

13. Resource Management Framework

Issue 13.1

The Waimakariri District's geography and patterns of development has enabled and fostered distinctive patterns of resource use based on:

- a. the close interdependence between Christchurch City and the District for social and economic activities;
- b. a concentration of the District's population in five main towns, four of which are on or close by national transport corridors;
- c. the location of the State Highway, Northern Motorway, and rail corridor in the east of the District in close proximity to about 70% of the District's population;
- d. intense settlement and resource use on the low-lying floodplains and former swamps in the east of the District; and
- e. reliance on road transport, and private vehicles in particular, and the absence of significant transport alternatives.

Objective 13.1.1

Recognise and provide for the community's social and economic relationships 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.

Policy 13.1.1.1

Management of natural and physical resources based on areas where there are differences in:

- a. the area's relationships with Christchurch City;
- b. amenity values and environmental qualities;

- c. the area's connection to, and dependence on, the national transport corridor;
- d. the area's form and function;
- e. the area's relationship with other areas within the District;
- f. community resource management expectations; and
- g. actual and potential effects of subdivision, use and development.

Explanation

The Waimakariri District's relationships with Christchurch City materially influence the way the District has developed, and consequently has had a significant impact on resource use within the District. Some aspects of the relationship are reflected in resource management consequences within the City. This policy acknowledges that relationship as a key to management responses.

The District is mostly within convenient commuting time of the City; 60% of the adult workforce are employed in Christchurch City. The District offers and has been subject to demand for residential and lifestyle choices not perceived to be available in the City. The District remains a significant primary producer which supports processing industries in the City.

Sustaining these relationships is dependent on continuing high levels of fossil fuel use. Resource management strategies will reassess these traditional patterns of resource use, and promote options to road/car dependencies. This policy does not seek continuation of patterns of unsustainable resource use. It highlights key elements where choices can be made to promote more sustainable options within different areas in the District.

There is significant potential for the District to be more self-sustaining for employment, social activities, recreation and business. Resource management responses appropriate within this policy should facilitate ways and means for the Waimakariri community to better sustain its own residents' and visitors' needs. There is a close relationship between the number of people living in the District's Rural Zones and the extent of the District's long term dependence on fossil fuels. The transport needs of people living in urban areas can be met more effectively by public transport, than the transport needs of people living in rural areas.

Within the District the main towns fulfil roles and functions that tie them closely to the rural areas. Rangiora serves a North Canterbury catchment to a greater extent than Kaiapoi, but all the towns provide to varying extents for the various needs of both their town communities, and those of surrounding rural areas. This policy recognises these relationships and it reinforces the point that many links tie a small District together – the towns may be small in scale but they perform clearly defined roles within the District. This policy is based on a community expectation that the management of resources within distinctive environments is necessary even at this small scale to provide for the wellbeing, health and safety of the community, and to protect and enhance natural and physical resources.

As a result of its research and community consultation the Council considers it is possible to identify areas of different amenity values, environmental qualities, form and function, resource management issues, community expectations, and environmental effects arising from the use, development and protection of resources. An efficient and effective way of promoting sustainable management of natural and physical resources can be based on these areas.

A zone based approach provides a technique familiar to the community within which “integrated management of the effects of the use, development and protection of land and associated natural and physical resources of the district” (section 31(a)) can be achieved. A framework of zones will reinforce the opportunities for appropriate management. The differences between zones can be reinforced within the framework by setting out different environmental standards and environmental outcomes for different areas of the District.

Two primary environments are recognised: rural and urban.

There are three zones for the rural environment. The Rural Zone is the principal zone for the majority of the rural environment of the District. The Mapleham Rural 4B Zone recognises the development of a 70 hectare specific rural environment based on a Concept Plan (District Plan Map 147) as approved by a decision of the Environment Court (C9/2002). The Pegasus Rural Zone recognises the special characteristics of the rural areas surrounding Pegasus, in particular for nature conservation and cultural heritage values in some areas and for treated wastewater disposal in others.

Within the urban environment 13 zones provide a resource management framework for sustaining different densities, standards, and urban form and function based on different types of subdivision, development and land use.

- **Residential 1** is found only in Kaiapoi and Rangiora. It creates the potential for a new form to the towns based on higher density housing in association with the town centres.
- **Residential 2** is typical of most Waimakariri urban areas being low density, detached dwelling living environments.
- **Residential 3** are areas of special character in the beach settlements and small rural towns.
- **Residential 4A and 4B** are very low density, detached dwelling living environments in a rural setting.
- **Residential 5** is a special amenity, low density living environment based on and around man-made lakes in a rural setting near Pineacres.
- **Residential 6 and 6A** covers the developing new town of Pegasus and creates the potential for the development of an independent, integrated residential community with a mixture of housing densities and associated commercial, recreational and community services.
- **Business 1** covers the distinctive town centres; Woodend, Oxford, Rangiora and Kaiapoi Town Centres based on a wide range of business activities and public amenities.
- **Business 2** are areas of existing commercial and industrial activity in the District.
- **Business 3** provides for the Carter Holt Harvey MDF panel plant at Sefton.
- **Business 4** provides for a small existing area of retail and business activity that is located at the southwestern corner of Williams and Carew Streets in Kaiapoi, and the Lilybrook shops on the corner of Percival Street and Johns Road in Rangiora.

CROSS REFERENCE: Chapter 19: Cross Boundary Issues – 19.2.1

Methods

Processes to Deal With Cross Boundary Issues 13.1.1.1.1

NOTE: See Chapter 19: Cross Boundary Issues

District Plan Rules 13.1.1.1.2

Zoning of distinctive areas.

Different activity and development standards for different zones.

Subdivision standards and classifications of activities reflecting environmental outcomes sought for each zone.

District Plan Policies 13.1.1.1.3

Setting out environmental qualities of zones.

Plan Change 13.1.1.1.4

Assessing extensions to, and new, zones in relation to environmental qualities identified as important.

Liaison 13.1.1.1.5

Meetings with agencies providing utilities and services.

Policy 13.1.1.2

Avoid, remedy or mitigate the adverse effects of the development of Residential 4A and 4B Zones by limiting the establishment of new zones to locations where the subdivision and development will not:

- a. adversely affect significant natural and physical resources;
- b. exacerbate damage from natural hazards (including flood damage); and
- c. create conflict with neighbouring land uses.

Explanation

Residential 4A and 4B Zones by their low density, and often isolated nature, have the potential to adversely affect natural and physical resources within the District. Significant resources can include:

- fresh water;
- 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 Tuahuriri; or
- infrastructure, such as roads and service utilities.

Policies on these matters are contained within the relevant chapters of this District Plan. In regard to infrastructure, policies (in Chapter 11: Utilities and Traffic Management), reinforce the importance of maintaining roading and power networks, and the need to consider service utilities (eg water supply and effluent disposal) – the effects on these services and their ability to supply new developments and planned expansions.

The potential adverse effects of these developments are not limited to those on the site or in the immediate surrounding area. The isolation and low density of 4A and 4B Zones typically requires significant links with larger settlements for employment, entertainment, services and recreation. The Residential 4A and 4B Zones are recognised as urban environments by the Plan (Chapter 15: Urban Development). However, there are recognised differences between different urban areas, particularly due to scale, density and associated services and facilities.

The effect on natural hazards is potentially two fold: the susceptibility of development within the zone to damage and secondly the effect that the development has on the frequency and magnitude of the hazard off the site. An example is, those damages arising from flooding (Policy 8.2.1.3).

The Residential 4A and 4B Zones can also create potential conflicts with incompatible land uses. Potential conflicts should be avoided or, where it is feasible, remedied. Consideration should be given to the qualities of the surrounding zones, as set out in Chapter 14: Rural Zones, Chapter 15: Urban Development, Chapter 16: Business Zones and Chapter 17: Residential Zones.

The adverse effects that may arise can also be cumulative, arising over time or in combination with other effects.

CROSS REFERENCE: Policies 13.1.1.4, 17.1.1.1 and 17.1.1.2

Methods

Processes to Deal With Cross Boundary Issues 13.1.1.2.1

NOTE: See Chapter 19: Cross Boundary Issues

Town Centre Development Strategy 13.1.1.2.2

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. The Council is committed to completing stage two of the Retail Development Strategy. This is part of the overall District Development Strategy providing Council and community proposals for managing change and development.

District Development Strategy 13.1.1.2.3

Prepare a strategy to integrate the management of Residential 4A and 4B Zones in the District. Include an examination on the effects of future development on the natural and physical resources of the District and surrounding territorial areas.

Policy 13.1.1.3

Promote a standard of servicing that recognises:

- a. the different physical environments and servicing constraints of areas within the District;
- b. the varying densities of the population in different areas; and
- c. the different amenity values, environmental quality, and community expectations associated with the different zones.

Explanation

The standard of services largely reflects the physical environment of areas within the District. Areas that are low-lying and are prone to flooding require a certain standard of service to meet established performance criteria. In other, more free-draining areas, this same performance criteria may be met by a different standard of service. The standard of service required to meet performance criteria for the disposal of effluent will also vary across the District depending on the ground condition, proximity to groundwater aquifers, and availability of water supplies.

The standard of services also relates to the density of population. As the density increases a higher standard of service is required to avoid, remedy or mitigate adverse effects. Septic tanks and private wells give way to community water and sewerage schemes and in the case of the five main towns, full reticulated water and sewerage schemes servicing the whole urban area.

The standard of servicing influences the amenity and environmental qualities of an area and is an important element contributing to the differentiation of zones in the District. For example, the standard of services in the Rural Zones compared to Residential Zones is different. A consistent message documented in a number of the background reports for this Plan is that these differences should be retained in order to provide a range of different environments from which people can choose to live, work and recreate.

The Council has chosen to implement this policy by prescribing different standards of service for different zones and monitoring amenity standards in resource consents.

Methods

District Plan Rules 13.1.1.3.1

Standards for roads and utilities.

Asset Management Plans 13.1.1.3.2

Forward plan of services including standards of servicing.

Service Provisions 13.1.1.3.3

Maintenance contracts.

Liaison With Developers 13.1.1.3.4

Working with developers to provide appropriate means of servicing according to circumstances and to co-ordinate proposals.

Financial and Development Contributions 13.1.1.3.5

Rules requiring money or land for purposes set out in Chapter 20: Financial Contributions and Chapter 34: Financial Contributions – Rules or in Waimakariri District Council’s Development Contributions Policy.

Engineering Code of Practice 13.1.1.3.6

A set of engineering standards developed by the Waimakariri District Council for roads, domestic water supply and sewerage.

District Development Strategy 13.1.1.3.7

A non-statutory document setting out the Waimakariri District Council’s preferences as service, facility, and utility provider for the location and nature of future development including proposals for the integrated and staged provision of the services, facilities and utilities required by that development. The strategy is drawn around urban design principles and a 20 year planning period.

Policy 13.1.1.4

Encourage patterns and forms of settlement, transport patterns and built environment that:

- a. reduce the demand for transport;
- b. provide choice of transport modes which have low adverse environmental impact;
- c. decrease the production of motor vehicle emissions;
- d. make efficient use of regional transport network; and
- e. reduce the rate of use of non-renewable energy sources.

Explanation

The pattern of settlement and transport and the built environment, both urban and lifestyle development, affects the way resources are used. As a consequence these patterns influence the way settlements and transport adversely affects the environment. The direct effects of settlement pattern on some resources (ie water and land) is recognised in other parts of the District Plan.

Patterns of settlement directly influence patterns of transport, and particularly the ability to provide transport mode alternatives for the community. Once a pattern of settlement is established it is generally irreversible. Therefore, it is important that the long term effects of settlement pattern are evaluated at the time of establishment.

Settlement patterns that encourage a greater reliance on personal car travel result in increased travel demand and vehicle emissions, which, for example, have an adverse effect on air quality. Such patterns are also likely to result in the inefficient use of transport facilities such as the regional transport network. It is therefore important that the pattern of settlement encourages the use of modes of transport that have low environmental impact (eg cycling, walking, and public transport).

New development must be “knitted” into the existing fabric of the District so that it benefits not only those people within the development, but also provides some synergy to the wider community. To achieve this there must be recognition of the existing settlement patterns and strategic advantages to the community of building on these in a way that encourages positive effects on the environment and community. These positive effects include enabling the existing townships of the District, and in particular Rangiora and Kaiapoi, to become more self sufficient for employment, services, recreation and entertainment. Over time, this will allow the opportunity for residents to decrease the distances between homes, sources of employment, shops and other frequent destinations, reducing the demand for transport and enabling different choices of transport mode to be made.

It is recognised that development in the District can have an impact on Christchurch and visa versa.

NOTE: See Chapter 19: Cross Boundary Issues – 19.2.1

Methods

Processes to Deal With Cross Boundary Issues 13.1.1.4.1

NOTE: See Chapter 19: Cross Boundary Issues

Asset Management Plans 13.1.1.4.2

Forward plan of services including standards of servicing.

District Development Strategy 13.1.1.4.3

A non-statutory document setting out the Waimakariri District Council’s preferences as service, facility, and utility provider for the location and nature of future development including proposals for the integrated and staged

provision of the services, facilities and utilities required by that development. The strategy is drawn around urban design principles and a 20 year planning period.

Town Centre Development Strategy 13.1.1.4.4

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. The Council is committed to completing stage two of the Retail Development Strategy. This is part of the overall District Development Strategy providing Council and community proposals for managing change and development.

Principal Reasons For Adopting Objectives, Policies and Methods 13.1.2

In giving effect to the Resource Management Act 1991 the Council has the function of managing in an integrated way the effects of land use, subdivision and development. It must also control the adverse effects of resource use (section 31(a), (b) Resource Management Act 1991). How it chooses to carry out these functions is influenced by the community's preference or choices for sustainable management of the natural and physical resources of the District. The resource management proposals must be appropriate to the circumstances of the District.

The Regional Policy Statement addresses several regional issues which are relevant to the Issue and Objective, and Policy 13.1.1.1. Sections 12, 14 and 15 address regional matters relating to patterns of development, energy use, efficiencies of use of regional infrastructure including transport networks, natural hazards, and the expansion of rural towns. Method 2 of Chapter 12 of the Regional Policy Statement for example, contains a list of eight matters District Councils should consider in the preparation, variation or change of district plans. The Resource Management Framework of the Waimakariri District Plan sets the structure for consideration of these matters, amongst others: in addition to Policy 13.1.1.4, which deals with settlement and transport patterns, particular regional matters are addressed in other theme or zone based policy chapters of this District Plan.

There has been extended public discussion on the future of the District. Part of that discussion has focused on managing residential growth. A further issue has focused on how best to manage, and provide for, the employment and business needs of present and future residents and visitors. The future of the rural environment, and proposals for its management, have been widely discussed. This is in part because of the effects of land use intensification, and in part because it is playing a role in providing for people's needs not associated with traditional soil and water values.

A community view of its preferred future set out in Vision 2020 has been developed further with respect to future retail development (Retail Development Strategy stage one), and future residential development associated with existing towns (Growth Options Report; Waimakariri Towns – Directions for Residential Growth 1997-2016). All three exercises have been a catalyst for community discussion about the nature, scope, sustainability and desirability of change and development. Clear expressions of preference are set out in each document. They provide a substantial foundation upon which the District Plan can build in promoting a sustainable future. In this context the District Plan is one method of enabling the promotion and achievement of the outcomes confirmed by those public consultation exercises.

The zoning approach taken in the District Plan based on Policy 13.1.1.1 is a valid technique for a community to exercise choice over the sustainable and integrated management of resources. The community has placed considerable weight on enabling the District:

- to be more self-sustaining;
- to retain its distinctive, sustainable qualities; and
- to sustain high quality natural, living, and productive environments.

The zoning technique used in this District Plan has been chosen as an appropriate and necessary resource management tool to:

- promote the sustainable management of the District's resources;
- integrate and co-ordinate development into the existing fabric of the District; and
- avoid significant adverse effects on the environment from increased energy and transport use, loss of trade to Christchurch, impacts on residential environments, inefficient use of infrastructure.

Policy 13.1.1.2 addresses Residential 4A and 4B Zones specifically. These zones provide a lifestyle for the people residing within them. However, it is important that the opportunities for these lifestyles are enabled in a manner that is not inconsistent with the objectives and policies of this District Plan, the Regional Policy Statement and the Resource Management Act 1991.