Ground Reserves are the large reserves cater for multiple sports with a total area for the District as a whole of approximately two hectares per 1,000 of the population. Community Reserves are areas of one hectare or more, but are less prominent and cater for a narrower range of recreation activities than the District Reserves.

Neighbourhood Reserves involve of up to one hectare, and are generally located in Residential areas. These reserves are readily accessible to people living in Residential areas, as most will not have to walk more than 500 metres to their nearest Neighbourhood Reserve. There is a ratio of 10 square metres of reserve for each household within the catchment for each of these reserves.

8.3 Community facilities

The Council is able to levy Development Contributions for new community infrastructure to meet the needs of additional people moving into the District, as the result of residential development. These Contributions for community infrastructure can go towards swimming pools, libraries, service centres, recreation and sports facilities, the Rangiora Airfield, cemeteries, public amenities, street furniture and off street parking. When assessing the sums to be collected via Development Contributions for community infrastructure care is taken to determine how much expenditure on a particular project can be attributed to the need to cater for additional people, and how much is required to overcome current shortcomings or "deficiencies" in these facilities for the residents of existing properties.

The 2010/11 Community Infrastructure Development Contributions Policy identifies the new swimming pool at Dudley Park, an extension to the Rangiora Library and a new library at Pegasus as the projects for which Development Contributions are payable. The Rangiora Library extension is projected to be funded exclusively from Development Contributions, and is scheduled to be built in the 2014/15 financial year

at a cost of \$800,000. By contrast, only 13 percent of the cost of the Dudley Park Aquatic Centre is being funded from Development Contributions with 87 percent from other sources including rates and community fundraising. The Pegasus Library is also being part funded from Development Contributions levied from residential development at Woodend, with 65 percent of the cost of this source and 35 percent from other sources. This library is scheduled to be built when there are 1,000 dwellings at Pegasus, and this is currently budgeted for the 2015/16 financial year.

Other Council initiatives with respect to community facilities are also being undertaken. The Council's 2009-19 LTCCP included a commitment to complete a *"functional design brief"* for the provision of performing arts facilities in the District by 2010. Previously the 2006-16 LTCCP made provision for the upgrading of the Rangiora Town Hall in the 2011/12 financial year, but in the 2009/19 LTCCP this was changed to a more general commitment of \$5 million, including \$1 million from the community, for the development of a performing arts in the 2013/14 financial year facility.

The Council's 2009-19 LTCCP also gave an undertaking to work with the community to determine the role of the Council in the future provision of community buildings, including indoor sports facilities, and that this would be completed by 30 June 2010.

The 2010/11 Annual Plan has also allocated \$780,000 for extensions to the Woodend Community Centre, to provide a meeting room capable of seating 150 people, and a new commercial kitchen, plus office space and a smaller meeting room. A sum of \$250,000 was granted to the Ngai Tuahuriri Runanga towards the cost of its new marae building at Tuahiwi, as well as extra funds for the development of two back playing fields at Kendall Park.

8.4 Rangiora Airfield

The Rangiora Airfield is grouped with recreational facilities, but can also be seen as having the potential to contribute to the District's economic development. In 2008 the Council supported a vision that the Rangiora Airfield would *"develop and be recognised as a prominent airfield for general aviation and associated businesses in the South Island"*. The Council took the first steps towards realising this objective with the purchase of 12 hectares of land in 2008/9 adjoining the Airfield. Of a sum of \$1 million previously budgeted for airfield development in 2012/13, the Council in its 2009/19 LTCCP brought forward the expenditure of \$100,000 to the 2010/11 year to enable infrastructure development to support the construction of additional hangars in the north-western corner of the existing airfield. Among variations to the 2009/19 LTCCP, the Council's 2010/11 Annual Plan indicates a master plan for the future enhancement of the Airfield will be prepared in 2011/2012.

9 District Development monitoring

9.1 Council surveys

The Council has an obligation under the RMA to monitor the State of the Environment and District Plan effectiveness, and under LGA2002 to report on progress towards community outcomes. In addition, the Council undertakes a more general research which contributes to its District Development Strategy. Recent research projects that have assisted in providing direction to the District development have included a New Residents Survey in 2005, surveys of small-holding owners and

Residential 4 households in 2006 as well as a District wide Community Survey in 2007.

The 2005 New Residents Survey was directed to households that had been based in the District for five years or less. This survey was the second of new residents undertaken by the Council, with the first being conducted in 1996. Both sought to identify respondents' reasons for choosing to live in the District, and the findings were remarkably similar. In each instance, high percentages of respondents indicated that they had chosen to live in the Waimakariri District because they valued its environment, the opportunities that are afforded to enjoy an outdoor lifestyle, and the quality of community life it offers.

It was the findings from the first New Residents Survey that played a significant part in determining the directions set out in the District's *Vision 2020* document and the plan standards for amenity in the District Plan. The findings from the second survey conducted almost 10 years later, when the District's population had increased by approximately 11,000 people (33 percent) can be seen as confirmation of the approach being taken by the Council with respect to its management of District development.

The 2006 surveys directed to households living in Residential 4 Zones and small rural holdings provided a greater understanding of the reasons behind the choices being made by people when deciding where to live in these locations. The Residential 4 Zone survey in particular contained a number of questions directed to the style of development preferred for these Zones. From the perspective of business development, the relatively high percentages of respondents to both surveys that indicated involvement with home based business activity is also significant, as it provides a valuable insight into the level of non-land based business activity that is occurring outside of the District's Business Zones.

The 2007 District wide Community Survey provided feedback from members of the community about how they saw the District's town centres, in terms of the general "look and feel", the range of shops, ease of access including the availability of parking, and personal safety. This information has been used by those involved with the Kaiapoi and Rangiora town centre strategies. Questions were also asked in the survey about respondents' level of satisfaction with the maintenance of the character of the District's small settlements and rural areas. The answers to these questions and respondents' comments about these issues will also be taken into account in the general District Plan review to be undertaken in the next two years.

In 2010 the Council is also conducting a survey of businesses in various locations across the District, as well as home based businesses operating in the District's Residential and Rural Zones, excluding farming. The questionnaires used in the various stages of this survey will be adjusted to ensure that the questions are relevant to businesses in different locations in the District.

The first stages of this work were the Rangiora Town Centre Business Survey, and the Kaiapoi Business Survey. These were followed by surveys the Rangiora businesses located outside of the town centre, and businesses in the remainder of the District. The first results from these surveys will be available for the Rangiora and Kaiapoi town centre planning workshops were released March and May 2010 respectively.

9.2 District Plan effectiveness

The Council has also undertaken to projects designed to assess the effectiveness with respect to its Residential 1 and 2 Zone plan standards. The Residential 1 study undertaken in 2003 focused on people living on redeveloped properties, principally in multi-unit or town house accommodation. The findings from this research confirmed the value of encouraging redevelopment close to the town centres of Kaiapoi and Rangiora, as almost all the people approached for this study reported that they valued living close to the shops and other town centre services. Many also indicated that they chose to walk when they visited the town centre rather than using a car. In fact, some of the people interviewed for this study did not own a motor vehicle which made living within easy walking distance from the town centre even more important for them.

The Rivertown Villas study, which involved interviews with the first residents to live in the Rivertown Villas complex at Kaiapoi, also supported the District Plan approach to the management of the areas close to the town centres in the District's two main urban areas. In addition, it highlighted the value of allowing comprehensive developments of this type within the District's residential zones.

To date, there are no provisions in the District Plan which allow such a development as a controlled or discretionary activity. When proposed Rivertown Villas was a non-complying activity, but it encountered no opposition. From a planning perspective the significance of a non-complying activity as opposed to a discretionary activity is that a discretionary activity is contemplated by the plan but may be subject to a range of controls depending on the precise proposal the location concerned, while non-complying activities are not contemplated.

In late 2009 the Council undertook an evaluation of recent Residential 2 subdivisions. This project focuses attention on the general layout of The Oaks, Rangiora East, Moorcroft and Courtenay Downs subdivisions, with particular attention being paid to the linkages between streets and the width of footpaths and combined footpath/cycleways. This work will be followed up with a survey of residents living in these subdivisions to ascertain the reasons for their choosing to live in their respective subdivisions, and what they like and do not like about their locality now that they are living there. The Council sees community views about their living environment as important because the amenity standards in the District Plan take account of community views as well as professional opinion.

The Council will also be undertaking a range of research projects during the next one to two years, to support the formal review of the District Plan.

The Council intends to continue its practice of posting all its research reports on its web site www.waimakariri.govt.nz/publications/researchandmonitoringreports, and those associated with the District Plan review will be posted as they are completed, to ensure that people interested in this process have access to as much information as possible when they choose to participate in the related consultations.

Appendix: District Development Strategy projects 2010/11

The Council has included funding for the following projects in its 2010/11 District Development Strategy Budget.

District wide projects

Partnership with Mahaanui Kuataiao for advice concerning matters of interest to Maori associated with Private Plan Change and Resource Consent applications.

Planning for the integration of transport and land use

Investigations relating to the provision of business zoned land, including the adequacy of land zoned Business 1 for town centre retailing

Greater Christchurch Urban Development Strategy/Canterbury Regional Policy Statement Change 1 implementation

Main towns

Completion of the Kaiapoi Town Centre Strategy

Completion of the Rangiora Town Centre Strategy, and commencement of implementation planning

Scoping of a Woodend town centre development project

Rural Zone and West of District

Resolution of outstanding issues associated with Maori Reserve 873

Commencement of the implementation of the Residential 4 (rural residential) Zones Development Plan

Scoping of issues relating to the Oxford urban area and the Residential 3 settlements to the west of the District and north of the Ashley River/Rakahuri

Scoping of issues relating to the District's main Rural Zone

