

# Section 32 Report

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Commercial, Mixed Use, Industrial and Special  
Purpose (Museum and Conference Centre) Zones  
Chapters

prepared for the

## Proposed

# Waimakariri District Plan

18 September 2021



**WAIMAKARIRI**  
DISTRICT COUNCIL

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## 1. EXECUTIVE SUMMARY

Waimakariri District's population grew by 60% between 2000 and 2017, employment grew at a similar rate, and District GDP almost doubled, averaging annual growth of 4.2%. Since 2017, the Waimakariri population has grown from 60,300 to 64,700 which is equivalent to 1,500 new residents per annum. Based on household formation rates, it is expected that the growth in population would have generated an additional 500 to 600 new households within the district per annum.

The economic forecast scenarios supporting the proposed Plan show that employment is expected to grow to between 30,300 (Medium) and 35,500 (High) jobs by 2053. The Medium-high scenario has a growth of approximately 400 new jobs per annum, which is slightly slower than has been observed over the last two decades, and would result in total District employment reaching 32,000 by 2053.

The growth described above will require the commensurate provision in the District Plan of business land and employment opportunities to ensure the economic and social enablement of the District's community is not only upheld, but advanced.

Business and employment growth will cross a range of activities, from small format retail and office developments to large scale industrial and large format yard based retail. These different activities typically have different requirements, ranging from location and accessibility to site size and surrounding environment. These requirements need to be considered and provided for through the District Plan.

In addition, the District contains a range of centres of differing scale and importance. Communities rely on these centres for their daily, weekly and other needs. Centres are also where council and other community facilities typically locate. Some types of out of centre commercial development can draw commercial activity away from centres, thereby reducing centre vibrancy and undermining their role as community focal points. The need to provide for and maintain functioning centres, has to be provided for in the District Plan.

The provision of business land and employment opportunities needs to be integrated with the District's strategic infrastructure and where people live and work. Accordingly, plan provisions need to sustainably manage business land development and its effects in a way that assist in achieving quality compact urban forms at Rangiora, Kaiapoi, and at Woodend / Ravenswood / Pegasus, and the form and identify of smaller settlements such as Oxford.

The proposed provisions address key themes as follows:

- (a) Activities – with a shift from the Operative Plan's 'effects-based' format to the Proposed Plan's 'activity-based' structure (to implement the mandatory National Planning Standards framework), the Proposed Plan identifies the types of activities that are anticipated and provided for in different zones or environments and controls those that are not anticipated;
- (b) Interface issues – the rules provide an effective framework for managing levels of expected amenity along the interface of different zones, especially where one is more sensitive than the other in terms of amenity outcomes e.g. the Industrial and Residential Zone interface;
- (c) Internal zone issues – the rules deliver a level of amenity within the zone commensurate with the underlying purpose of the zone and the nature and functional needs of the activities that the zone provides for; and

(d) Urban design issues – related to theme (c) above, the rules seek to deliver acceptable urban design outcomes, with a greater focus on town centre locations.

Overall it is considered that the proposed commercial, mixed use and industrial chapters are the most appropriate given the consideration of benefits and costs.

## 2. OVERVIEW AND PURPOSE

### 2.1 Purpose of Section 32 RMA

The overarching purpose of Section 32 of the Resource Management Act 1991 (RMA) is to ensure that plans are developed using sound evidence and rigorous policy analysis, leading to more robust and enduring provisions.

Section 32 reports are intended to clearly and transparently communicate the reasoning behind plan provisions to the public. The report should provide a record of the evaluation process, including the consultation, technical work, methods, assumptions and risks that informed that process. A robust report can prove highly useful to decision makers, particularly where it clearly communicates the analysis undertaken to identify the most appropriate way to achieve the purpose of the RMA.

The District Council is required to undertake an evaluation of any proposed District Plan provisions before notifying those provisions. This Section 32 evaluation report provides the reasoning and rationale for the proposed provisions and should be read in conjunction with those provisions.

### 2.2 Topic Description

In the Proposed District Plan, the Commercial and Mixed use Zones, Industrial Zones and Specific Purpose Zones are all contained in Part 3 – Area Specific Matters.

The topic encompasses the planning provisions for the following district plan chapters:

- Neighbourhood centre zone;
- Local centre zone;
- Town centre zone;
- Large format zone;
- Mixed use zone;
- Light industrial zone;
- General industrial zone;
- Heavy industrial zone; and
- Special purpose - Museum and conference centre zone.

It includes provisions to achieve identified outcomes across a range of identified commercial centres, other commercial areas and industrial zones. The topic includes activity and built form standards for the zones and relies on the application of District-wide provisions such as transport, noise and subdivision.

Key relevant Waimakariri District Plan changes to note are set out in the table below. In addition, there have been changes to higher order planning documents (see later in this evaluation).

*Table 1 – Relevant District Plan Changes*

| <i>Description of Major Plan Changes*</i>            | <i>Comments</i>  |
|--|--|
| Council Plan Change 28 (Operative 21 September 2009) | Outline Development Plan for Southbrook Business 2 Zone area.                          |
| Private Plan Change 07 (Operative 19 March 2012)     | Ravenswood Business - rezone approximately 10ha of Rural Zone land to Business 2 Zone. |

|  |   |
|--|---|
| Council Plan Change 33 – Mandeville Business (Operative 14 December 2015)  | Rezoned 0.62ha from Rural to Business 4 Zone. The Business 4 Zone has the purpose of providing local convenience functions.   |
| LURP Action 25 – Creation of the Business 6 Zone (Operative 17 November 2011)  | Re-zoned a rural area to Business 6 (a special character zone) based on a museum and conference complex.  |
| LURP Action 25 – (Operative 17 November 2011)  | Rezoned greenfield priority areas for business at 7, 25, 31 and 43 Todds Road and 10 Townsend Road, corner Todds Road, Townsend Road and Fernside Road, Southbrook from Rural to Business 2 zone - rules proposed include restrictions on new dwellings.  |
| Private Plan Change 20 – Business 5 Zone (Operative 20 April 2015)   | Rezoned approximately 8 hectares near Kaiapoi from Rural to Business 5 (in an area generally defined by State Highway 1, Smith Street and the Kaiapoi River). Provides for trade supplier and large floor plate office activities.  |
| Plan Change PC34 - Kaiapoi Town Centre Urban Design and Plan Change PC35 - Rangiora Town Centre Urban Design (both made operative on 17 December 2012) and Plan Change PC43 Oxford Town Centre Urban Design Guidelines (operative 18 April 2016)   | PCs 34 and 35 provided building, development and design guidance for buildings within the town centres of Kaiapoi and Rangiora, within the existing Business 1 Zone.<br><br>PC43 provided the Oxford Business 1 Zone with greater urban design guidance in order to encourage good urban built outcomes that reflect the distinctive built form and character of the Oxford town centre (Business 1 Zone) when future development occurs. |
| Plan Changes 5 and 7 (operative 9 <sup>th</sup> March 2012).   | These private plan changes sought to re-zone areas at North Woodend from rural to Business 1 and Business 2 as part of the Ravenswood development.  |
| *There have been many other plan changes in addition to those listed covering matters such as signage, supply of parking, noise in the Business 3 Zone and for noise measurement. Some of these changes are minor, while others are of more relevance to District wide chapters and so are not covered here. |   |

## 2.3 Significance of this Topic

The topic is significant by virtue of its scale (it covers significant parts of the District's urban areas) and the nature of the activities covered. The commercial provisions need to define and maintain the existing established hierarchy of commercial centres to protect town centre functioning, vitality and the Council's expenditure in community infrastructure, but also provide for the day to day needs of the community. They need to include requirements for good design outcomes and the management of amenity at zone interfaces.

The industrial provisions need to provide for a range of industrial activities, managing amenity at the boundary with sensitive environments, and to a lesser extent, within the zones. They also need to

restrict activities that could undermine the viability and functioning of the existing commercial centres, or take up land that is needed for industrial activities.

Combined, the chapters need to support the economy of the District by providing varied opportunities for the establishment of employment generating business, including intensification in the District's town centres, and opportunities for their expansion.

## 2.4 Current Objectives, Policies and Methods

The commercial and industrial topics are managed through provisions applying to the business zones, as well as provisions applying in other zones and District-wide provisions. These have been assessed by theme and are contained in **Appendix 1**, with a summary below.

### 2.4.1 Policy Framework Summary

The relevant policies are located within policy chapters on Health, Safety and Wellbeing (Chapter 12), Urban Environments (Chapter 15), and Business Zones (Chapter 16). The fragmented policy framework creates difficulty for identifying and summarising the policy direction.

As an overall package, the Operative District Plan appears to provide the following direction regarding business activities:

- Urban growth is to occur in locations where adverse effects are managed across a range of topic areas. The Plan does not provide specific direction as to the location or nature of activities, with plan changes and resource consents to be considered on their individual merits;
- The Plan seeks to be enabling of a wide range of business activities, with specific reference to making the District more self-sufficient and to avoid businesses having to locate in Christchurch due to a lack of opportunity in Waimakariri;
- Whilst being enabling and relatively non-directive in terms of business location, the District Plan nonetheless has a strong 'centres-based' approach to managing the distribution of commercial activity. The Key Activity Centres (KACs) are to be the primary focus of commercial and community activities, and commercial activity seeking to establish outside the KACs needs to be able to demonstrate that it will not have a significantly adverse distributional effect on the existing centres. There is therefore a degree of internal tension between the general urban growth policy direction and the more specific direction regarding supporting KACs. This tension is in part a product of the KAC provisions having been inserted as a post-earthquake action to support the damaged town centres of Rangiora and Kaiapoi;
- The Business 1 Zones and KACs are to achieve good levels of urban design consistent with the delivery of a high quality town centre experience;
- Small-scale suburban convenience retailing is provided for to a limited extent through the Business 4 Zone, recognising existing activity and providing only limited scope for expansion (some areas are however zoned residential);
- Industrial activity is to be enabled primarily within the Business 2 Zones, with retail limited to that which is ancillary to industrial activity i.e. factory shops, or provides a local convenience role for workers such as cafes. Trade Suppliers are also typically excluded. Retail activity is otherwise directed to locate within the KACs.
- Site-specific provision is made for a trade supply and large floorplate office park in the Business 5 zone on the edge of Kaiapoi. The Plan is directive that retail or other activities that would reflect the outcomes sought in the Business 1 Zones are not to occur in this zone;



- Amenity effects relating to matters such as noise, glare, traffic generation, and the use of hazardous substances are to be in accordance with the character of the zone the activity is located within or immediately adjacent to;
- In the rural zones, urban development is to be avoided in the Greater Christchurch portion of the District. In the balance of the District the policy framework is more enabling, provided rural character and amenity is maintained; and
- In the Residential zones, a degree of commercial and community activity is broadly anticipated in the zone descriptions of the predominant Residential 1 and 2 Zones. There is generally little direction provided at a policy level for the management of non-residential activities in residential zones.

## 2.4.2 Business Zone Rules Summary (Commercial and Industrial)

The District Plan has six Business Zones. For the purposes of the District Plan Review, the two key zones are the B1 (primarily commercial) and B2 (primarily industrial) Zones.

A broad summary of the key rules for business activities is contained in **Appendix 1**. It is not intended to be a comprehensive itemisation of every rule that might be triggered by a business proposal, noting in particular that as an 'effects-based' Plan, a lot of the controls on activities are related to matters such as building bulk and location, noise, traffic and signage.

There appears to be a degree of conflict between the policies and the rules. The policy framework is strongly directive that new commercial activity should be focused into the KACs/ B1 zones, yet the 450m<sup>2</sup>/ 20m frontage rule for new buildings in these zones means that a large proportion of new and anticipated activity in the B1 zones will need consent as a fully discretionary activity in order to establish. Where on-site parking is sought on a site with frontage to an identified Principal Shopping Street then the activity is non-complying.

This approach is inconsistent with the application of a discretionary activity status applied to a retail business seeking to establish in the B2 Zone where such retailing is discouraged at a policy level. Surprisingly, office development is permitted in the B2 zone, yet is likely to again be fully discretionary in the B1 zone given the building size rule.

Trade-based retail and yard-based suppliers are permitted in the B1 Zone (subject to the 450m<sup>2</sup>/ 20m frontage rule), yet is not generally compatible with the urban design outcomes sought at a policy level and through the built form rules for the B1 zones. Conversely, trade and yard-based suppliers are subject to the fully discretionary retail rule in the B2 zone.

The B5 Zone in Kaiapoi is the only zone where Trade Based Retail and yard-based suppliers are readily provided for in terms of the rule framework. In practice, and from site-visit observations, it appears that numerous resource consents have been granted for trade and yard-based activities in the B2 Zone, which is possibly a reflection of a general acknowledgement that the B2 Zone is an appropriate location for these activities and that the effects of such activities are acceptable in terms of both amenity and retail distribution.

Large format retailing (as opposed to trade suppliers) is not provided for as a permitted activity anywhere. In the B1 zone it will be subject to the 450m<sup>2</sup>/20m frontage rule and in the B2 Zone the retail rule. It is therefore fully discretionary in both zones which at an activity status level does not indicate a preference between the two zones. A new Pak 'n' Save supermarket recently established in the B2 zone in Rangiora, along with several other large format, non-trade retailers.

Small scale retailing and service activities are provided for in specific locations in the existing suburban areas through the B4 zone, and are likewise anticipated as part of any large greenfield growth areas as a means for providing for convenience needs whilst not threatening the role of KACs.

### 2.4.3 Retailing Provisions

The retailing provisions have come under scrutiny when retailing activities have tried to establish in residential, rural and Business 2 Zones. Retail activity is defined as:

- a. any land, building or part of a building on or in which goods or services are displayed, sold, or offered for sale or hire direct to the public; or
- b. Within any Land Use Recovery Plan greenfield priority area, any land, building or part of a building in which goods or services are displayed, sold, or offered for sale or hire direct to the public and includes any Home Occupation.

Retail Activity within a Land Use Recovery Plan greenfield priority area excludes any office, other than an office that is ancillary to the primary activity or any office for the purpose of a Home Occupation.

Retail Area means that area on or in which goods and/or services are displayed, sold, or offered for sale or hire direct to the public.

The key rules are set out below:

*31.21.1.8 Any retail activity in any Residential 1, 2, 3, 4A, 4B, 5, 6, 6A or 7 Zone, Rural Zone or Business 2 or 3 Zone shall not exceed 20% of the net floor area of the sum of all buildings on any site.*

*31.21.1.9 Goods retailed from any site in any Residential 1, 2, 3, 4A, 4B, 5, 6, 6A or 7 Zone, Rural Zone, or Business 2 or 3 Zone shall be produced and/or processed, on the site including ancillary products and goods.*

What is 'direct to the public' and how the 'retail area' is determined are subject to interpretation. In practice, the nature of the retail activity definition and rule, and the types of activities that persons wish to establish, often in areas where it may not have been specifically provided for in the Plan, has caused concerns or apparent confusion over the meaning of retail activity and application of the rule.

### 2.4.4 Rural & Residential Zone Rule framework affecting Business

The Operative District Plan has an effects-based philosophy. The rule package does not therefore control activities per se. The rule package instead is designed to manage the effects of activities and therefore the key rules controlling activities in the rural or residential zones are the limitations on retailing and traffic generation.

Rules controlling matters such as noise, glare, and signage may also trigger the need for consent from proposed business activities seeking to establish in rural or residential zones. As noted above, the definition of 'retail activity' means "any land, building, or part of a building on or in which goods, or services are displayed, sold, or offered for sale or hire direct to the public". This definition has in practice been interpreted broadly and as such captures a wide range of activities that might not typically be thought of as 'retailing'.

**Retail controls:** Retail activity in the rural and residential zones is limited to not exceeding 20% of the net floor area of the sum of all buildings on a site (rule 31.21.1.8) a such goods are to have been

produced or processed on the site (rule 31.21.1.9). Any retail activity that does not meet these standards requires consent as a fully discretionary activity under rule 31.24.1. Whilst Council's discretion is therefore unlimited, the Plan nonetheless sets out a series of matters that decision makers should have regard to. These matters include a number which explicitly address effects on KACs and the Centres-based policy framework.

Within new residential greenfield priority areas, retailing is provided for as a permitted activity if less than 50m<sup>2</sup> of retail area (31.26.1.1), or via a fully discretionary resource consent (31.27.3) as a 'Local Retail Centre' which is broadly commensurate with a Business 4 zoning. If any of the below criteria are not met then the activity becomes non-complying. Local Retail Centres are:

- to be shown as part of a comprehensive development of the wider area;
- limited to a maximum of 1,500m<sup>2</sup> retail area per priority area;
- no single tenancies can be larger than 450m<sup>2</sup>;
- are to be located within a greenfield Residential zone;
- are to be located within a priority area that is larger than 10ha; and
- are to be located on a collector or higher order road.

## 2.5 Information and Analysis

A number of background reports have been undertaken on the topic as set out in the Table 2 below.

*Table 2 – List of relevant background assessments and reports*

| Title  | Author        | Description of Reports  |
|--|---------------|---|
| Waimakariri District Plan: Proposed Retail District Plan Change Background Paper | WDC May 2015  | The paper explored the District Plan's retail provisions in the rural, residential and business zones. For the Rural Zone, the review was largely driven by identified adverse amenity effects from business activities that are occurring on adjacent neighbours, and which can in turn impact on the functioning of the business. For the residential zones, the review was initiated to consider both amenity and distribution effects. In the case of the business zones, the review was initiated to explore how best to provide for and manage different types of retail activities and their positive and adverse effects on established key activity and town centres. The paper concluded that a review of the provisions was required for the reasons identified. |
| Issues and Options – September 2017 Retail Commercial and Industrial Activities  | WDC Sept 2017 | This paper looked at some of the issues facing the District for retail, commercial and industrial activities. These include out of centre development and self-sufficiency. It suggested ways they can be addressed in the future such as providing for LFR and re-zonings.   |
| District Plan Effectiveness Review   | WDC 2017      | The report identified business demand requirements and the need to ensure there is  |

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|  |                               | sufficient business zoned land. The report noted there has been an increase in retail activities in industrial areas and that there are many non-farming businesses in the rural zone which may impact on town centre viability. It also noted that heavy industry may not fit well with a B2 zoning. The report noted that District plan management of the interface between business and residential zones could be improved to reduce adverse amenity effects and recommended that further investigation into which business activities are acceptable in residential zones would be beneficial. |
| Waimakariri District Business Land Assessment                        | Market Economics<br>June 2019 | This report assessed population and business growth and determined projections out to 2033 to inform the land requirements for commercial and industrial activities.  |
| Proposed replacement District Plan Commercial & Industrial Framework | PLANZ<br>August 2019          | This report analysed the Market Economics conclusions and the planning framework and provides a proposed development scenario for the District's business zoned areas. It also includes preliminary draft plan provisions for the commercial and industrial chapters.   |
| Kaiapoi Regeneration Area Mixed Use zone retail assessment           | Market Economics<br>June 2019 | This memo provides advice on the proposed Mixed Use Business Zone ("MUZ") at Kaiapoi, to inform the Council's understanding of how the proposed zoned would fit into the Waimakariri centres hierarchy, including the potential effects of the MUZ on other centres.  |
| Proposed Replacement District Plan Commercial Urban Design Framework | PLANZ<br>December 2019        | This report reviewed the extent of the principal shopping frontages in the District's town centres and the related provisions.  |
| Waimakariri District Business Land Assessment Update                 | Formative<br>September 2021   | This report provides an update on the Market Economic 2018 report, taking into account recent supply and demand factors.  |

## 2.6 Consultation Undertaken

Consultation has been undertaken as part of this District Plan Review process with key stakeholders and the local community. Feedback from consultation relevant to the topic is summarised below. In addition to the above specific consultation, the proposed provisions have been subject to the standard internal review process and Council workshops.

### 2.6.1 Town centre matters

- There is a preference from town centre owners / operators to restrict retail, offices and commercial service activities to centres, i.e. do not allow these in industrial areas;
- General support for 15m height limit (up from 12m) for Town Centre Zone;

- General support for a ‘mixed-use’ overlay or similar in the Residential 1 Zone surrounding the Rangiora Town Centre to enable a ‘bleed’ of commercial activities into the residential zone given the projected shortfall of town centre land capacity;
- Support for a town centre zone (B1 Zone in the Operative Plan) zone or similar extension at the North West B1 end and along the High Street Frontage eastward to the large format retail area; and
- Support to review pedestrian frontages, e.g. Durham Street.

## 2.6.2 Industrial

- General support to enable trade and yard-based retailing in industrial zones;
- Industrial owners generally want no restrictions on other retailing and commercial services, health services, and offices. They want industrial activities restricted in the Rural Zone. Differing views over what is an acceptable scale of food and beverage;
- Mixed views on whether the district is oversupplied with industrial land; and
- Requests to carry over the B6 (south Southbrook) and B3 (Sefton) zone provisions.

## 2.6.3 Requested re-zonings

- A number of business owners sought site re-zonings to recognise existing activities and / or development aspirations. These include:
  - An Oxford sawmill - residential to industrial;
  - Food manufacturing - rural to industrial;
  - Industrial to large format retail in Kaiapoi;
  - Industrial to large format retail or town centre or commercial zone in Southbrook;
  - Industrial to town centre zone in the north east of Rangiora;
  - Residential to light industrial in the north east of Rangiora;
  - Local shopping complexes - residential and Business 4 to a local centre zone; and
  - Southbrook - rural to industrial zone.

## 2.6.4 Demand under the NPSUD

Under Policy 3(d)<sup>1</sup> district plans are to enable building heights and density of urban form commensurate with the greater of:

- the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
- relative demand for housing and business use in that location.

The level of accessibility by public transport (existing or planned) in the District is not high. It is unclear how to determine the level of accessibility by active transport and what this would translate to in terms of heights and density.

Local developers were canvassed for their views on demand in response to Policy 3 (ii). Responses varied significantly depending on the product offered by the developer, their target market and the geographic areas they developed. The upper limit for mixed-use (commercial and residential) development in town centres was expressed by one developer as five floors in height (this equates to approximately 15m to 20m), but only if a cheaper modular build system was used. For traditional

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<sup>1</sup> The Proposed Plan does not contain city centre or metropolitan centre zones and the District does not currently contain existing or planned rapid transit stops.

buildings three floors was considered sustainable. Other developers considered two or three floors was sustainable in terms of demand (this equates to approximately 9m to 12m). Some developers indicated they would provide mixed-use developments, while others focussed only on commercial.

In terms of site size, there was no uniform guidance on minimums for commercial and industrial areas.

### 2.6.5 Key Policy / Rule Responses

- It is proposed to increase height limits, consistent with developer advice on demand, in identified areas of the Town Centre Zone to incentivise mixed-use development and enable greater density of development. This gives effect to the NPD-UD density requirements and the centres-based approach of the CRPS;
- It is proposed to enable trade-based and yard-based retailing in the Industrial Zone. This will enable large, typically land extensive activities to establish in these areas, potentially freeing up town centre land for more intensive activities. This helps to achieve the development scenario proposed by PLANZ and modelled by Market Economics in relation to floor space demand across different activities;
- Restrictions are proposed to remain in industrial zones for small format retailing, offices and other activities that are better located within centres in order to protect the role and viability of and public investment in centres, consistent with the CRPS;
- Care has been taken to carry over existing provisions in the B3 and B6 zones to the Proposed Plan to enable the continued operation of existing activities and provide for proposed activities already under development.

### 2.6.6 Key re-zonings

A number of the requested re-zonings to recognise existing activities have been made. Decisions on re-zonings have been informed by the criteria identified in section 5.5.

## 2.7 Iwi Authority Advice

Clause 3(1)(d) of Schedule 1 of the RMA sets out the requirements for local authorities to consult with iwi authorities during the preparation of a proposed plan. Clause 4A requires the District Council to provide a copy of a draft proposed plan to iwi authorities and have particular regard to any advice received.

There has been no formal feedback on the commercial and industrial provisions.

## 2.8 Reference to Other Relevant Evaluations

Commercial and industrial activities occur outside of commercial and industrial zones. For example, some manufacturing activities occur in rural zones, while there are offices and retail activities occurring in residential zones. Provisions are required in these other zones to ensure an efficient distribution of commercial and industrial activities occur across the District and to manage adverse effects on amenity values.

The commercial and industrial provisions rely on a number of general District wide chapters to manage such things as noise and glare, transport network effects, natural hazards, signs and temporary activities such as food trucks, markets and events.

This Section 32 topic report should be read in conjunction with the following evaluations:

- (a) The Residential Chapter s32 in relation to the management of business activities, including home occupations;
- (b) The Rural Chapter s32 in relation to the management of business activities, including home occupations;
- (c) The Noise Chapter s32 in relation to why different noise limits apply across the various commercial and industrial zones;
- (d) The Light Chapter s32 in relation to why different light standards apply across the various commercial and industrial zones;
- (e) The Temporary Activities Chapter s32 in relation to how temporary business activities are managed;
- (f) The Natural Hazards Chapter s32 in relation to how business activities are managed under natural hazards overlays;
- (g) The Transport Chapter s32 in relation to onsite safety and network effects; and
- (h) The Signs Chapter s32 in relation to the management of onsite and offsite signage in commercial and industrial zones.

### 3. STATUTORY AND POLICY CONTEXT

#### 3.1 Resource Management Act 1991

Section 5 of the RMA sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources. In achieving this purpose, authorities need to recognise and provide for matters of national importance identified in Section 6, have particular regard to other matters listed in Section 7, and take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) under Section 8.

##### 3.1.1 Section 6

There are no Section 6 matters that are directly relevant to the commercial and industrial chapters. The commercial and industrial zones are in urban areas which are not identified as having special characteristics such as natural character or significant indigenous vegetation. Some areas are affected by natural hazards (s6(h)) but these matters are dealt with in the natural hazard chapter.

##### 3.1.2 Section 7

The Section 7 matters relevant to this topic / chapter are:

- the efficient use and development of natural and physical resources (s7b);
- the maintenance and enhancement of amenity values (s7c); and
- the maintenance and enhancement of the quality of the environment (s7f).

Provisions have been included in the commercial and industrial chapters ensuring that the natural and physical resources of business areas are used and developed efficiently, the amenity values and quality of business areas and adjacent residential, rural and open space areas are maintained, and the quality of the areas are maintained and enhanced.

### 3.1.3 Section 8

There are not any specific matters of relevance to the proposed provisions in section 8.

## 3.2 National Instruments

The following national instruments are relevant to this topic / chapter:

### 3.2.1 National Planning Standards

The National planning standards were introduced in November 2019 with the purpose of improving the consistency of council plans and policy statements.

The following aspects of the National Planning Standards are relevant to this topic / issue:

1. District Plan Structure Standard: this requires that the zones chosen must be included in the order that they are set out in table 4 of the NPS. This is relevant to how the commercial and industrial zone provisions are ordered;
2. Zone Framework Standard: this specifies that the Council can only use the zones which are provided for within the standard. While the objectives, policies and rules specific to a particular zone can be determined by the Council, these need to be consistent with the description of the zone that is specified in this standard;
3. District Spatial Layers Standard: this sets out the spatial layers that can be used within the Proposed District Plan. These allow for the use of zones, overlays, precincts, specific controls, development areas, designations and heritage areas where these meet the function of the layer described in Table 18 of the NPS. This is relevant to the commercial zone provisions because they include the use of precincts and specific controls; and
4. Definitions: this specifies definitions for some activities which occur in commercial and industrial zones and are proposed to be used in the Commercial and Industrial Chapters.

### 3.2.2 National Policy Statements

The national policy statement of relevance to the commercial and industrial chapters is the National Policy Statement on Urban Development 2020 (NPSUD). This is examined below.

#### 3.2.2.1 National Policy Statement on Urban Development 2020

The NPSUD was gazetted in August 2020. This is a significant policy statement that seeks to enable greater development in urban environments. Many of the objectives and policies relate to urban growth, rather than zoned areas and as such are not assessed here. For zoned commercial and industrial areas, the most relevant objectives and policies are as follows:



- Objective 1 seeks that the District has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future;
- Objective 3 requires district plans to enable more businesses and community services to be located in identified urban environments;
- Objective 4 seeks that urban environments are provided that, over time, develop and change in response to the changing needs of people and communities and future generations;
- Policy 1 requires planning decisions to contribute to a well-functioning urban environment which have or enable a variety of sites that are suitable for different business sectors in terms of location and price;
- Policy 3(d) directs that district plans enable greater density depending on location, demand and accessibility. For Waimakariri, building heights and density of urban form is to be commensurate with the greater of:
  - the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
  - relative demand for business use in that location.

Well-functioning urban environments are environments that as a minimum:

- (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
- (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and
- (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
- (e) support reductions in greenhouse gas emissions; and
- (f) are resilient to the likely current and future effects of climate change.

The range of commercial and industrial zones provided and the proposed increased density and height limits relative to the Operative Plan give effect to Objectives 1, 3 and 4 and Policies 1 and 3. However it is noted that further guidance on interpretation and implementation is anticipated from central government and this may further influence the proposed provisions.

### 3.2.3 National Environmental Standards

There are no national environment standards that are directly applicable to the commercial and industrial chapters. The National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS) is relevant where contaminated land occurs, however these matters are not addressed in the commercial and industrial chapters.

## 3.3 Regional policy statement and plans

Under Section 75, the District Plan must give effect to the Canterbury Regional Policy Statement (CRPS). District plans must not be inconsistent with operative regional plans and must have regard to proposed regional plans.

### 3.3.1 The Canterbury Regional Policy Statement 2013 (CRPS)

The CRPS prescribes outcomes and methods for the District Plan to achieve in relation to urban development outside of Greater Christchurch (Chapter 5) and within Greater Christchurch (Chapter 6). Both chapters seek to provide a statutory direction for the management of the integration of land use and infrastructure within the Region.

### 3.3.1.1 Chapter 5

Chapter 5 of the CRPS relates to land-use and infrastructure, with some of the provisions applying to all parts of the Waimakariri District, and others to those areas outside of Greater Christchurch (i.e. Oxford, Cust, Sefton and the Business 3 Zone (MDF Plant, Sefton)). The following provisions are particularly relevant to the framework for commercial and industrial chapters:

- People and communities to provide for their social, economic and cultural wellbeing and health and safety, including:
  - encouraging sustainable economic development by enabling business activities in appropriate locations (**Objective 5.2.1(2)(c)**);
  - avoiding conflicts between incompatible activities (**Objective 5.2.1(2)(i)**);
- A safe, efficient and effective transport system (**Objective 5.2.3**);
- Provide as the primary focus, sustainable development patterns that:
  - occur in a form that concentrates or is attached to, existing urban areas and promotes a consolidated pattern of development (**Policy 5.3.1(1)**);
  - encourage within urban areas... recreation and community facilities, and business opportunities that supports urban consolidation (**Policy 5.3.1(2)**);
  - maintain and enhance the sense of identity and character of the Region’s urban areas (**Policy 5.3.1(4)**);
  - encourage high quality urban design, including the maintenance and enhancement of amenity values (**Policy 5.3.1(5)**); and
- In relation to the strategic land transport network and arterial roads the avoidance of development which adversely affects the safe, efficient and effective functioning of the network (**Policy 5.3.7**).

### 3.3.1.2 Chapter 6

Chapter 6 provides more directive and targeted provisions at development within the Greater Christchurch Urban area only. It applies to Rangiora, Kaiapoi and Ravenswood/ Woodend/ Pegasus.

Chapter 6 CRPS requires the District Plan to:

- Identify Key Activity Centres which provide a focus for high quality, and where appropriate, mixed use development that incorporates the principles of good urban design (**Objective 6.2.1(2)**);
- Maintain the character and amenity of rural areas and settlements (**Objective 6.2.1(7)**);
- Establish an urban form and settlement pattern in Greater Christchurch to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas, by:
  - (2) providing for high density living environments, in and around Key Activity Centres;
  - (5) encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, and Woodend (**Objective 6.2.2**)
- Provide healthy, environmentally sustainable, functionally efficient and prosperous development (**Objective 6.2.3(5)**);

- Support and maintain the existing network of centres in Greater Christchurch, where the development and distribution of commercial activity will avoid significant adverse effects on the function and viability of these centres (**Objective 6.2.5, Policy 6.3.1(6)**);
- Business activities are provided in appropriate locations with new commercial activities primarily directed to the Central City, Key Activity Centres and neighbourhood centres, and Business development adopts appropriate urban design qualities (**Objective 6.2.6**). Map A to Chapter 6 identifies the Town Centres of Rangiora, Kaiapoi and a notional 'Woodend/Pegasus' area as the Key Activity Centres for the District;
- Business development is to give effect to the principles of good urban design, including the NZ Urban Design Protocol 2005 (**Policy 6.3.2**);
- Ensure the provision and recovery of business land in Greater Christchurch to maximise business retention, attract investment and provide for healthy working environments, including encouraging self-sufficiency of employment and business activities in communities across Greater Christchurch (**Policy 6.3.6**);
- Recognise that new commercial activities are primarily to be directed to the Central City, Key Activity Centres and neighbourhood centres where these activities reflect and support the function and role of those centres; or in circumstances where locating out of centre, will not give rise to significant adverse distributional or urban form effects (**Policy 6.3.6(4)**);
- Ensure that reverse sensitivity effects and conflicts between incompatible activities are identified and avoided or mitigated against (**Policy 6.3.6(8)**);
- Encourage self-sufficiency of employment and business activities within communities across greater Christchurch (**Policy 6.3.6(10)**); and
- Encourage and provide for the recovery and regeneration of existing brownfield areas, including through new comprehensive mixed use or business development (**Policy 6.3.8**).

The proposed provisions generally give effect to the CRPS as they include a centres-based hierarchy, provide for a range of business activities to establish across a range of zones, include targeted urban design requirements and manage incompatible activities through zoning and the use of effects standards.

### 3.3.2 Land Use Recovery Plan 2013

The Land Use Recovery Plan 2013 (LURP) is a statutory document prepared under the Canterbury Earthquake Recovery Act 2011, which took effect in December 2013. Its purpose is to provide for residential and business land use to support recovery and rebuilding to 2028. Under the Greater Christchurch Regeneration Act 2016 (which replaced the Canterbury Earthquake Recovery Act 2011), until 1<sup>st</sup> July 2021 any person exercising powers or performing functions under the RMA must not make a decision or recommendation relating to all or part of greater Christchurch that is inconsistent with the LURP. After this time the LURP is another matter to be considered.

There are a number of LURP actions related specifically to commercial activity to enable:

- i. Community facilities within KACs and Neighbourhood Centres;
- ii. Improved access to buildings and public spaces/places through opportunities for rebuilding;
- iii. Clarity and certainty about urban design requirements while addressing standards that could negatively impact on recovery;
- iv. Zoning that defines the extent of KACs;
- v. Planning provisions for KACs and Neighbourhood Centres that have undergone a suburban centre master plan process; and

- vi. Mixed-use development within KACs.

The proposed provisions continue to enable community facilities and mixed use development in centres and define KACs as the Town Centre Zone.

### 3.4 Iwi Management Plan

The Mahaanui Iwi Management Plan 2013 (IMP) is relevant to this matter. The IMP does not include any policy guidance or outcomes of particular relevance to the issues identified. While it does contain a number of provisions relating to urban design, these relate directly to business zoned land in Christchurch.

### 3.5 Any relevant management plans and strategies

The following management plans and strategies prepared under other legislation are relevant to this matter:

|                                    |  |
|------------------------------------|--|
| District Development Strategy 2048 | <p>Regard is to be had to the Waimakariri 2048 District Development Strategy (2018). The Waimakariri District Development Strategy represents a non-RMA area planning and consultation outcome with the community. The strategy identifies the community's long-standing and clearly expressed preference for the existing settlements, and has been given respect and weight in the plan drafting phase.</p> <p>The Strategy identifies the challenges to the District in terms of accommodating substantial growth over the next 30 years, including the need for 15,000 new houses. In terms of business activities, the Strategy identifies the need for an additional 17ha of commercial land in Rangiora and Kaiapoi by 2048, although existing industrial land provision is suitable to meet demand<sup>2</sup>. The main town centres of Rangiora and Kaiapoi are to be enhanced and expanded. The main centre servicing Woodend / Pegasus is to be provided at Ravenswood (subject to achieving good town centre outcomes). Other commercial centres in the District will continue to be supported.</p> <ol style="list-style-type: none"> <li>1. Section 2.7 of the Strategy outlines the approach for the economy, identifying: <ul style="list-style-type: none"> <li>• Continued support for new greenfield business land in Rangiora, Kaiapoi and Oxford as warranted; and</li> <li>• Provision for business activities within rural and residential areas, but of a type and scale to minimise significant effects on adjoining communities.</li> </ul> </li> <li>2. Section 2.8 of the Strategy outlines the approach for Centres, including: <ul style="list-style-type: none"> <li>• Providing opportunities for intensification in and around the town centres of Rangiora<sup>3</sup> and Kaiapoi<sup>4</sup>;</li> <li>• Confirming the Woodend/Pegasus Key Activity Centre at a location within the business area at North Woodend (Ravenswood) through the District Plan Review if good town centre outcomes are able to be achieved<sup>5</sup> (note: whether the North Woodend town centre is a KAC is the subject of a separate Plan Change process – see later in this report);</li> <li>• Considering expansion to the Rangiora town centre to the east/northeast, including the provision of large format retail;</li> <li>• Providing for large format retail in or adjacent to Woodend and Kaiapoi; and</li> </ul> </li> </ol> |
|------------------------------------|--|

<sup>2</sup> Waimakariri 2048 District Development Strategy, page 5.

<sup>3</sup> Waimakariri 2048 District Development Strategy, page 31, Figure 8.

<sup>4</sup> Waimakariri 2048 District Development Strategy, page 31, Figure 9.

<sup>5</sup> Waimakariri 2048 District Development Strategy, page 33, Figure 10.

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|  | <ul style="list-style-type: none"> <li>Continued to support for the centres of Woodend, Pegasus and Oxford.</li> </ul>  |
| Woodened Pegasus Area Strategy (2013);           | The <b>Woodend and Pegasus Area Strategy</b> identifies that Woodend town centre is used as a local service centre for the immediate community, and the Pegasus emerging town centre will likely have a similar role. The Strategy identifies Ravenswood as being the dominant commercial centre for Ravenswood – Pegasus and Woodend.  |
| Rangiora Town Centre Strategy Blueprint to 2030; | <p>The <b>Rangiora Town Centre Strategy</b> includes a vision and goals, together with a number of projects.</p> <p>Vision: Rangiora town centre: charismatic and contemporary</p> <p>Goals: A town centre that will be:</p> <ul style="list-style-type: none"> <li>Well-defined, attractive and high quality;</li> <li>Economically viable where people want to spend time and money;</li> <li>People friendly with a strong community feel;</li> <li>Well-connected, accessible and easy to get around;</li> <li>Showcasing great buildings and spaces with a consistent look and feel;</li> <li>Pedestrian focussed, with a variety of spaces to sit, meet and play;</li> <li>Reflecting and enhancing Rangiora’s heritage, rural character and identify;</li> <li>Diverse with a good variety of shops, eateries, businesses, and community entertainment activities for all.</li> </ul>  |
| Kaiapoi Town Centre Plan 2028 and beyond;        | <p>The <b>Kaiapoi Town Centre Plan</b> had its inception in 2008, and as a consequence of the Canterbury earthquake sequence has been overtaken by the District Development Strategy and the Waimakariri Residential Red Zone Recovery Plan. A revised plan was completed in 2018. It covers the town centre area, as well as the three ‘mixed use business areas’ introduced through the Waimakariri Residential Red Zone Recovery Plan as needing to be carefully integrated with the Town Centre zoning, and providing for a range of compatible entertainment, cultural, food and beverage and residential opportunities.</p> <p>Vision: Kaiapoi, New Zealand’s Best Rivertown – Live. Shop. Dine. Relax.</p> <p>Objectives: The future Kaiapoi Town Centre will be:</p> <ul style="list-style-type: none"> <li>An economically viable centre where both residents and visitors want to spend time and money;</li> <li>A centre with a strong community feel;</li> <li>Attractive, with a rivertown charm and a high quality environment, which reflects and enhances Kaiapoi’s heritage;</li> <li>Identified by its river and riverside attractions;</li> <li>Well defined;</li> <li>Diverse with a good variety of shops, cafes and restaurants, leisure and entertainment activities for all ages;</li> <li>Easy to get around, by foot, bicycle or mobility vehicle, with a variety of spaces to sit, meet and play;</li> <li>Accessible by vehicle and easy to park in.</li> </ul> |

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| Waimakariri Residential Red Zone Recovery Plan, 2016 | <p>The district plan must not be inconsistent with a Recovery Plan prepared under s21(c) of the Canterbury Earthquake Recovery Act 2011 and s60(1) Greater Christchurch Regeneration Act 2016 until 1<sup>st</sup> July 2021. After that time recovery plans are another matter to have regard to. The Residential Red Zone Recovery Plan was gazetted in December 2016 and sets out a framework for the long-term use and development of areas red-zoned following the Canterbury earthquake sequence.</p> <p>Of relevance to this topic, the Plan introduced 8ha of mixed-use business zoning (MUZ) across three regeneration areas (Kaiapoi East, West and South). The MUZ contains a number of mechanisms to manage the types of activities that could locate within the MUZ, dependent on the scale and extent to which these activities would have an adverse effect on the efficacy of the Kaiapoi Town Centre. The supporting economic reports have identified that no more than 7,500m<sup>2</sup> GFA of retail activity should be provided for in the MUZ. Any greater could result in substantial effects on Rangiora’s retail primacy and also disincentivise the Kaiapoi Town Centre regeneration.</p> <p>The Recovery Plan identifies the need for enhanced connectivity with the Kaiapoi Town Centre, and the need for the provision of compatible mixed use business in the Kaiapoi West, Kaiapoi South, and Kaiapoi East regeneration areas including limited town centre growth towards the Kaiapoi River.</p> |
| Other Waimakariri District Council Plans             | <p>The following have been considered, but are now largely embedded in the District Development Strategy, or are less relevant given the date of their inception.</p> <ol style="list-style-type: none"> <li>1. Oxford Town Centre Strategy (2014);</li> <li>2. Waimakariri Local Economic Development Strategy (2012).</li> </ol>  |
| Our Space 2018-2048                                  | <p>The document outlines land use and development proposals to ensure there is sufficient development capacity for housing and business growth across Greater Christchurch to 2048. It complements the existing Greater Christchurch Urban Development Strategy (UDS) and has been prepared in order to satisfy the requirement to produce a future development strategy, outlined in the National Policy Statement on Urban Development Capacity.</p> <p>The proposed extent of the zoned commercial and industrial areas and the provisions have been informed by the growth projections utilised for Our Space. It is noted that the NPSUDC has been superseded by the NPSUD.</p>  |

### 3.6 Any other relevant legislation or regulations

No additional relevant legislation or regulations have been identified.

### 3.7 Any plans of adjacent or other territorial authorities

The District Council is required to have regard to the extent to which the district plan needs to be consistent with the plans and proposed plans of adjacent territorial authorities under Section 74(2)(c) of the RMA.

The approach of the other Greater Christchurch Councils (Christchurch City and Selwyn District) have been considered, together with the Hurunui District Council.

### 3.7.1 Christchurch District Plan

The Christchurch District Plan was recently reviewed. The commercial chapters adopt a centres based approach, seeking to maintain a hierarchy of centres and to protect these from activities occurring out of centres that could undermine centre viability. It contains activity-based controls setting out the types of activities permitted in commercial and industrial areas. For example, industrial activities are not permitted within commercial zones and small format retail is not permitted within industrial zones.

The plan includes controls on built form such as height limits, recession plane requirements at adjoining residential property boundaries, requirements to build to the road in commercial areas, required veranda and 'active frontages' provisions, and screening of outdoor service areas. The plan recognises that lower environmental quality will occur in industrial zones. The plan also contains qualitative urban design assessment controls in commercial areas.

The proposed provisions are broadly consistent with the approach in the Christchurch District Plan.

### 3.7.2 Selwyn District Plan

The Selwyn District Plan was notified in early October 2020. Like the Christchurch District Plan, the commercial chapters adopt a centres based approach, seeking to maintain a hierarchy of centres and to protect these from activities occurring out of centres that could undermine centre viability. It contains activity-based controls setting out the types of activities permitted in commercial and industrial areas. For example, industrial activities are not permitted within commercial zones and small format retail is not permitted within the industrial or large format retail zones. The plan recognises that lower environmental quality will occur in industrial zones.

The plan includes controls on built form such as height limits, recession plane requirements at adjoining residential property boundaries, requirements to build to the road in commercial areas, required veranda and 'active frontages' provisions, and screening of outdoor service areas. The plan also contains qualitative urban design assessment controls in commercial centres in specified circumstances. The commercial centres of Rolleston and Lincoln are zoned Town Centre, while the Prebbleton centre is zoned Local Centre.

The proposed Waimakariri District Plan provisions and centre zoning are broadly consistent with the approach in the Selwyn District Plan.

### 3.7.3 Hurunui District Plan

The Hurunui District Plan was recently reviewed. The commercial provisions are largely contained in the settlement chapter. Like the other plans, the Hurunui District Plan adopts a centres based approach, seeking to consolidate and enhance business centre vitality and vibrancy. It contains activity-based controls setting out the types of activities permitted in commercial and industrial areas. For example, industrial activities are not permitted within commercial zones and non-ancillary retail is not permitted in the industrial zone. The plan recognises the specific character of Hanmer Springs Township and that lower environmental quality will occur in industrial zones.

The plan includes controls on built form such as height limits, recession plane requirements at adjoining residential property boundaries, requirements to build to the road in commercial areas, required veranda and 'active frontages' provisions, and screening of outdoor service areas. The plan

also contains qualitative urban design assessment controls in commercial centres in specified circumstances.

The proposed provisions are largely consistent with the approach in the Hurunui District Plan.

### 3.8 Applying the higher order statutory requirements – the principles

Application of the higher order documents requires an approach in the proposed Plan objectives that:

- Recognise that the Town Centres (as zoned Business 1) will continue to reinforce and strengthen their role and function as the primary commercial, retail, recreational, cultural and entertainment centre for the District;
- Maintain and enhance the character and amenity of the Town Centres, with commensurate requirements in terms of design and amenity where these do not detract from investment;
- A distribution, scale and form of business activity which differentiates and manages various types of business activities both on the basis of the nature of the activity, and the potential local and strategic effects of their operations. Such activities are to be enabled to locate within particular zones, principally the Town Centres (Business 1) and Industrial Environment zone (Business 2), at a scale and with standards which reflect the zone locations and roles; and
- A distribution, scale and form of business activity which discourages establishing retail and office activity outside the Town Centres (Business 1) where this will create dispersed commercial activity to the detriment of the efficient operation, function, viability and sustainability of the District's town centres, although recognising the provision for Large Format (Business 5) and convenience retail (Business 4).

Supporting policies include the following principles:

- To provide for varying levels of commercial activity both within and beyond identified Town Centres (Business 1), to meet the community's social and economic needs, recognising the differences in commercial activities – such as convenience retail (Business 4), trade and yard based retail (Business 2), and large format retail (Business 5);
- To consolidate retail and office activity within the town centres (Business 1) to encourage redevelopment and intensification of town centre properties;
- Encourage redevelopment of existing properties in a way that consolidates and diversifies the range of activities while maintaining an appropriate scale of development; and
- Recognition of the specific attributes associated with the Business 3 and Business 6 Zones.

## 4. KEY RESOURCE MANAGEMENT ISSUES

The resource management issues set out in this section have been identified using sources of information including (but not limited to) the following:

- a. Primary and secondary research;
- b. Monitoring and review of the current district plan;
- c. Issues and direction identified in other documents and plans, including those described above;
- d. Input from experts involved in market economics and distribution impacts; and
- e. On-site assessment work.

### 4.1 Commercial Issue 1



|   |                                      |
|---|--------------------------------------|
| Commercial Issue Statement  | <b>Commercial Activity Dispersal</b> |
| <p data-bbox="193 264 1401 302">Description/discussion</p> <p data-bbox="193 336 1401 515">The dispersal of retail and other typical town centre activities into industrial and residential zones has occurred over the last decade. The dispersal of retail and office activity is attributed in part to the existing regulatory framework, which has provided for the establishment of retail floor space (up to a limit) and offices (unrestricted) in a number of industrial zones, as well as in response to developer demand.</p> <p data-bbox="193 548 1401 582">Demand reasons for the dispersal of retail and office floor space includes:</p> <ul style="list-style-type: none"> <li data-bbox="215 593 1401 660">i. a trend among retailers to embrace larger store formats than previously utilised, requiring larger sites than are available in commercial centres;</li> <li data-bbox="215 660 1401 694">ii. cheaper land and floor space in out-of-centre locations, particularly in industrial areas;</li> <li data-bbox="215 694 1401 761">iii. large out-of-centre sites enable businesses to provide customer parking and therefore convenience for customers from their vehicle to the entrance of a store;</li> <li data-bbox="215 761 1401 873">iv. changes in technology and email services and the growth in online retailing, enabling professional and other business activities to operate from home or within residential areas, and leading to growth in small businesses;</li> <li data-bbox="215 873 1401 907">v. changes in consumer preferences.</li> </ul> <p data-bbox="193 940 1401 1120">As a result of dispersed retail activity, hot spots have appeared where an agglomeration of retail activity has occurred outside of centres, for example in Southbrook. This has caused adverse effects on the transport network and the loss of industrial land and created the potential for reverse sensitivity issues for industrial activities (notwithstanding any issues of non-compliance with resource consents held by industrial companies).</p> <p data-bbox="193 1153 1401 1220">If not appropriately managed, the dispersal of retail and office activity away from centres can have adverse effects on:</p> <ul style="list-style-type: none"> <li data-bbox="215 1265 1401 1299">vi. the function and economic viability and efficiency of established centres;</li> <li data-bbox="215 1299 1401 1332">vii. the (physical and social) amenity values of established centres;</li> <li data-bbox="215 1332 1401 1366">viii. business certainty;</li> <li data-bbox="215 1366 1401 1478">ix. the efficient and sustainable use of resources, including transport and community infrastructure, e.g. public transport facilities and services, the Council's investment in public space;</li> <li data-bbox="215 1478 1401 1512">x. the loss of industrial capacity;</li> <li data-bbox="215 1512 1401 1657">xi. private investment in centres and the ability to attract businesses. With the dispersal of offices and therefore employment, there is not the employment base within a centre to the level otherwise achieved, which may influence whether retailers and other services locate in a centre or not.</li> </ul> <p data-bbox="193 1691 1401 1758">Overall, the community will be unable, or disenabled to a significant degree to provide for their wellbeing in their locality.</p> <p data-bbox="193 1792 1401 2011">The issue is not that new retail activity will affect the trading circumstances of organisations of the same type, as these are purely trade competition considerations that the Council cannot consider under Section 74(3) of the Act. The Council should however intervene when the impacts of a proposed activity on similar activities in the marketplace would cause impairment that could lead to a decline in existing physical resources, amenity, transport efficiency and community enablement.</p> |                                      |

Distributional effects can best be described as the consequence of trade competition taken to a significant scale, where the patterns of support and patterns of commercial activity would change dramatically within a locality. Put another way, such effects would occur where a new business (or cluster of businesses) affects key businesses in an existing centre to such a degree that the centre's viability is eroded, causing a decline in its function and amenity, and disabling the people and communities who rely upon those existing (declining) centres for their social and economic wellbeing. Part 11A as inserted into the Act in 2009 specifically excludes trade competitors and surrogates from registering a statutory interest where the direct basis of that interest would relate to trade competition or the effects of trade competition.

## 4.2 Commercial Issue 2

|  |                          |
|--|--------------------------|
| Commercial Issue Statement   | Limited range of centres |
| <p>Description/discussion</p> <p>The Operative District Plan identifies commercial areas as either Town Centre (B1) or Neighbourhood (B4) (there are also zones for industrial activities (B2, B3 and B5). These two zones are not sufficient to provide for the range of commercial areas existing across the District, nor provide for emerging retail activities such as large format retailing or areas with specific site characteristics such as the mixed-use business areas within the Regeneration Areas. Some shopping areas are not zoned for commercial activity at all (they are residentially zoned).</p> <p>Providing a greater range of zones to cater for existing and proposed activities is important to provide choice for commercial activities and also to ensure that the community has adequate access to a range of commercial services, retail, health and community activities. These are important to ensure the continued viability of communities within the District.</p> |                          |

## 4.3 Commercial Issue 3

|   |  |
|---|--|
| Commercial Issue Statement  | The design and layout of development and attractiveness and functionality of commercial centres. |
| <p>Description/discussion</p> <p>High quality urban design is integral to the quality of our experience of a place. It also contributes to the form and function of our towns. A Ministry for the Environment, Value of Urban Design 2005 study indicated that there is a strong connection between the quality of the built environment and the economic, social and environmental success of a place.</p> <p>The CRPS directs the District Plan to incorporate the principles of high-quality urban design through objectives, policies, rules and other methods, including design guidelines (Chapter 6 Policy 6.3.2). The operative District Plan (via Plan Changes 34, 35 and 43) recognises the importance of urban design through objectives, policies, and methods, including urban design assessment matters, for limited areas of the District (Town Centres in Rangiora and Kaiapoi and in Oxford). At present there</p> |  |

are no urban design controls for the other areas of our towns. As such, the District’s commercial areas are vulnerable to poor design outcomes in these locations.

#### 4.4 Commercial Issue 4

|   |  |
|---|--|
| Commercial Issue Statement  | Commercial activities and effects on the amenity of nearby residential activities. |
| <p>Description/discussion</p> <p>To ensure centre vibrancy it is necessary to provide opportunities for residential activity (principally above ground floor commercial activities). Unfortunately, some activities such as bars and restaurants can involve late operating hours and noise at a level not normally compatible with residential activities. Acoustic insulation is therefore required for new sensitive activities wishing to establish in centres.</p> |  |

#### 4.5 Industrial Issue 5

|   |  |
|---|--|
| Commercial Issue Statement  | The District’s industrial areas are being used for a range of non-industrial activities. |
| <p>Description/discussion</p> <p>The potential for commercial activities to be located within industrial areas has the potential to undermine the economic efficiency of the commercial network within the District and the viability and vibrancy of town centres. This, in turn, is inconsistent with the direction in the CRPS to primarily direct new commercial activities to Key Activity Centres and neighbourhood centres, and not locate to them within industrial areas.</p> <p>In the last ten years a number of resource consents have been granted for retail activities in industrial areas, and comments from some industrial land owners as part of initial consultation indicates they would like less restrictions on other non-industrial activities operating in industrial zones. In addition to undermining centres, this raises the potential for activities to establish that are sensitive to the types of industrial activities undertaken in such areas, and which are likely to result in reverse sensitivity effects. This can also lead to the loss of industrial land.</p> <p>However, some retail activities, such as trade and yard based retailing, can be accommodated in industrial areas where these are unlikely to locate in centres due to their large space and access requirements.</p> |  |

#### 4.6 Industrial Issue 6

|                            |   |
|----------------------------|---|
| Commercial Issue Statement | Activities can generate a range of effects that are often greater in character and intensity than other urban activities. |
|----------------------------|---|

|  |  |
|--|--|
|  |  |
| Description/discussion   |  |
| <p>Activities within industrial areas can generate a range of effects that are often greater in character and intensity than other urban activities. These are likely to include increased nuisance effects such as noise, odour, traffic and the presence of hazardous substances. While these effects are generally anticipated within an industrial zone, there is the potential for effects to extend beyond the zone boundary and adversely impact the amenity of neighbouring properties.</p> <p>Given the nature of activities within industrial areas, built development in these areas is also likely to be of a large scale. Again, while this is anticipated within the zone, it can adversely impact the amenity of neighbouring properties and dominate the public realm.</p> |  |

#### 4.7 Business Land Supply Issue 7

|   |  |
|---|--|
| Commercial / Industrial Issue Statement   | Ensuring sufficient capacity is available to cater for projected growth / changes in commercial and industrial activities. |
| Description/discussion  |  |
| <p>Economic projections indicate that the District is likely to experience strong growth in the economy. This strong growth will primarily be driven by the demands of the increasing population that is expected to live in the District over the coming three decades.</p> <p>Demand and supply assessments have been undertaken by the Council’s market economics experts relative to the Operative District Plan. Waimakariri’s population grew 60% between 2000 and 2017, employment grew at a similar rate, and District GDP almost doubled, averaging annual growth of 4.2%. As the population grew the primary sector became relatively less important to Waimakariri’s economy, with the retail sector growing well ahead of population growth, reflecting an increase in self-sufficiency through locally retained spending.</p> <p>Since 2017, the Waimakariri population has grown from 60,300 to 64,700 which is equivalent to 1,500 new residents per annum. Based on household formation rates, it is expected that the growth in population would have generated an additional 500 to 600 new households within the district per annum.</p> <p>The economic forecast scenarios show that employment is expected to grow to between 30,300 (Medium) and 35,500 (High) jobs by 2053. The Medium-high scenario has a growth of approximately 400 new jobs per annum, which is slightly slower than has been observed over the last two decades, and would result in total District employment reaching 32,000 by 2053.</p> <p>The projections also indicate that there is likely to be a continued structural shift in the economy, away from traditional rural and urban fringe activities (primary sector and to a lesser degree the land extensive businesses - i.e. industrial sector) to population driven activities (Mainstreet, commercial and Government sectors). Also important is the scale and nature of retail demand growth. The retail model indicates that Waimakariri retail sales are projected to increase</p> |  |

significantly in the next three decades, and the amount of floorspace required in the District will more than double by 2048.

The scale of the growth and the structural shift in the economy is important for planning because the requirements for business land in size terms and the type of business land required is expected to change markedly from what was required in the past. Therefore, the existing District Plan and other planning documents (LTP) need to be updated to face the new challenges of the growing economy.

The NPS-UD and CRPS provide guidance on land availability which must be given effect to.

## 5. OVERVIEW OF PROPOSED OBJECTIVES, POLICIES AND METHODS

### 5.1 Chapter structure

The commercial and industrial provisions are arranged with general objectives and policies applying across all commercial (CMUZ) and industrial (INZ) zones, together with specific objectives and policies for each of the separate zones. The matters of discretion are similarly grouped.

The Specific Purpose Zone (Museum and Conference Centre) is a separate standalone zone with its own provisions. This zone has been included in this s32 as it includes a bespoke mixture of commercial and industrial activities.

The arrangement of the chapters is shown in the table below.

| <b>General Objectives and Policies</b> | <b>Zone specific provisions (objectives, policies and rules)</b> | <b>Matters of discretion</b>       |
|--|--|------------------------------------|
| All Commercial Zones (CMUZ)            | Neighbourhood Centre Zone  | All Commercial and Mixed-Use Zones |
|  | Local Centre Zone  |                                    |
|  | Large Format Zone  |                                    |
|  | Mixed Use Zone   |                                    |
|  | Town Centre Zone   |                                    |
| Industrial Zones (INZ)                 | Light Industrial Zone  | All Industrial Zones               |
|  | General Industrial Zone  |                                    |
|  | Heavy Industrial Zone  |                                    |
| NA                                     | Specific Purpose Zone (Museum and Conference Centre)             | In the zone provisions             |

## 5.2 Strategic Directions

The commercial and industrial provisions help to implement Strategic Directions Objective 2 Urban Development which seeks consolidated and integrated urban development and infrastructure that:

- provides a good quality urban environment that recognises existing character, amenity and historic heritage values, and is attractive and functional to residents, businesses and visitors;
- supports a hierarchy of urban centres, with the District's main centres in Rangiora, Kaiapoi, Oxford and Woodend being:
  - the primary centres for community facilities;
  - the primary focus for retail, office and other commercial activity; and
  - the focus around which residential development and intensification can occur.
- provides opportunities for business activities to establish and prosper within a network of business and industrial areas zoned appropriate to their type and scale of activity and which support District self-sufficiency.

They also help implement the Urban Form and Development Objective 2 - feasible development capacity for commercial and industrial activities and Urban Form and Development Policies 4 and 5 which provides for the expansion of existing town centres and guides the location for new commercial and industrial activities.

## 5.3 Zone / District-wide Subject

The commercial and industrial provisions are zone provisions located in Part 3 – Area Specific Matters. They include the following zones:

### Commercial

- Neighbourhood Centre Zone – neighbourhood shops providing convenience based business and retail activities that serve the needs of the immediate surrounding area. The Neighbourhood Centre Zone replaces some B4 and non-commercially zoned sites;
- Local Centre Zone – local shops providing convenience-based business and retail activities that serve the needs of each local centre's community and surrounding areas. The Local Centre zone replaces some B1 and B4 zones – see Figure 2;
- Town Centre Zone – the principal centres that provide a wide range of retail and business service activities, living activities, community facilities and visitor accommodation that serve the District. The Town Centre Zone replaces the existing B1 Zone – See Figure 2;
- Large Format Retail Zone – predominantly used for and characterised by large format activities. The LFRZ replaces some B2 and B5 zoned areas, reflecting existing resource consents and to provide development opportunities on greenfield land; and
- Mixed-Use Zone – provides for the activities anticipated by the Waimakariri Residential Red Zone Recovery Plan and Kaiapoi Town Centre Plan. It replaces the Residential 1 and 2 Zones in those locations.

### Industrial

- Light Industrial Zone – used for light industrial activities in Rangiora that border residential and sometimes town centre activities. It replaces the B2 Zone;
- General Industrial Zone – used for general industrial. It replaces the B2 Zone;
- Heavy Industrial Zone – used for heavy industry such as fibre board manufacturing and sawmills. It replaces the B2, B3 and residential zones.

### Special Purpose Zone

- Museum and Conference Centre Zone – replaces the B6 zone, providing for the activities anticipated in the site.

See section 5.5.1 for further detail on the new zones.

## 5.4 Proposed Objectives and Policies

The proposed objectives and policies are contained in **Appendix 2**.

### 5.4.1 Commercial

The District requires the provision of appropriate commercial opportunities in a way, and at a rate, to provide for social, economic and cultural wellbeing. The distribution and location of commercial and civic activity plays a key role in the form, identity and growth of urban areas and provides a sense of community within its town centres including Rangiora, Kaiapoi, Oxford and increasingly within North Woodend. Because of this and the varied commercial activities that occur across the District, a range of distinct commercial zones are provided. These include both centres (depending on scale) and non-centres.

The chapter includes general objectives and policies that are intended to apply across the commercial zones, as well as specific separate provisions for each zone to manage the distribution of activity, design and adverse effects.

### 5.4.2 Industrial

The quantum and distribution of industrial activity plays a key role in the form, identity and growth of urban areas and is vital to the effective and efficient functioning of communities through providing employment, and access to trade and yard-based goods and industrial services. The District Plan manages industrial activities to ensure:

- appropriate activities establish in the industrial zones that are of a similar nature, be they light, general or heavy industry;
- they integrate with infrastructure and do not undermine existing commercial centres; and
- they do not produce adverse environmental effects and costs to the community.

The chapter includes general objectives and policies that are intended to apply across the industrial zones, as well as specific provisions for each zone.

## 5.5 Proposed Methods

The provisions include unrestricted activity standards in town centre zones for such things as retail and office development and permitted activity standard thresholds for these activities in Local and Neighbourhood Centre zones. The standards are typically triggered to apply an urban design assessment or a commercial activity distribution assessment over a specified floor area threshold. Active frontage provisions apply to identified principle shopping streets. The built form standards applying to centres provide the greatest height and density of development in the Town Centre Zone.

For the Large Format Zone, the provisions permit large format retail activities (retailing greater than 450m<sup>2</sup>), trade suppliers and yard-based retailing, with general retail activities smaller than 450m<sup>2</sup> being non-complying to protect the role and function of the centres. Many other activities such as offices, residential, visitor accommodation and health care facilities are discretionary.

For the industrial zones the provisions identify permitted, restricted discretionary, discretionary and non-complying activities across the three zones. In addition to industrial activities, the zones now permit trade suppliers and yard-based activities recognising that these usually large activities often have difficulties establishing in centres due to land availability and cost. All the industrial zones identify offices, residential, visitor accommodation and general retailing as non-complying activities.

The main difference across the three industrial zones is the treatment of heavy industrial activities, with these being non-complying in the Light Industrial Zone and discretionary in the General Industrial Zone and, not surprisingly, permitted in the Heavy Industrial Zone. In addition, different general rules (such as noise) apply.

The provisions rely on a number of defined activities such as offices, retail, commercial services, food and beverage, industrial and heavy industrial.

### 5.5.1 Proposed re-zonings

The proposed District Plan provisions utilise the zones from the National Planning Standards as set out under section 5.3 of this report. There are a number of alignment issues associated with transposing the Operative Plan's business zones into those prescribed by the National Planning Standards. These are:

- The range of commercial and industrial zones appear to be more readily applicable to large metropolitan urban areas such as Auckland, Hamilton, Tauranga and Christchurch, rather than rural districts.
- For Waimakariri, a City Centre zone is not directly applicable as a population of 50,000 is usually accepted as a criterion for designation as a city (LGA 2002, sub clause 3, part 16 cities). However it is noted that the National Planning standards does not appear to apply this definition. This leaves applying a metropolitan centre or town centre zone to the centres of Rangiora, Kaiapoi, Woodend (North Woodend) and possibly Oxford. When viewed through a greater Christchurch lens it could be argued that the Rangiora and Kaiapoi CBDs are "focal points for sub-regional urban catchments" (National Planning Standards Metropolitan centre zone description). However, when applied with a district lens, the CBDs of Rangiora, Kaiapoi, Woodend and Oxford are not at the centre of metropolitan areas (unlike large district centres within existing cities), rather they service the town and neighbouring rural areas. Given the existing and planned scale of Rangiora, Kaiapoi, Woodend and Oxford it is considered that a Town Centre zone is the most applicable. This aligns with the proposed Town Centre Zones for Rolleston, Lincoln and Darfield in the Proposed Selwyn District Plan. Local Centre zones for Silverstream, Pegasus and Woodend (along State Highway 1 south of North Woodend) aligns with the proposed Local Centre Zone for Prebbleton.
- There is an absence of a rural processing zone that would accommodate freezing works, timber mills, dairy factories and similar large-scale industrial activities associated with processing rural produce and that are often located in rural areas some distance from urban centres. The Sefton timber plant is a local example. However it is noted that the National Planning Standards include special purpose zones which could apply in specified circumstances.



Existing operative plan business zones (B1, B2, B3, B4, B5 and B6) have been migrated to the new zones based on the following criteria.

- the new zone is the best match for the existing and anticipated activities, the existing and anticipated scale of built form and guidance provided in the National Planning Standards;
- the new zone achieves the proposed centres-based hierarchy;
- the new zone provides for the projected demand for activity types across the District.

*Note: consistent with the National Planning Standards, Key Activity Centres are no longer identified in the Plan. However, the KAC requirements under the CRPS are carried over into the Town Centre Zone requirements – Rangiora, Kaiapoi and Oxford are the District’s KACs (whether the North Woodend town centre is a KAC is the subject of a separate Plan Change process – see later in this report).*

How the District’s existing centres are migrated is set out in Figure 2 below.

Figure 2: Proposed Commercial Centre Hierarchy

| Centre  | Current zoning  | National Planning Standards Zoning | Alignment  |
|---|---|------------------------------------|--|
| Rangiora, North Oxford, Kaiapoi, Woodend,   | Business 1  | Town Centre Zone                   | Generally good. Inclusive of area of B2 east of Rail Corridor between High Street and East Belt (currently zoned B2).  |
| South Woodend, Pegasus, Silverstream, Arlington, Mandeville, parts of Williams Street in Kaiapoi          | Business 1 for part of Woodend<br><br>B4 or Residential for other sites | Local Centre Zone                  | Good. However, Silverstream and Arlington are at the smaller end of the scale. Mandeville is very small but serves a large catchment.<br><br>The Williams Street additions recognise the existing commercial activities, but also that the sites are not located within the core of the town centre. It is noted that these parts of Williams Street in Kaiapoi could alternatively be zoned Commercial Zone. However, like a Local Centre, they do serve the needs of the residential catchment and zoning them Commercial would necessitate including an additional zone in the District Plan for this small area. |
| Small scale existing centres, e.g. Sovereign Palms, Lillybrook, the Plough and Dairy High Street Rangiora | Residential or Business 4   | Neighbourhood Centre Zone          | Good.  |

In addition to the above general zone migrations, some specific sites / areas have been re-zoned, for example from residential and rural zones, based on the following criteria:

- the existing zone clearly does not provide for / match the existing activity;
- the new zone better recognises existing activities and provides for future growth, whilst maintaining acceptable amenity at site boundaries;
- there is adequate separation between land uses (especially for residential / rural interfacing with heavy industrial);
- the zone change is consistent with the objective and policies of the proposed zone. This applies to the zone, and zone boundary (interface effects and controls);
- the existing activities are significant in scale (considering the physical extent of the activity and number of separate activities);
- the existing activities are well established and are unlikely to change in the medium term;
- the new zone is consistent with the centres-based hierarchy approach;
- the new zone provides significant development opportunities (e.g. it is greenfield land with good transport links and visibility) for large format retail activities that are in demand, but currently have limited ability to establish;
- the zone boundaries are defensible (e.g. they follow geographic features such as roads, or align with existing zone boundaries);
- zoning is not determined by existing resource consents and existing use rights, but these should be taken into account;
- spot zoning is to be avoided unless it is clearly the best option given the above criteria; and
- stakeholder requests.

The Council has not undertaken a comprehensive assessment of all commercial and industrial activities operating outside of commercial and industrial zones (for example in the rural and residential zones). Therefore, it is anticipated that there will be additional sites in the District which meet some or all of the above criteria and which may be appropriate for re-zoning. The Council will consider these sites through the formal submission process.

Note: The extent of the areas zoned for different commercial and industrial activities have been informed by market demand and retail planning experts based on projected population growth, retailing changes and anticipated development scenarios. It is recommended that readers refer to these reports for detailed information on the metrics modelled and assumptions.

#### *5.5.1.1 Southbrook Industrial Area*

Consistent with the criteria above (and in response to targeted stakeholder comments), the area containing Pak 'n' Save and Mitre 10 Mega have been rezoned to Large Format Retail Zone. The new zone better recognises existing activities on these sites and provides for future LFR development, whilst maintaining acceptable amenity at site boundaries.

In addition, vacant greenfield and adjacent underdeveloped land fronting Flaxton and Lineside Roads has been rezoned to Large Format Retail Zone as the area provides significant development potential in a location with good transport links and visibility (and responds to targeted stakeholder comments). It also responds to the identified mid-term shortfall in LFR land identified in the supporting market economics report.

Other parts of the Southbrook industrial area fronting Flaxton Road and Lineside Road have a mixture of activities comprising permitted industrial activities consistent with the zone and other activities

established through resource consent (usually large format retail). When considering appropriate zones for this area in the proposed plan the zone could either be General Industrial (a continuation of the existing zone), with the consented activities relying on their resource consent, or changed to a Large Format Retail Zone that aligns with many of the consented activities, but which could undermine the existing industrial activities (for example, either through the rules being less permissive for these activities or through reverse sensitivity effects occurring). Complicating this matter, with mixed activities occurring over a large geographic area it is sometimes difficult to delineate an acceptable zone boundary. In the absence of clear and comprehensive owner / operator advice the Council has decided to consider any zoning requests for these areas through the formal submission process. This will enable zoning decisions to be made with knowledge of all other areas also seeking re-zoning through the submission process.

#### *5.5.1.2 Ravenswood Commercial Areas*

The developers of Ravenswood have lodged a private plan change (PC30) to amend the location, extent and provisions of the existing B1 and B2 commercial areas in the Ravenswood development. The plan change proposes to make changes to the Operative Plan in advance of the district plan review and purposefully does not give effect to the National Planning Standards in terms of zones used.

As this plan change was lodged but not decided in time to inform the Proposed District Plan provisions, in order to avoid prejudice, the existing commercial and industrial zone locations and extents from the operative plan were carried over, with any changes required to the Proposed Plan (as a result of the decision on PC 30) being progressed via submissions or a variation depending on the scope of the required changes and timing.

Given the approach and to accord with the National Planning Standards, the existing Operative Plan B1 area of Ravenswood has been rezoned Town Centre Zone and the Operative Plan B2 area has been rezoned General Industrial. Whether the area zoned town centre becomes a KAC in the Proposed District Plan will be informed by the PC30 decision.

#### *5.5.1.3 Pegasus Commercial Area*

The majority of the business-zoned area of the Pegasus local centre has either been developed (or is in the process of being developed) for residential units (via resource consents) or remains vacant. Only a small area has been developed for commercial activities (fronting Pegasus Main Street). In addition, as can be seen on the zone map excerpt below the current zoning pattern does not follow the land form, road or parcel boundaries in the areas fronting the lake, especially around Barnes Street, Moto Quay, Lakeside Drive, Kawari Drive / Capital Lane, Athena Street and the circular lake area in the zoned business centre. In these areas the zoning is split between Business 1 and Residential 6 or Residential 6a.

Because of these issues the zoning has been amended in the town centre to better align with the existing and consented development (residential, business and open space) and to address the inaccurate business / residential zone boundary (by aligning it with the 'as built' road and landforms and making it Medium Density Residential or Open Space Zone).

It should be noted that these zone changes have been made in the absence of advice from the main land owner, despite direct Council correspondence requesting this. As such, further zone changes through the submission process to better match the aspirations of the landowners and community are not unexpected.



#### 5.5.1.4 Commercial and Industrial Land Supply Conclusions

The ME 2019 supply and demand assessment has been assessed and updated by Formative in a 2021 report. Formative’s conclusion is that the proposed Plan provides sufficient supply of space in centres, large format retail areas and industrial zones for the life of the proposed Plan, and likely even through to a 30 year horizon.

For LFR specifically, from the assessment provided in the Formative report, the amount of zoned LFR proposed will provide for at least 34 years of market growth in LFR demand under a high growth scenario (30 years under medium growth). This is much more than is required to provide for the needs of growth, and would provide zoned land far in excess of what is required within the life of the proposed Plan.

## 6. SCALE AND SIGNIFICANCE EVALUATION

Section 32 (1)(c) of the RMA requires that a Section 32 report contain a level of detail that corresponds with the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposed objectives, policies and methods.

The level of detail undertaken for the subsequent evaluation of the proposed objectives, policies and methods has been determined by this scale and significance assessment.

In particular, Section 32 (1)(c) of the RMA requires that:

- (a) Any new proposals need to be examined for their appropriateness in achieving the purpose of the RMA;
- (b) The benefits and costs, and risks of new policies and methods on the community, the economy and the environment need to be clearly identified and assessed; and

- (c) All advice received from iwi authorities, and the response to the advice, needs to be summarised.

Further, the analysis has to be documented to assist stakeholders and decision-makers understand the rationale for the proposed objectives, policies and methods under consideration.

In making this assessment regard has been had to a range of scale and significance factors, including whether the provisions:

- (a) Are of regional or district wide significance;
- (b) Involve a matter of national importance in terms of Section 6 of the RMA;
- (c) Involve another matter under Section 7 of the RMA;
- (d) Adversely affect people's health and safety;
- (e) Adversely affect those with particular interests including Maori;
- (f) Adversely affect a large number of people;
- (g) Result in a significant change to the character and amenity of local communities;
- (h) Result in a significance change to development opportunities or land use options;
- (i) Limit options for future generations to remedy effects;
- (j) Whether the effects have been considered implicitly or explicitly by higher order documents; and
- (k) Include regulations or other interventions that will impose significant costs on individuals or communities.

*Note: Policies and methods have been evaluated as a package, as together they address a particular issue and seek to meet a specific objective.*

## 6.1 Evaluation of Scale and Significance

|   | Low | Medium | High |
|---|-----|--------|------|
| Degree of change from the Operative Plan  |     | ✓      |      |
| The provisions contain a number of new zones (e.g. Local Centre Zone and LFR Zone) which allow the proposal to more strongly reinforce a centres-based approach and also provide for a range of activities. The proposed Plan is activity-based, as opposed to effects-based. In addition, a number of areas have been rezoned. |     |        |      |
| Effects on matters of national importance   | ✓   |        |      |
| The commercial and industrial zones are generally within urban areas and do not contain any matters specifically covered in s6. However, the approach of consolidated development based around commercial centres is an efficient use of resources (s7b) and supports the efficient end of use of energy (s7ba).                |     |        |      |
| Scale of effects geographically (local, district wide, regional, national)  |     | ✓      |      |
| The effects are felt widely as the commercial and industrial areas occupy reasonably large areas.   |     |        |      |
| Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)  |     |        | ✓    |
| Multiple landowners will be affected by the provisions given the geographic scale of commercial and industrial areas. In addition, potentially all members of the community will utilise goods and services obtained from the District's commercial and industrial areas.   |     |        |      |

|   | Low | Medium | High |
|---|-----|--------|------|
| Scale of effects on those with specific interests, e.g., Mana Whenua, industry groups   | ✓   |        |      |
| The provisions seek to continue to manage commercial and industrial activities, most of which are within existing urban areas. Outside of the general public and landowners, there are no specific identified effects on interest groups. The management of commercial areas has not been identified as an area of particular concern to Tangata Whenua and no formal comments were received on the provisions.   |     |        |      |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? Is it consistent, inconsistent or contrary to those?  | ✓   |        |      |
| The proposed provisions are closely aligned with and give effect to the CRPS and National Policy Statement on Urban Development 2020. They are also consistent with neighbouring district councils.   |     |        |      |
| Likelihood of increased costs or restrictions on individuals, communities or businesses   | ✓   |        |      |
| The provisions seek to greater distinguish between the range of existing commercial and industrial activities and generally provide for the continuation of these. As a result, they do not impose significant increased costs over those that currently exist to establish activities in commercial or industrial areas. While additional limitations on landowners will exist in some instances, there will be costs to the environment if the functioning, viability and vibrancy of the commercial areas are undermined.  |     |        |      |
| <p><b>Summary - Scale and Significance</b></p> <p>Overall, the scale and significance of the proposals is <b>low - medium</b>. Commercial and industrial areas make an important contribution to the well-being of people and communities, including the attractiveness of the District as a place to live, work or play and its prosperity. As such, while the provisions managing these areas directly affect landowners within the defined zones, they indirectly affect the wider community. Therefore, the scale of effects is considered to be district-wide.</p> <p>The biggest change from the Operative District Plan provisions is the reinforcement and further progression of a clear hierarchy between the different existing centres within the District, as reflected in the creation of new zones from the existing Business 1 and 4 Zones, and to include a large format retail zone. The proposed provisions also take a more directive approach to the types of activities anticipated within various commercial and industrial zones. While the centres-based and directive approach is a significant change, it follows the direction in the CRPS, LURP and other strategic documents such as the District Development Strategy 2048 and the Rangiora and Kaiapoi Town Centre plans / strategies.</p> <p>Other changes in relation to how activities and buildings in these zones are managed are less significant as they largely retain the existing Operative District Plan framework. In addition, the provisions in this chapter are not considered to relate to matters of national importance, nor has the management of commercial areas been identified as an area of particular concern to Tangata Whenua.</p> |     |        |      |

## 7. EVALUATION OF PROPOSED OBJECTIVES

Section 32(1)(a) of the RMA requires the District Council to evaluate the extent to which the objectives are the most appropriate way to achieve the purpose of the RMA.

For the purpose of this evaluation, the Council has considered the following potential objectives:

1. The status quo; and
2. The proposed objectives.

Alternative options have not been assessed as the higher order planning framework requires a centres-based approach to commercial areas and as such, an approach that does not deliver this would not be giving effect to these documents as required.

The level of detail undertaken for this evaluation of the objectives has been determined by the preceding scale and significance assessment. Below is an analysis of how the operative plan's objectives apply to the commercial and industrial zones, along with the proposed objectives which have been identified as the most appropriate to address the resource management issue(s) and achieve the purpose of the RMA.

## 7.1 Evaluation of Existing and Proposed Objectives

For the purposes of this evaluation the following criteria form the basis for assessing the appropriateness of the existing and proposed objectives:

1. Relevance i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?
2. Reasonableness: What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes? Will the objective guide decision-making? Does it meet sound principles for writing objectives?
3. Achievability i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the local authority

| Existing Objective/s (status quo)  | Appropriateness to achieve the purpose of the Resource Management Act 1991   |
|--|--|
| <p><b>Objective 15.1.1</b></p> <p>Quality urban environments which maintain and enhance the form and function, the rural setting, character and amenity values of urban areas.</p> | <p>Relevance:</p> <p>The intent of Objective 15.1.1 is to manage built form scale and activities to achieve quality urban environments. The issues of poor quality built environments and inappropriate scale are RMA issues to respond to.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> <hr/> <p>Reasonableness:</p> <p>This approach is considered to be reasonable. Achieving quality urban design and managing adverse effects have generally been supported by the community (for example through the District Development Strategy consultation).</p> <hr/> <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning bulk and location rules to manage scale, while urban design</p> |

| Existing Objective/s (status quo) | Appropriateness to achieve the purpose of the Resource Management Act 1991 |
|-----------------------------------|--|
|                                   | assessments have been utilised through a resource consent process.         |

| Existing Objective/s (status quo)   | Appropriateness to achieve the purpose of the Resource Management Act 1991  |
|---|---|
| <p><b>Objective 15.1.2 Role of Key Activity Centres</b></p> <p>Recognise the role of the Key Activity Centres at Rangiora and Kaiapoi as significant concentrations of business activities with key transport, cultural and community infrastructure in a way that:</p> <ul style="list-style-type: none"> <li>a. strengthens the Business 1 Zones of Rangiora and Kaiapoi as the primary employment and civic destinations;</li> <li>b. identifies the role of local retail centres as providing convenience retail functions appropriate within the zone to which they are located;</li> <li>c. acknowledges the Business 1 Zones of Woodend, North Woodend, Pegasus and Oxford, that provide for a similar range of activities to the Key Activity Centres at a size sufficient to provide for the needs of those communities; and,</li> <li>d. provides for limited retail activities within Business 2 Zones that are supportive of the Key Activity Centres.</li> </ul> | <p>Relevance:</p> <p>The issues of appropriately providing for activities and managing the adverse effects of commercial distribution are RMA issues to respond to.</p> <p>The intent of Objective 15.1.2 recognise the role of key activity centres and focussing commercial development within centres, giving effect to Objective 6.2.5 and 6.2.6 of Chapter 6 of the CRPS. Ensuring that development is appropriate to the anticipated role of centres also aligns with direction in Policy 6.3.6(4) of Chapter 6 (“...activities reflect and support the function and role of Central City, Key Activity Centres, and Neighbourhood Centres”).</p> <p>Providing for limited retail activity the B2 Zone (i.e. outside of centres), supports the intensification of commercial activities in centres and reinforces their role as a focal point of investment and business activity, thereby supporting their continued vitality and amenity. This approach supports a more sustainable compact urban form and use of existing infrastructure and buildings, and helps avoid adverse effects from inappropriate activities establishing in residential, rural and industrial activities, including reverse sensitivity effects. Supporting market economics information indicates that future growth in commercial activity can be met through intensification within existing centres and the relocation of trade and yard based activities from centres to industrial zones.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |
|   | <p>Reasonableness:</p> <p>This approach could result in potentially higher land costs for businesses to establish within centres, compared with out-of-centre locations due to increased demand for land within centres, which may inflate the cost of land or rent. However, this may be offset through the establishment of LFR-zoned areas and enabling trade-based and yard-based activities to occur in industrial zones.</p>  |
|   | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. Retail distribution and</p>  |



| Existing Objective/s (status quo) | Appropriateness to achieve the purpose of the Resource Management Act 1991                                  |
|-----------------------------------|---|
|                                   | urban design assessments are often required under the Operative Plan and so these are not new requirements. |

| Existing Objective/s (status quo)  | Appropriateness to achieve the purpose of the Resource Management Act 1991   |
|--|--|
| <p><b>Objective 16.1.1</b></p> <p>Maintain different zone qualities which provide opportunities for a range of business development appropriate to the needs of the business community, residents and visitors while sustaining the form and function of the urban environments.</p> | <p>Relevance:</p> <p>The issues of appropriately providing for activities, managing adverse effects within and between zones and managing the adverse effects of commercial distribution are RMA issues to respond to.</p> <p>Recognising the need for different zones to provide for a diverse range of commercial and industrial activities gives effect to Objective 6.2.5 and 6.2.6 of Chapter 6 of the CRPS. Ensuring that development is appropriate to the anticipated role of centres also aligns with direction in Policy 6.3.6(4) of Chapter 6 (“...activities reflect and support the function and role of Central City, Key Activity Centres, and Neighbourhood Centres”).</p> <p>Managing activities to support the form and function of urban environments helps achieve consolidation of existing commercial and industrial areas, making efficient use of existing infrastructure and buildings, and helps avoid adverse effects from inappropriate activities establishing in residential, rural and industrial activities, including reverse sensitivity effects.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |
|  | <p>Reasonableness:</p> <p>It is considered that the objective is reasonable.</p> <p>The built form provisions that achieve this objective (for example height limits) will impose some regulatory constraints. However, these are justified in order to achieve amenity values appropriate to the location and commercial area role and function.</p> <p>Activity standards that restrict specific activities from establishing in commercial areas (for example small format retail and offices in industrial zones and industrial activity in neighbourhood centres) will help maintain different zone qualities. Also, they are reasonable as amenity effects need to be managed and reverse sensitivity effects should be avoided to ensure efficient use and development.</p> <p>This approach could result in potentially higher land costs for businesses to establish within the town centre, compared</p>   |

| Existing Objective/s (status quo) | Appropriateness to achieve the purpose of the Resource Management Act 1991  |
|-----------------------------------|---|
|                                   | with out-of-centre locations due to increased demand for land within the centre, which may inflate the cost of land or rent. This is especially relevant for activities which require a large floor plate such as LFR retail. |
|                                   | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available such as built form and activity rules.</p>  |

| Existing Objective/s (status quo)   | Appropriateness to achieve the purpose of the Resource Management Act 1991   |
|---|--|
| <p><b>Objective 16.1.2</b></p> <p>Intensification of activities, comprehensive development of sites and regeneration of buildings within the Key Activity Centre at Rangiora.</p> | <p>Relevance:</p> <p>The matters addressed in the objective contribute to the efficient use of land and infrastructure, consistent with sustainable management.</p> <p>Objective 16.1.2 gives effect to Objectives 6.2.1, 6.2.5 and 6.2.6 of Chapter 6 of the CRPS.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |
|   | <p>Reasonableness:</p> <p>The objective is considered reasonable as it seeks efficiency, thereby reducing development costs.</p>   |
|   | <p>Achievability:</p> <p>This objective is achievable in part as it utilises standard planning approaches and tools available such as built form and activity rules. However, ensuring the regeneration of buildings usually require tools outside of the District Plan.</p>   |

| Existing Objective/s (status quo)  | Appropriateness to achieve the purpose of the Resource Management Act 1991  |
|--|---|
| <p><b>Objective 16.1.3</b></p> <p>A business zone within the Mandeville North settlement that:</p> <ul style="list-style-type: none"> <li>a. fulfils a local community convenience function;</li> <li>b. ensures a scale and form of development that: <ul style="list-style-type: none"> <li>i. is appropriate to serve the Mandeville North settlement;</li> </ul> </li> </ul> | <p>Relevance:</p> <p>This site specific objective specifies the desired outcome for the Mandeville North spot zone. The matters addressed, such as commercial distribution effects and adverse amenity and transport network effects are legitimate RMA matters to be managed to achieve sustainable management and the efficient use of resources.</p> |

| Existing Objective/s (status quo)  | Appropriateness to achieve the purpose of the Resource Management Act 1991  |
|--|---|
| <ul style="list-style-type: none"> <li>ii. limits the total floor area of development and single retail tenancies; and</li> <li>iii. avoids more than minor effects on the function and viability of Key Activity Centres;</li> <li>c. mitigates adverse effects on adjoining properties through: <ul style="list-style-type: none"> <li>i. high levels of amenity and urban design; and</li> <li>ii. comprehensive design of car parking, loading areas, and entranceway design and landscaping;</li> </ul> </li> <li>d. ensures the safe and effective function of Tram Road.</li> </ul> |   |
|  | <p>Reasonableness:</p> <p>The objective seeks to enable commercial activity while managing identified adverse effects. In this regard it imposes some development constraints in order to achieve environmental benefits. Overall the objective is considered reasonable.</p> |
|  | <p>Achievability:</p> <p>This objective is achievable in part as it utilises standard planning approaches and tools available such as built form and activity rules.</p>  |

### Proposed Objectives

| Proposed Objective/s   | Appropriateness to achieve the purpose of the RMA   |
|--|---|
| <p><b>CMUZ–O1 Commercial development and location</b><br/>Sustainable and self-sufficient economic development occurring in a hierarchical network of consolidated commercial centres.</p> | <p>Relevance:</p> <p>The issues of appropriately providing for activities and managing the adverse effects of commercial distribution are RMA issues to respond to.</p> <p>The intent of Objective 1 is to facilitate self-sufficient development in the District, focussing this development within a network of centres, consistent with the strategic directions and gives effect to Objective 6.2.5 and 6.2.6 of Chapter 6 of the CRPS and Objective 3 and Policy 1(b) and (c) of the NPSUD.</p> <p>Ensuring that development is appropriate to the anticipated role of centres also gives effect to Policy 6.3.6(4) of Chapter 6 (“...activities reflect and support the function and role of Central City, Key Activity Centres, and Neighbourhood Centres”).</p> |

| Proposed Objective/s | Appropriateness to achieve the purpose of the RMA  |
|----------------------|--|
|                      | <p>Providing for limited retail and office activity outside of centres (i.e. in the large format retail zone, industrial zones and residential and rural zones), supports the intensification of commercial activities in centres and reinforces their role as a focal point of investment and business activity, thereby supporting their continued vitality and amenity. This approach supports a more sustainable compact urban form and use of existing infrastructure and buildings, and helps avoid adverse effects from inappropriate activities establishing in residential, rural and industrial activities, including reverse sensitivity effects. Supporting market economics information indicates that future growth in commercial activity can be met through intensification within existing centres and the relocation of trade and yard based activities from centres to industrial zones.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |
|                      | <p>Reasonableness:</p> <p>This approach could result in potentially higher land costs for businesses to establish within centres, compared with out-of-centre locations due to increased demand for land within centres, which may inflate the cost of land or rent. However, this may be offset through the establishment of LFR-zoned areas and enabling trade-based and yard-based activities in industrial zones.</p>  |
|                      | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. Retail distribution and urban design assessments are often required under the Operative Plan and so these are not new requirements.</p>   |

| Proposed Objective/s  | Appropriateness to achieve the purpose of the RMA   |
|---|---|
| <p><b>CMUZ–O2 Urban form, scale and design</b></p> <p>A scale, form and design of development in all Commercial and Mixed Use Zones that:</p> <ol style="list-style-type: none"> <li>1. recognises and enhances the centre's role and function and the overall centres hierarchy;</li> <li>2. supports achieving a good quality urban environment;</li> <li>3. recognises the functional and operational requirements of activities and the existing built form; and</li> <li>4. manages adverse effects on the surrounding environment.</li> </ol> | <p>Relevance:</p> <p>The intent of Objective 2 is to manage built form scale to facilitate a network of centres and achieve quality urban environments. The issues of poor quality built environments and inappropriate scale are RMA issues to respond to.</p> <p>Ensuring that development is appropriate to the anticipated role of centres also gives effect to Policy 6.3.6(4) of Chapter 6 (“...activities reflect and support the function and role of Central City, Key Activity Centres, and Neighbourhood Centres”). This objective gives effect to Objective 3 and Policy 1(b) and (c) of the NPSUD. The increased density of development enabled under the revised provisions give effect to NPSUD Policy 3(d).</p> |

| Proposed Objective/s | Appropriateness to achieve the purpose of the RMA  |
|----------------------|--|
|                      | The objective would assist the Council to meet its functions under the RMA.  |
|                      | <p>Reasonableness:</p> <p>This approach is considered to be reasonable. It continues the operative plan's urban design and adverse effects management requirements which have generally been supported by the community.</p>                         |
|                      | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning bulk and location rules to manage scale, while urban design assessments are often required under the Operative Plan and so this is not a new requirement.</p> |

| Proposed Objective/s   | Appropriateness to achieve the purpose of the RMA  |
|--|--|
| <p><b>TCZ-01 Town Centre Zone</b></p> <p>Town Centres:</p> <ol style="list-style-type: none"> <li>1. are the District's key activity centres and are the principal focal point for a wide range of commercial and community activities, supported by recreation, residential and service activities;</li> <li>2. provide the primary retail destination for comparison and convenience shopping in the district with the greatest mix and concentration of activities;</li> <li>3. provide the greatest scale of built form of all zones; and</li> <li>4. are accessible by a range of modes of transport including public transport.</li> </ol> <p><b>LCZ-01 Local Centre Zone</b></p> <p>Local Centres:</p> <ol style="list-style-type: none"> <li>1. are the focal point for a range of commercial, community and service activities at a smaller scale than Town Centres to provide for the daily/weekly shopping needs of the local residential or nearby rural area, including enabling a range of convenience activities;</li> <li>2. activities do not adversely affect the role and function of Town Centres; and</li> <li>3. amenity values are managed within the zone and at the interface with adjacent residential zones.</li> </ol> | <p>Relevance:</p> <p>These objectives are directly relevant to centres, providing the specific direction for the Zones. They are consistent with the general objectives applying across all the commercial areas.</p> <p>The issues of appropriately providing for activities, requiring good quality urban environments and managing the adverse effects of commercial distribution are RMA issues to respond to.</p> <p>See also the assessment under CMUZ-01.</p> |

| Proposed Objective/s   | Appropriateness to achieve the purpose of the RMA   |
|--|---|
| <p><b>NCZ-01 Neighbourhood Centre Zone</b></p> <p>Neighbourhood Centres:</p> <ol style="list-style-type: none"> <li>1. provide for a range of activities and scale that directly support the immediate or nearby residential neighbourhood;</li> <li>2. do not adversely affect the role and function of Town and Local Centres, nor undermine investment in their public amenities and facilities; and</li> <li>3. amenity values are managed within the zone and at the interface with adjacent Residential Zones.</li> </ol> <p><i>Note: the three zone objectives have been grouped in this table as they are essentially the same, being repeated to support the policies applying in each zone in the eplan structure.</i></p> |   |
|  | <p>Reasonableness:</p> <p>It is considered that the approach is reasonable. It applies to existing built commercial centres which are either zoned Business 1, B4, or Residential in the operative plan.</p> <p>This approach could result in potentially higher land costs for businesses to establish within the centres, compared with out-of-centre locations due to increased demand for land within the centres, which may inflate the cost of land or rent. However, this may be offset through the establishment of LFR-zoned areas and enabling trade-based and yard-based activities in industrial zones. In addition, the height limit has been increased in specified areas of the Town Centre Zone for mixed-use development which could result in greater development feasibility.</p> <p>See also the assessment under CMUZ-O1 and O2.</p> |
|  | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises planning bulk and location rules to manage scale, while urban design and retail assessments are often required under the Operative Plan and so are not new requirements.</p>   |

| Proposed Objective/s                     | Appropriateness to achieve the purpose of the RMA |
|--|---|
| <b>MUZ-O1 Kaiapoi Regeneration Areas</b> | Relevance:  |

| Proposed Objective/s  | Appropriateness to achieve the purpose of the RMA   |
|---|---|
| <p>Development within the Mixed Use Zone supports the regeneration of the area and supports the role, function and continued viability and vitality of the Kaiapoi Town Centre.</p> | <p>The intent of Objective 1 is to facilitate the regeneration of Kaiapoi while supporting the town centre and gives effect to the Waimakariri Residential Red Zone Recovery Plan 2012.</p> <p>Enabling the community to recover from the 2010 / 2011 Canterbury earthquakes will help achieve the purpose of the RMA. Managing the adverse effects of commercial distribution is also an RMA issue to respond to.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |
|   | <p>Reasonableness:</p> <p>It is considered that the approach is reasonable. The current zoning is residential, whereas the new zoning provides for a greater variety of activities to support regeneration. The new zoning only applies to land owned by the Council and one remaining private residence. The remaining private residence retains the ability for continued residential activities.</p>   |
|   | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises standard planning bulk and location rules to manage scale, while urban design and retail assessments are often required under the Operative Plan and so are not new requirements.</p>  |

| Proposed Objective/s  | Appropriateness to achieve the purpose of the RMA  |
|---|--|
| <p><b>LFRZ-01 Large Format Retail Zone</b></p> <p>Large format retail activities are enabled in the zone, while ensuring:</p> <ol style="list-style-type: none"> <li>1. activities do not compromise Town Centre role and function;</li> <li>2. activities do not undermine investment in public amenities and facilities in the Town and Local Centre Zones;</li> <li>3. amenity values are managed within the zone and at the interface with adjacent residential zones; and</li> <li>4. activities are integrated with the surrounding transport network.</li> </ol> | <p>Relevance:</p> <p>The objective expressly provides for LFR activities in defined areas where there is an expressed demand for these. The issues of appropriately providing for activities and managing the adverse effects of commercial distribution are RMA issues to respond to. The proposed objective gives effect to Objective 3 and Policy 1(b) and (c) of the NPSUD.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |

| Proposed Objective/s | Appropriateness to achieve the purpose of the RMA   |
|----------------------|---|
|                      | <p>Reasonableness:</p> <p>It is considered that the approach is reasonable. There is demand for these types of activities in the District, however the Operative Plan does not expressly provide for these activities, which has often led to them establishing by resource consent in industrial areas. Consultation has been undertaken with a number of affected landowners with general support received.</p> |
|                      | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises standard planning bulk and location rules to manage scale, while urban design and retail assessments are often required under the Operative Plan and so are not new requirements.</p>  |

**Proposed Industrial Zones Objectives**

| Proposed Objective/s  | Appropriateness to achieve the purpose of the RMA   |
|---|---|
| <p><b>INZ-O1 Support and growth of industry</b></p> <p>Sufficient, feasible and available industrial zoned land to meet demand and to support employment and economic growth.</p> | <p>Relevance:</p> <p>The intent of Objective 1 is to ensure there is sufficient available zoned land to meet demand to support District self-sufficiency. Appropriately providing for industrial activities to support the District is an RMA issue to respond to ensure sustainable development. It gives effect to the NPS-UD Objective 3 and Policy 1(b) and (c) and aligns with UFD objectives for business land.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p>  |
|   | <p>Reasonableness:</p> <p>In addition to zoning, feasibility and availability are also influenced by bulk and location provisions. Built form rules that achieve this objective will in most instances not impose any regulatory constraints.</p> <p>In addition, feasibility and availability are also influenced by activity restrictions. Activity standards that enable industrial activities should not result in any regulatory constraints. Potentially industrial land owners may seek to enable non-industrial activities to occur in industrial zones. Restrictions on non-industrial activities will help ensure there is sufficient feasible and available industrial land, however these can impose regulatory costs. These costs are considered to be acceptable to ensure the objective is met (non-industrial activity restrictions also help achieve a centres hierarchy and manage amenity, including reverse sensitivity).</p> |



| Proposed Objective/s | Appropriateness to achieve the purpose of the RMA   |
|----------------------|---|
|                      | <p>Achievability:</p> <p>This objective utilises standard planning bulk and location rules to manage scale, and activity standards to manage activities – these components are achievable.</p> <p>District Plans are generally a poor method for avoiding land banking and ensuring feasibility in terms of land prices. In these respects the objective is unachievable using district plan tools alone. However, the objective is still sound and gives effect to the NPS-UD.</p> |

| Proposed Objective/s  | Appropriateness to achieve the purpose of the RMA  |
|---|--|
| <p><b>INZ–O2 Role and function of Industrial Zones</b></p> <p>Industrial zones that:</p> <ol style="list-style-type: none"> <li>1. provide opportunities for light, general and heavy industrial activities in identified zoned areas to meet the diverse needs of a range of industrial activities; and</li> <li>2. avoid adverse effects on the role and function of Town Centres; and</li> <li>3. do not undermine investment in public amenities in the Town and Local Centre Zones.</li> </ol> | <p>Relevance:</p> <p>The issues of appropriately providing for activities and managing the adverse effects of commercial distribution are RMA issues to respond to.</p> <p>The intent of Objective 2 is to facilitate self-sufficient industrial development in the District, while focussing commercial development within centres, consistent with the strategic directions and giving effect to Objective 6.2.5 and 6.2.6 of Chapter 6 of the CRPS and Objective 3 and Policy 1(b) of the NPSUD.</p> <p>Providing for limited retail and office activity in industrial zones, supports the intensification of commercial activities in centres and reinforces their role as a focal point of investment and business activity, thereby supporting their continued vitality and amenity. This approach supports a more sustainable compact urban form and use of existing infrastructure and buildings, and helps avoid adverse effects from inappropriate activities establishing in industrial activities, including reverse sensitivity effects.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p> |
|   | <p>Reasonableness:</p> <p>The built form provisions that achieve this objective will in most instances not impose any undue regulatory constraints. Activity standards that enable industrial activities should not result in any regulatory constraints. Potentially industrial land owners may seek to enable non-industrial activities to occur in industrial zones. Restrictions on non-industrial activities will help ensure there is sufficient feasible and available industrial land consistent with Objective 1 and the centres hierarchy approach, however these can impose regulatory costs. These costs are considered to be acceptable as they help achieve a more sustainable and efficient urban form. It is noted that restrictions exist in the</p>  |

| Proposed Objective/s | Appropriateness to achieve the purpose of the RMA  |
|----------------------|--|
|                      | Operative Plan for activities such as retail and offices, and as such the proposed objective does generally not introduce new or additional costs.   |
|                      | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises standard planning bulk and location rules to manage scale, and activity standards to manage activities. Retail assessments are often required under the Operative Plan and so are not new requirements.</p> |

| Proposed Objective/s   | Appropriateness to achieve the purpose of the RMA   |
|--|---|
| <p><b>INZ–O3 Managing the effects of industrial activities</b></p> <p>The adverse effects of industrial activities are avoided, remedied or mitigated:</p> <ol style="list-style-type: none"> <li>1. within the zone where these may constrain the establishment and operation of industrial activities; and</li> <li>2. at the interface with non-industrial zones to achieve the anticipated amenity values for those adjacent zones.</li> </ol> | <p>Relevance:</p> <p>The intent of Objective 3 is to manage built form scale and activities at the interface with more sensitive environments. Adverse effects on amenity values are RMA issues that need addressing.</p> <p>The objective would assist the Council to meet its functions under the RMA.</p>  |
|  | <p>Reasonableness:</p> <p>There will be some regulatory impacts for in zone developments which breach rules at boundaries with residential, rural and open space zones. Similar restrictions generally exist now in the Operative Plan. The costs are considered reasonable as they are targeted where they apply (i.e. at specified boundaries) and it is appropriate manage adverse effects in these circumstances.</p> |
|  | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises standard planning bulk and location rules to manage scale, and activity standards to manage activities. Retail assessments are often required under the Operative Plan and so are not new requirements.</p>  |

| Proposed Objective/s  | Appropriateness to achieve the purpose of the RMA |
|---|---|
| <p><b>LIZ–O1 Light industrial activities</b><br/> <b>GIZ–O1 General industrial activities</b></p> | <p>Relevance:</p>                                 |

| Proposed Objective/s   | Appropriateness to achieve the purpose of the RMA   |
|--|---|
| <p><b>HIZ-O1 Heavy industrial activities</b></p> <p>Provide for light / general / heavy industrial activities where the adverse effects of these activities on Town and Local Centres and adjacent non-industrial zones are avoided, remedied or mitigated.</p> <p><i>Note: the three zone objectives have been grouped in this table as they are essentially the same, being repeated to support the policies applying in each zone in the eplan structure.</i></p> | <p>The issues of appropriately providing for activities and managing the adverse effects of commercial distribution and amenity impacts are RMA issues to respond to. The objective would assist the Council to meet its functions under the RMA.</p> <p>See also responses to INZ-O1, O2 and O3.</p>   |
|  | <p>Reasonableness:</p> <p>The built form provisions that achieve this objective will in most instances not impose any undue regulatory constraints. Similar restrictions generally exist now in the Operative Plan. The costs are considered reasonable as they are targeted where they apply (i.e. at specified boundaries) and it is appropriate to manage adverse effects in these circumstances.</p> <p>Activity standards that enable industrial activities should not result in any regulatory constraints. Potentially industrial land owners may seek to enable non-industrial activities to occur in industrial zones. Restrictions on non-industrial activities will help ensure there is sufficient feasible and available industrial land consistent with INZ-O1 and the centres hierarchy approach, however these can impose regulatory costs. These costs are considered to be acceptable as they help achieve a more sustainable and efficient urban form. It is noted that restrictions exist in the Operative Plan for activities such as retail and offices, and as such the proposed objective does generally not introduce new or additional costs.</p> |
|  | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises standard planning bulk and location rules to manage scale and amenity, and activity standards to manage activities. Retail assessments are often required under the Operative Plan and so are not new requirements.</p>  |

| Proposed Objective/s   | Appropriateness to achieve the purpose of the RMA   |
|--|---|
| <p><b>SPZ(MCC)-O1 Special Purpose Zone (Museum and Conference Centre)</b></p> <p>A comprehensively planned function centre with identified activities is enabled, and which does not undermine the role and function of the Rangiora Town Centre and its continued viability and vitality.</p> | <p>Relevance:</p> <p>The issues of appropriately providing for activities and managing the adverse effects of commercial distribution and amenity impacts are RMA issues to respond to. The objective would assist the Council to meet its functions under the RMA.</p> |

| Proposed Objective/s | Appropriateness to achieve the purpose of the RMA   |
|----------------------|---|
|                      | <p>Reasonableness:</p> <p>The built form provisions that achieve this objective will in most instances not impose any undue regulatory constraints. The costs are considered reasonable as they are targeted where they apply and are specific to this bespoke zone.</p> <p>Activity standards that enable the proposed museum, conference and industrial activities should not result in any undue regulatory constraints.</p> |
|                      | <p>Achievability:</p> <p>This objective is achievable as it utilises standard planning approaches and tools available. It utilises standard planning bulk and location rules to manage scale and amenity, and activity standards to manage activities. Retail assessments are often required under the Operative Plan and so are not new requirements.</p>  |

## 7.2 Summary - Evaluation of Proposed Objectives

The proposed objectives are generally consistent with the existing objectives. However, they provide more detail than the Operative Plan’s objectives to support the more specific zones provided for under the National Planning Standards and giving effect to the objectives and policies of the National Policy Statement for Urban Development 2020. For example, they better recognise the distinctions between local and neighbourhood centres and a Large Format Retail Zone is utilised to better provide for these activities. They also include provisions for the mixed-use business area that is proposed under the Waimakariri Residential Red Zone Recovery Plan. Finally, the new objectives are more aligned with the proposed strategic directions.

## 8. EVALUATION OF PROPOSED POLICIES AND METHODS

Section 32 (1)(b) of the RMA requires an evaluation of whether the proposed policies and methods are the most appropriate way to achieve the proposed objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the proposed policies and methods in achieving the objectives, and summarising the reasons for deciding on the proposed policies and methods.

**The level of detail undertaken for the evaluation of the proposed policies and methods has been determined by the preceding scale and significance assessment.**

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the proposed policies and methods, including opportunities for economic growth and employment.

The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

**Policies and methods have been evaluated as a package, as together they address a particular issue and seek to meet a specific objective.**

## 8.1 Evaluation of Proposed Policies and Methods

Two options have been proposed as part of this evaluation – the status quo and the proposed approach. Alternative approaches include less restrictions on activities across the zones or more restrictions than the status quo and proposed approaches. These alternatives have not been assessed given the requirement to give effect to the national planning standards in terms of zones to use, and the CRPS in terms of a centres hierarchy, managing adverse effects and providing sufficient development capacity for a range of business activities to establish, and the National Policy Statement for Urban Development 2020 requirements to provide sufficient development capacity, reduce greenhouse gas emissions and be resilient to the effects of climate change (amongst other matters).

| Option A:<br>Policy and method options to achieve the Proposed District Plan objectives relating to the role and function of commercial and industrial zones  | Benefits<br>environmental, economic, social and cultural effects anticipated,   | Costs<br>environmental, economic, social and cultural effects anticipated,  | Efficiency and Effectiveness   | Risk of acting / not acting<br>if there is uncertain or insufficient information about the subject matter of the provisions  |
|---|---|---|--|--|
| <ul style="list-style-type: none"> <li>• Policies provide for each centre and other commercial areas, enabling appropriate activities to occur and support a centres hierarchy;</li> <li>• Activity rules enable anticipated activities and manage unanticipated activities to support a centres hierarchy;</li> <li>• Some areas are rezoned consistent with existing activities and / or to enable</li> </ul> | <p><b>Environmental:</b></p> <p>Providing for more consolidated commercial areas will reduce travel and increase the opportunity for alternative transport modes, such as walking, cycling and public transport.</p> <p><b>Economic:</b></p> <p>The expansion of a commercial centres hierarchy with additional identified zones should ensure that centres are economically efficient and maintain their role and function in the market, supporting economic growth and greater employment opportunities.</p> | <p><b>Environmental:</b></p> <p>None identified. While some rezoning has occurred, this typically is to better recognise existing activities which have already altered the character and qualities of the environment.</p> <p><b>Economic:</b></p> <p>For some zones the provisions will result in increased controls on which activities can be located within each zone (for example offices in neighbourhood centres). This may result in the loss of benefits for some landowners. However the overall outcomes will have wider economic benefits.</p> <p><b>Social:</b></p> | <p>The proposed provisions are considered to be the most effective means of achieving the objectives as they will:</p> <ul style="list-style-type: none"> <li>• give effect to the CRPS (as it applies within Greater Christchurch and across the whole district) and the NPS-UD to enable business activities in appropriate locations so that the District’s business areas function in a way that encourages sustainable economic development and maintains a hierarchy of centres with their own function and role;</li> <li>• enable the Council to fulfil its statutory obligations, including ensuring the efficient use and development of the existing physical resources within the</li> </ul> | <p>Overall, the Council has sufficient information to determine the commercial and industrial zone provisions relating to the role and function of each zone within the District.</p> <p>The proposed provisions align with technical planning and economic advice received regarding activity demand (location and floor space), potential distribution impacts and efficiency of development.</p> <p>The approach is consistent with the higher order CRPS and NPS-UD planning framework.</p> <p>Overall it is considered that there is a low risk from the proposed approach.</p> |

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| <p><b>appropriate activities to occur.</b></p> | <p>Providing a Large Format Retail Zone will assist in encouraging self-sufficiency at a district-wide level.</p> <p>Trade and yard-based retail activities do not require consent to establish in industrial zones.</p> <p>Ensuring sufficient industrial land is available for industrial activities will provide additional opportunities for employment.</p> <p>Enabling business activities in locations where it can be supported by existing reticulated infrastructure is more efficient.</p> <p>Sites which have a zone that does not match the existing activities undertaken on the site may have inappropriate activity provisions applying which could hamper development potential. Re-zoning them could unlock further development potential.</p> <p><b>Social:</b></p> <p>Commercial and industrial activities will be managed to ensure the continued functioning of identified centres, thereby supporting existing communities.</p> | <p>None identified.</p> <p><b>Cultural:</b></p> <p>None identified</p> | <p>District’s commercial and industrial areas;</p> <ul style="list-style-type: none"> <li>• Enabling business activities in locations where it can be supported by existing reticulated infrastructure is more efficient;</li> <li>• ensure that potential adverse effects on the role, function and viability of centres are managed appropriately by restricting the types or scale of commercial activities within different commercial and industrial zones;</li> <li>• assist in achieving the relevant Strategic Directions, including supporting a centres based approach and a self-sustaining District economy;</li> <li>• help implement the aspirations of the community that are reflected in District Development Strategy 2048, and the Rangiora, Kaiapoi and Oxford town centre plans / strategies.</li> </ul> <p>The proposed provisions are considered to be the most efficient as the economic, environmental and social benefits will outweigh localised economic costs resulting from greater restrictions on specific activities.</p> |  |
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|  | <p>Ensuring the continued role and function and vibrancy of town centres will contribute towards providing opportunities for community infrastructure and events, and maintaining a sense of identity.</p> <p>Providing for a range of commercial and industrial activities will provide employment opportunities and help achieve district self-sustainability.</p> <p><b>Cultural:</b><br/>None identified.</p> |   |                                     |  |
| <b>Option A:<br/>Policy and method options to achieve the Proposed District Plan</b> | <b>Benefits</b><br>environmental, economic, social and cultural effects anticipated,  | <b>Costs</b><br>environmental, economic, social and cultural effects anticipated, | <b>Efficiency and Effectiveness</b> | <b>Risk of acting / not acting</b><br>if there is uncertain or insufficient information about the subject matter of the provisions |



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| <p><b>objectives relating to adverse amenity effects and the design and layout of commercial and industrial zones</b></p> <ul style="list-style-type: none"> <li>• <b>Policies provide for each centre and other commercial areas, enabling appropriate activities to occur to manage amenity;</b></li> <li>• <b>Activity rules enable anticipated activities and manage unanticipated activities to manage amenity;</b></li> <li>• <b>Built form standards manage height, setbacks, recession planes and landscaping depending on the zone and adjacent zones;</b></li> <li>• <b>Qualitative urban design provision apply to large buildings;</b></li> <li>• <b>Minimum requirements apply to residential units to achieve a basic level of amenity.</b></li> </ul> | <p><b>Environmental:</b></p> <p>The provisions require commercial areas to be developed in a way that ensures the scale and style of development is appropriate to each urban area, with levels of screening, landscaping and security that will ensure a positive contribution to each centre.</p> <p>Increased height limits in town centres will help avoid the need to expand town centre zones into neighbouring residential areas (noting some commercial activity bleed has been provided for).</p> <p>Potential adverse effects of built development on neighbouring residential, rural and open space properties at zone boundary interfaces will be avoided, remedied or mitigated.</p> <p>Sites which are inappropriately zoned may have inappropriate bulk and location provisions applying which could cause adverse environmental effects.</p> | <p><b>Environmental:</b></p> <p>Some amenity and urban design requirements may lead to less efficient development of some sites or an inability to maximise land potential. This could result in more rural land required to be zoned for urban activities.</p> | <p>The proposed provisions are considered to be the most effective means of achieving the objectives as they will:</p> <ul style="list-style-type: none"> <li>• give effect to the CRPS (as it applies within Greater Christchurch and across the whole District) for business development to incorporate principles of good urban design and the Urban Design Protocol 2005, as appropriate to the context;</li> <li>• ensure that adverse effects on residential, rural and open space areas that are located adjacent to commercial and industrial zones are managed appropriately by controlling development at the interface between the zones;</li> <li>• enable the Council to fulfil its statutory obligations, including ensuring development occurs in a way that appropriately avoids, remedies or mitigates adverse effects (RMA Section 5(2)(c)), achieves the maintenance and enhancement of amenity values (RMA Section 7(c) and the quality</li> </ul> | <p>Overall, the Council has sufficient information to determine the commercial and industrial zone provisions relating to design, layout and adverse amenity effects of each zone.</p> <p>The proposed provisions align with technical planning advice received regarding these matters.</p> <p>The approach is consistent with the higher order CRPS planning framework and is similar to the status quo.</p> <p>Overall it is considered that there is a low risk of the proposed approach.</p> |
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|  |  |  | <p>of the environment (RMA Section 7(f));</p> <ul style="list-style-type: none"> <li>• assist in achieving Strategic Directions SD-O2 through providing good quality urban environments and supporting a hierarchy of centres with built form provisions aligning with the role of the township;</li> <li>• help implement the aspirations of the community that are reflected in District Development Strategy 2048, and the Rangiora, Kaiapoi and Oxford town centre plans / strategies;</li> <li>• The proposed provisions are considered to be the most efficient as the economic, environmental and social benefits will outweigh localised economic costs resulting from location and design requirements. They are not significantly increased from those associated with the status quo.</li> </ul> |  |
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|  | <p><b>Economic:</b></p> <p>Well-designed and functioning commercial centres that integrate with public spaces and principal pedestrian areas are likely to make urban areas more attractive, with flow-on economic effects.</p> <p>Increased height limits in identified areas of town centres will provide more development potential.</p> | <p><b>Economic:</b></p> <p>There are costs associated with design, landscaping and screening requirements and also for obtaining resource consent for urban design reasons in commercial areas. However, there is little change from the costs associated with the status quo.</p> <p>Urban design requirements in industrial areas will only have a minor impact in recognition of the use and anticipated environmental outcomes in these areas.</p> <p>Setback and recession plane requirements will reduce development potential, however this does not differ significantly from the status quo.</p> |  |  |
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|  | <p><b>Social:</b></p> <p>A scale and style of development appropriate to each urban area, with levels of screening, landscaping and security will ensure a positive contribution to commercial areas, improving their social vibrancy.</p> <p>Potential adverse effects of built development on neighbouring residential, rural and open space properties at zone boundary interfaces will be avoided, remedied or mitigated, thereby creating / maintaining vibrant and cohesive town centres contributing to identity and social cohesion.</p> | <p><b>Social:</b></p> <p>None identified.</p>   |  |  |
|  | <p><b>Cultural:</b></p> <p>There are opportunities to include references to cultural matters in the design of buildings.</p>   | <p><b>Cultural:</b></p> <p>None identified.</p> |  |  |

**Opportunities for economic growth and employment**

Providing for a range of commercial and industrial activities will provide employment opportunities and help achieve District self-sustainability. The provision of a Large Format Retail Zone provides opportunities for these activities to establish, thereby providing opportunities for economic growth and employment. Maintaining viable town centres will support further Council and public investment in the centres by providing certainty and confidence in these centres. Re-zoning inappropriately zoned sites could unlock further development potential.

Well-designed and functioning commercial centres that integrate with public spaces and principal pedestrian areas are likely to make urban areas more attractive, with flow-on economic effects. Increased height limits in identified areas of town centres will provide more development potential.

**Quantification**

Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified.

Given the assessment of the scale and significance of the proposed changes above it is considered that quantifying costs and benefits would add significant time and cost to the s32 evaluation processes. The evaluation in this report identifies where there may be additional cost(s), however the exact quantification of the benefits and costs discussed was not considered necessary, beneficial or practicable. While the benefits and costs have not been quantified, the supporting economic assessment has identified economic projections, supply analysis and property market outcomes relative to both the Operative and Proposed District Plan.

**Options less appropriate to achieve the objective**

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| <b>Option B: Status Quo</b> | <b>Benefits</b><br>environmental, economic, social and cultural effects anticipated, | <b>Costs</b><br>environmental, economic, social and cultural effects anticipated, | <b>Efficiency and Effectiveness</b> | <b>Risk of acting / not acting</b><br>if there is uncertain or insufficient information about the subject matter of the provisions |
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| <p><b>Relating to the role and function of commercial and industrial zones</b></p> <ul style="list-style-type: none"> <li>• Policies provide for each centre and other commercial areas, enabling appropriate activities to occur to support a centres hierarchy;</li> <li>• Activity rules enable anticipated activities and manage unanticipated activities to support a centres hierarchy.</li> </ul> | <p><b>Environmental:</b></p> <p>Providing for consolidated commercial areas will reduce travel (potentially contributing to a reduction in greenhouse gas emissions) and increase the opportunity for alternative transport modes, such as walking, cycling and public transport.</p> <p><b>Economic:</b></p> <p>The status quo includes a centres based approach. While not as targeted as the proposed approach the status quo generally ensures that centres are economically efficient and maintain their role and function in the market, supporting economic growth and greater employment opportunities.</p> <p>The discouragement of trade and yard-based retailing in industrial zones will result in more industrial land being available for industrial activities.</p> <p><b>Social:</b></p> <p>Commercial and industrial activities are managed to ensure the continued functioning of identified centres, thereby supporting existing communities.</p> | <p><b>Environmental:</b></p> <p>None identified.</p> <p><b>Economic:</b></p> <p>Some commercial and industrial areas remain inappropriately zoned, thereby potentially incurring restrictions on future activities and expansion.</p> <p>There is no identified LFR Zone and therefore these activities are not expressly provided for in areas where they wish to establish. This results in the need for resource consents to establish.</p> <p>Trade and yard-based retail activities require consent to establish in industrial zones.</p> <p><b>Social:</b></p> <p>None identified.</p> <p><b>Cultural:</b></p> <p>None identified</p> | <p>The existing provisions are considered to be partially effective at achieving the objectives as they will:</p> <ul style="list-style-type: none"> <li>• give effect to the CRPS (as it applies within Greater Christchurch and across the whole District) to enable business activities in appropriate locations so that it functions in a way that encourages sustainable economic development and maintains a hierarchy of centres with their own function and role;</li> <li>• enable the Council to fulfil its statutory obligations, including ensuring the efficient use and development of the existing physical resources within the District’s commercial areas;</li> <li>• ensure that potential adverse effects on the role, function and viability of centres remain managed by restricting the types or scale of commercial activities within different commercial and industrial zones;</li> <li>• help implement the aspirations of the community that are reflected in District Development Strategy 2048, and the Rangiora, Kaiapoi and Oxford town centre plans / strategies.</li> </ul> <p>The existing provisions are considered to be efficient as the economic, environmental and social</p> | <p>Overall, the Council has sufficient information to determine the commercial and industrial zone provisions relating to the role and function of each zone within the District.</p> |
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|  | <p>Ensuring the continued role and function and vibrancy of town centres will contribute towards providing opportunities for community infrastructure and events, and maintaining a sense of identity.</p> <p>Providing for a range of commercial and industrial activities will provide employment opportunities and help achieve District self-sustainability.</p> <p><b>Cultural:</b></p> <p>None identified</p> |  | <p>benefits will outweigh localised economic costs resulting from greater restrictions on specific activities.</p> <p>However, this option is not as efficient and effective as Option A, as the objectives for Option A are better aligned with NPSUD 2020, CRPS and National Planning Standards.</p> <p>In addition, opportunities for yard-based, trade-based and large format retail activities are limited, which has, as a result, led to many of these activities establishing through resource consent in industrial areas. Option A enables more targeted zone provisions given the greater range in zones utilised.</p> <p>In addition, the proposed provisions do not fully align with technical planning and economic advice received regarding distribution of activities and supply and demand considerations.</p> |  |
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**Opportunities for economic growth and employment**

The status quo includes a centres based approach. While not as targeted as the proposed approach the status quo generally ensures that centres are economically efficient and maintain their role and function in the market, thereby supporting economic growth and greater employment opportunities. While the benefits and costs have not been quantified, the supporting economic assessment has identified economic projections, supply analysis and property market outcomes relative to both the Operative and Proposed District Plan.



| Options less appropriate to achieve the objective   |   |   |  |   |
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| <p><b>Option B: Status Quo</b></p> <p>To achieve the District Plan objectives relating to adverse amenity effects and the design and layout of commercial and industrial zones</p>  | <p><b>Benefits</b><br/>environmental, economic, social and cultural effects anticipated,</p>  | <p><b>Costs</b><br/>environmental, economic, social and cultural effects anticipated,</p>   | <p><b>Efficiency and Effectiveness</b></p>   | <p><b>Risk of acting / not acting</b><br/>if there is uncertain or insufficient information about the subject matter of the provisions</p>  |
| <ul style="list-style-type: none"> <li>• Policies provide for each centre and other commercial areas, enabling appropriate activities to occur to manage amenity;</li> <li>• Activity rules enable anticipated activities and manage unanticipated activities to manage amenity;</li> <li>• Built form standards manage height, setbacks, recession planes and landscaping depending on the zone and adjacent zones;</li> </ul> | <p><b>Environmental:</b></p> <p>The Operative Plan provisions require commercial areas to be developed in a way that ensures the scale and style of development is appropriate to each zone, with levels of screening, landscaping and security that will ensure a positive contribution to each centre.</p> <p>Potential adverse effects of built development on neighbouring residential, rural and open space properties at zone boundary interfaces will be avoided, remedied or mitigated.</p> | <p><b>Environmental:</b></p> <p>Some amenity and urban design requirements lead to less efficient development of some sites or an inability to maximise land potential. This could result in more rural land required to be zoned for urban activities.</p> <p>Sites which are inappropriately zoned may have inappropriate bulk and location provisions applying which could hamper development potential, or cause adverse environmental effects.</p> | <p>The existing provisions are considered to be partially effective at achieving the objectives as they will:</p> <ul style="list-style-type: none"> <li>• ensure that potential adverse effects on incompatible activities are managed via bulk and location and activity standards;</li> <li>• help to maintain the anticipated scale and form of the District's centres and the anticipated zone qualities.</li> </ul> <p>While this option is partially effective, this option is not as effective as Option A, as the objectives for Option A are better aligned with the</p> | <p>Overall, the Council has sufficient information to determine the commercial and industrial zone provisions relating to adverse amenity effects and the design and layout of commercial and industrial zones.</p> |

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| <p><b>Qualitative urban design provision apply to large buildings.</b></p> |   |   | <p>technical planning advice received regarding bulk and location rules and urban design requirements. Option A enables more targeted zone provisions given the greater range in zones utilised. The Option B provisions do not fully give effect to the CRPS design and amenity objectives.</p> |  |
|  | <p><b>Economic:</b></p> <p>Well-designed and functioning commercial centres that integrate with public spaces and principal pedestrian areas are likely to make urban areas more attractive, with flow-on economic effects.</p> | <p><b>Economic:</b></p> <p>There are costs associated with design, landscaping and screening requirements and also for obtaining resource consent for urban design reasons in commercial areas.</p> <p>Urban design requirements in industrial areas only have a minor impact in recognition of the use and anticipated environmental outcomes in these areas. Setback and recession plane requirements reduce development potential.</p> |  |  |
|  | <p><b>Social:</b></p> <p>A scale and style of development appropriate to each urban area, with levels of screening, landscaping and security will ensure a positive</p>   | <p><b>Social:</b></p> <p>None identified.</p>   |  |  |

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|   | <p>contribution to commercial areas, improving their social vibrancy.</p> <p>Potential adverse effects of built development on neighbouring residential, rural and open space properties at zone boundary interfaces are avoided, remedied or mitigated, thereby creating / maintaining vibrant and cohesive town centres contributing to identity and social cohesion.</p> |   |  |  |
|   | <p><b>Cultural:</b></p> <p>There are opportunities to include references to cultural matters in the design of buildings.</p>  | <p><b>Cultural:</b></p> <p>None identified.</p> |  |  |
| <p><b>Opportunities for economic growth and employment</b></p>  |   |   |  |  |
| <p>Well-designed and functioning commercial centres that integrate with public spaces and principal pedestrian areas are likely to make urban areas more attractive, with flow-on economic effects.</p> |   |   |  |  |

## 8.2 Summary - Evaluation of Proposed Policies and Methods

The proposed policies and methods are similar in general approach to the status quo provisions. However, they include more targeted zones and the provision for additional height in identified areas of town centres. They also include a number of site / area re-zonings to zones included within the National Planning Standards.

Overall, the proposed policies and methods are the most appropriate option to achieve the objectives for commercial and industrial areas in Waimakariri District as the benefits outweigh the costs and the methods efficiently give effect to the proposed objectives.

## 9. SUMMARY

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives and policies provide for a centres-based approach that seek to maintain the viability of existing centres, thereby giving effect to the commercial distribution requirements of the CRPS.
- The bulk and location provisions are consistent with comments on demand received from local developers, thereby giving effect to the NPSUD.
- The objectives and policies seek to manage amenity to provide attractive centres and avoid adverse effects at the boundaries with residential, rural and open space zones. They also co-ordinate with other zones (for example rural and residential) where standalone business activities are not provided for to the same extent.
- Permitted activity rules provide for anticipated activities to establish and include thresholds for some activities where urban design and retail assessments are required to demonstrate development meets the objectives.
- Areas have been re-zoned to more appropriately recognise existing activities.

Overall, it is considered that the set of preferred provisions is the most appropriate given that the benefits outweigh the costs in terms of efficiency and effectiveness. The risks of acting are also clearly identifiable and limited in their extent.

# Appendix 1 – Relevant Operative District Plan Objectives, Policies and Rules

## Urban Growth

The urban growth policy direction focusses on new urban growth areas. Growth is to primarily avoid locations subject to constraints such as high natural hazard risk, high landscape, ecological, or cultural values, effects on strategic infrastructure, or locations that cannot be efficiently serviced by network infrastructure and roading.

Of relevance to Business activity is the policy direction that urban growth should ‘*avoid or mitigate significant adverse effects on the form and function of the Business 1 Zones including their role as a dominant community focal point within the four main towns*’ (**Policy 18.1.1.1(i)**). Clause (h) seeks to ‘*maintain and enhance the form and function of the District’s towns*’ while clause (u) of this policy seeks to ‘*...enable local communities to be more self-sustaining*’. This policy is the key guiding provision when considering plan changes or out-of-zone resource consent applications.

The District Plan explanation for the above approach to urban growth is informative as follows:

*“This policy is the basis of determining the effects of any plan change proposal. The environmental quality and community expectations for an area can be the foundation for determining the impact of the proposal and providing for integrated management of the District’s resources.*

*Under the Resource Management Act 1991 any person can request a change to the District Plan (First Schedule, Part 2). A request for a plan change must explain the purpose of, and the reasons for, the change to the District Plan. Where environmental effects are anticipated, the request should describe these taking into account the Fourth Schedule, in such detail as corresponds with the scale and significance of the proposal.*

*A plan change cannot be notified where it is shown, amongst other things, to be frivolous or vexatious, or that the substance of the request or part of the request has been considered and given effect to or rejected by the local authority or Environment Court within the previous two years (clause 25 First Schedule Resource Management Act 1991).*

*Policy 18.1.1.1 allows the Council to respond to potential changes in the amenity values, environmental quality, or community expectations of an area brought about by plan changes. Resource issues arising from any change such as an adverse effect on significant sites of indigenous vegetation, or outstanding landscape, can be addressed in a comprehensive way. The policy allows consideration of effects both of the new or extended zone onto adjacent areas, and also existing effects from the adjacent areas onto the new zone.*

*Growth and development can also be provided for by the granting of resource consent applications. These applications can have similar impacts as plan changes on the growth and development of the District. Where resource consents are preferred by applicants as the mechanism to provide for growth and development, these need to be subject to the same level of assessment as plan changes.*

*The policy recognises that how the District grows and develops will impact on the choice of mode of transport (eg private car, walking, cycling and passenger transport) and the demand for transport. The mode of transport influences the effects on the environment. Generally cycling, walking, public passenger transport and rail as a passenger and freight mode generally have low*

*adverse effects on the environment relative to motor cars and trucks. Managing the demand for transport has positive benefits on the demand for energy resources, the effects on the environment, and for new physical infrastructure. Both transport demand and mode choice can be influenced by promoting an urban layout that decreases the distance between homes, sources of employment, shops and other frequent destinations.*

*The policy provides a focus to the circumstances of the District that are particularly important in dealing with growth and development issues. An example is the desire by residents for the retention of the rural environment around the Residential 4A and 4B Zones, and between the towns. This maintains and enhances the form and function of these environments. It also promotes the integrated management of the resources by ensuring infrastructure is provided in an efficient and effective manner.”*

**Policy 18.1.1.3** seeks to manage the potential for reverse sensitivity to arise by controlling any proposals for extensions to existing zones or new zones where this would create conflict with already established activities i.e. to limit sensitive activities from locating near to existing industrial areas.

**Policy 18.1.1.4** seeks to limit the Kaiapoi urban area to within its southern, south western and western boundaries existing at 20 April 2015.

**Policy 18.1.1.11** relates to Pegasus and of relevance seeks the development of a convenient and attractive commercial and community centre of the town which provides the social and business focus for the town (Clause (o)).

**Policy 16.1.1.1** seeks to recognise and provide for several Business Zones with differing qualities and characteristics to meet the needs of the community. This includes avoiding the loss of business activities to elsewhere in the towns, the District, or to Christchurch i.e. the policy seeks to focus new business activity within existing business zones and to avoid the leakage of such activity to Christchurch.

### **Commercial Outcomes**

**Objective 15.1.2** and **Policy 15.1.2.1** seek to recognise the role of Key Activity Centres ('KACs') in Rangiora and Kaiapoi as significant concentrations of business activity and cultural and community infrastructure. The B1 zones in Rangiora and Kaiapoi are to be the primary employment and civic destinations. Commercial tenancies that fulfil a retail anchor function are to be provided for in KACs.

**Policy 16.1.1.1** likewise seeks to ensure that the town centres remain the dominant location and focal point for business, social, cultural, and administrative activities.

**Policy 16.1.1.2** looks to encourage the establishment of business activities more generally, provided that such establishment avoids adverse effects on the function and viability of KACs and takes into account the ability to accommodate the activity within KACs, the potential for significant distributional effects, and any urban form and transport network effects.

**Objective 16.1.2** and associated **Policy 16.1.2.1** seeks to provide for the intensification of activities and the comprehensive development of sites within the Rangiora KAC in a manner that is consistent with an Outline Development Plan that has been prepared for this area.

**Policy 16.1.1.3** sets out the urban design outcomes anticipated in the Business 1 zones, consistent with providing high quality, attractive town centres. This policy includes the following rationale for the B1 zone:

*The Business 1 Zones are located within the centre of the District's main towns and provide the dominant focal point for the business sector for the towns and their surrounding areas including the Rural Zones. The dominant activities that occur in the town centres are business, retail, administrative, recreational, entertainment and service orientated. The amenity, environmental quality and built form of the town centres arises from the appropriate management of buildings and public spaces, including the transport network as well as the mix of activities that locate there. Policies 16.1.1.3 and 16.1.1.4 recognises and provides for the role of the town centre as the focal point for the community and seeks to ensure town centre amenity, built form design and environmental standards that are compatible with business, retail, and service activities while at the same time providing a pleasant, attractive, and safe environment for the community.*

**Policy 16.1.1.8** relates to the Business 4 zones and seeks to recognise and provide for specific sites that enable the existing activities to continue, but with limited provision for future expansion.

High standards of urban design in central Rangiora are sought through **Policy 12.1.1.6**.

Located within the Chapter of Health and Safety is the following **Policy 12.1.1.19** that relates to the management of retail activity within the Land Use Recovery Plan greenfield priority areas (which cover both greenfield business and residential zones adjacent to the main townships):

*Policy 12.1.1.19 Manage retail activity within Land Use Recovery Plan greenfield priority areas in a way that:*

- *avoids adverse effects on the viability of Key Activity Centres;*
- *provides for local retail centres limited in distribution and scale and demonstrates adherence to urban design principles;*
- *provides for future urban development options by avoiding retail activities within the Rural Zones;*
- *enables home occupations where ancillary to a residential purpose;*
- *recognises the role of community facilities within residential neighbourhoods;*
- *ensures commercial and industrial activities are the primary Business 2 Zone activities;*
- *provides for retail activities within the Business 4 Zones;*
- *ensures office activity is located within Key Activity Centres by avoiding office activity, other than ancillary office uses, within Residential, Business 2 and Rural Zones.*

It is considered that the policy direction is a little confusing. The opening statement relates solely to retail activity within greenfield priority areas, yet clause (c) seeks to avoid retail activities in rural zones, clause (f) seeks to ensure that commercial and industrial activities are the primary Business 2 Zone activities, yet clause (h) seeks to avoid office activity in the Business 2 zones. Office activity is also sought to be avoided in the rural and residential zones which appears to go well beyond the scope of the policy's opening line.

## **Industrial Outcomes**

The explanation and reasons for **Policy 16.1.1.1** provide a helpful summary of the outcomes anticipated in the more industrial Business 2 zones as follows:

- The Business 2 Zone covers those industrial and commercial areas which are characterised by large-scale buildings, low density of development and

industrial type activities. These areas range from the pockets of business activity such as in Newnham Street in Rangiora, or the Kaiapoi Mill, to larger industrial enterprises such as sawmills and engineering works at Ohoka Road, or mixed commercial and industrial activities at Southbrook.

- Activity and development standards for the Business 2 Zone reflect the predominantly industrial environments and outcomes which exist and are enabled in the future. While it is generally inappropriate for the purposes of the Resource Management Act 1991, to distinguish between different types of activity in any zone, performance standards in the Business 2 Zone seek to discourage those activities which may potentially give rise to significant pedestrian movements between land uses and for which the roading layouts and environments in this zone are unsuited.
- Retailing in the Business 2 Zone is intended to cater for such activities with potential environmental effects unsuited to a town centre location, or which are conducted in conjunction with a primary activity. New development which contains retailing will be assessed to ensure that significant adverse effects on the town centres are avoided, remedied or mitigated. The District Plan's provisions are not intended to stifle economic growth, prevent trade competition, or to promote the use and development of poorly located, managed or designed commercial or industrial activities by restricting new activities elsewhere. Such an outcome as this could reduce community choice, convenience and the range of locally available services and facilities.

**Objective 15.1.2** seeks to only provide for limited retail activities in the B2 zones to be supportive of KACs.

**Policy 16.1.1.6** likewise looks to provide for a variety of industrial and discrete commercial activities within the B2 zones.

**Policy 16.1.1.9** relates specifically to the Business 5 zone on the edge of Kaiapoi, with this zone to provide for a range of trade supplier and large format office activities, with other retail activities limited to those that support the first two primary functions e.g. convenience food and beverage outlets. Other retail activity is not to have the potential to compromise the role and function of the Rangiora and Kaiapoi KACs and is specifically to avoid retail activities with a character and function provided for or anticipated by the Business 1 or 4 zones.

### **Rural Outcomes impacting on Business**

**Objective 14.1.1** is to maintain and enhance both rural production and the rural character of the Rural Zones. This objective is supported by **Policy 14.1.1.2** which is to maintain the continued domination of the Rural Zones by intensive and extensive agricultural, pastoral and horticultural land use activities.

**Objective 14.5.1** seeks to facilitate the rebuild and recovery of Greater Christchurch by directing future developments to existing urban areas, priority areas, identified rural residential development areas and MR873<sup>6</sup> for urban and rural residential activities and development.

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<sup>6</sup> MR873 is a Maori Reserve block centred around the settlement of Tuahiwi between Rangiora and Woodend



Related **Policy 14.5.1.1** seeks to avoid new residential and rural residential activities and development outside of existing urban areas and priority areas within the area identified in Map A of the CRPS, rural residential development areas identified in the Rural Residential Development Plan, and MR873.

The Operative Plan has historically provided little clear direction regarding the management of urban activities wishing to establish in rural zoned areas. Such activities at an individual lot basis could generally demonstrate that the wider rural character and predominance of pastoral activities were being maintained. This non-directive approach was consistent with the non-directive effects-based urban growth provisions set out above.

Following the Canterbury Earthquake sequence, **Objective 14.5.1** and **Policy 14.5.1.1** were inserted into the District Plan as an action under the Land Use Recovery Plan. These recent additions to the Plan's policy framework help to align the District Plan with the very directive provisions that were inserted into the Canterbury Regional Policy Statement ('CRPS') through Chapter 6 following the earthquakes. These recent additions now set a high consenting policy hurdle for urban activities or 'development' seeking to establish in rural areas unless a clear nexus can be demonstrated with regards to the proposed activity supporting rural land uses.

For the balance of the District outside of the Greater Christchurch area the Plan retains a reasonably enabling and non-directive policy framework regarding the establishment of business activities in rural areas.

### **Residential Outcomes Affecting Business**

**Objective 17.1.1** and associated **Policies 17.1.1.1** and **17.1.1.2** seek to recognise and provide for a range of residential zones reflecting differing living environments. In summary, the Residential Zone framework and expectations regarding non-residential activities are as follows:

- **Residential 1** is a higher density zone (in a Waimakariri context) and as such is located adjacent to the main town centre B1 Zones. Anticipated non-residential activities include schools, limited commercial, reserves, churches, and service-related businesses.
- **Residential 2** is the main general suburban zone that covers most of the District's residential areas. Anticipated non-residential activities include schools, local shops, reserves, churches, and places of assembly.
- **Residential 3** covers the various coastal bach and Tuahiwi settlements. Anticipated non-residential activities include churches, reserves, local shops, and camping grounds, with a mixed use centre in Tuahiwi focusing on community facilities, convenience retail, recreational and business opportunities.
- **Residential 4** and associated zone variants covers large lot rural residential environments. No non-residential activities are anticipated.
- **Residential 5, 6, and 7** cover new greenfield areas with tailored site-specific rule packages. No non-residential activities are anticipated in the Residential 5 and 7 zones (although the R7 zone includes a small B4 zoned area). In Residential 6 anticipated non-residential activities include schools, local shops and service-related businesses, reserves, and community facilities.

The zone descriptions anticipate a degree of non-residential activity in some zones, with this enablement balanced against the anticipated residential character and amenity outcomes which can

assist in the management of any larger non-residential proposals. Overall, there is minimal policy direction regarding the management of non-residential activities in residential zones.

#### **Rules for the Business 1 Zone:**

- Urban design provisions (built form standards) apply for Principal Shopping Street frontages in Rangiora, Kaiapoi, and Oxford - 31.21.1.1
- Any design that does not meet the above rule becomes fully discretionary under 31.24.1
- Any building in the KACs and the Oxford B1 Zone that has a net floor area of more than 450m<sup>2</sup>, or is located on a site with a road frontage of more than 20m, is a discretionary activity in terms of both building design and the nature of the proposed activity – 31.24.2.
- As a discretionary activity, any new local retail centre that is proposed to establish in new residential greenfield growth areas is limited to a maximum retail area of 1,500m<sup>2</sup>, any single tenancy to no more than 450m<sup>2</sup>, and is in a growth area larger than 10ha – 31.27.3. Proposals that exceed these limits become non-complying.
- Limits on providing on-site carparking on Principal Shopping Streets in order to achieve urban design outcomes. Proposals that seek to provide on-site parking are a non-complying activity – 30.10.3.

#### **Rules for the Business 2 Zone:**

- Industrial and warehouse activity are permitted.
- Any retail activity in the B2 zone shall not exceed 20% of the net floor area of the sum of all buildings on any site – 31.21.1.8. Where a B2 zone is a new greenfield priority area retailing is limited to 20% of NFA OR 100m<sup>2</sup>, whichever is the lesser -31.26.1.2.
- Goods retailed from any site in the B2 zone shall be limited to those produced and/or processed on the site including ancillary products or goods - 31.21.1.9. These two rules are designed to provide for ancillary factory shops, whilst not providing for general retail activity.
- Note the B2 area that is located within the Rangiora KAC (that is the location of ‘the Warehouse’ and other large format retail) is exempt from the above two rules limiting retail - 31.21.2.1.
- If a proposal does not meet the above retail rules then the consent has a fully discretionary status – 31.24.1.
- It is noted that the definition of ‘retail activity’ means “any land, building, or part of a building on or in which goods, or services are displayed, sold, or offered for sale or hire direct to the public”. Council officers have consistently interpreted this to include trade or yard-based retailing. It is also considered by Council officers to include any office-based activity that is offering a service direct to the public such as banks or travel agents. The inclusion of ‘services’ has also been extended to capture activities such as self-storage units where the activity offers a ‘service’, namely somewhere to store household items, to the public.
- Stand-alone offices are permitted in the B2 Zone, provided they do not have a direct customer service element and thereby avoid getting caught under the retail rules.
- Greenfield B2 Zones have offices as a non-complying activity, other than where they are ancillary to a retail activity - 31.28.3. It is noted that this rule inadvertently includes offices that are ancillary to industrial or otherwise permitted activities. The greenfield rule has been introduced into the Plan more recently as a post-earthquake response and presumably as an acknowledgement that new B2 Zones are not considered to be suitable for stand-alone office activities.

#### **Rules for the Business 3 Zone:**

- 10m setbacks are required from road boundaries (Table 31.1)

**Rules for the Business 4 Zone:**

- No limitations on retail or office activity (noting that scale is primarily managed by the small size of such zones);
- Site-specific rule packages are in place for the B4 west Kaiapoi growth area (31.27.2) and Mandeville B4 zone.

**Rules for the Business 5 Zone:**

- Retail activity limited to trade suppliers; or
- Food and beverage outlets where the total net floor area in the zone does not exceed 2,000m<sup>2</sup>; or
- 20% of the net floor area of the sum of all buildings on any site – 31.21.1.10
- Any office is limited to singular or agglomerated office activities where the minimum net floor area of any single tenancy is not less than 120m<sup>2</sup> and the total aggregated net floor area of offices in the zone does not exceed 1,500m<sup>2</sup>. Offices associated with and ancillary to any permitted activity on the same site are also permitted – 31.21.1.11.
- Any retail or office activity not meeting the above two rules has a non-complying status – 31.25.1.

**Rules for the Business 6 Zone:**

- 10m setbacks are required from road boundaries (Table 31.1) and 50m industrial activity setbacks are required from specified activities (31.1.59)
- Landscaping requirements exist (31.1.1.40 and 31.1.1.58)
- Height limit of 15m (31.1.1.29)
- A maximum of 260 car parking spaces (31.1.1.60)

## Appendix 2 – Proposed Commercial, Industrial and Special Purpose Zone Objectives and Policies

### Commercial Objectives

#### **CMUZ - O1 Commercial development and location**

*Sustainable and self-sufficient commercial economic development occurring in a hierarchical network of consolidated commercial centres.*

#### **CMUZ - O2 Urban form, scale and design**

*A scale, form and design of development in all Commercial and Mixed Use Zones that:*

- 1. recognises and enhances the centre's role and function and the overall centres hierarchy;*
- 2. supports achieving a good quality urban environment;*
- 3. recognises the functional and operational requirements of activities and the existing built form; and*
- 4. manages adverse effects on the surrounding environment.*

#### **TCZ - O1 Town Centre Zone activities and function**

*Town Centres:*

- 1. are the District's key activity centres and are the principal focal point for a wide range of commercial and community activities, supported by recreation, residential and service activities;*
- 2. provide the primary retail destination for comparison and convenience shopping in the district with the greatest mix and concentration of activities;*
- 3. provide the greatest scale of built form of all zones; and*
- 4. are accessible by a range of modes of transport including public transport.*

#### **LCZ - O1 Local Centre Zone**

*Local Centres:*

- 1. are the focal point for a range of commercial, community and service activities at a smaller scale than Town Centres to provide for the daily/weekly shopping needs of the local residential or nearby rural area, including enabling a range of convenience activities;*
- 2. activities do not adversely affect the role and function of Town Centres; and*
- 3. amenity values are managed within the zone and at the interface with adjacent residential zones.*

#### **NCZ - O1 Neighbourhood Centre Zone**

*Neighbourhood Centres:*

- 1. provide for a range of activities and scale that directly support the immediate or nearby residential neighbourhood;*
- 2. do not adversely affect the role and function of Town and Local Centres, nor undermine investment in their public amenities and facilities; and*
- 3. amenity values are managed within the zone and at the interface with adjacent Residential Zones.*

#### **MUZ - O1 Kaiapoi Regeneration Areas**

*Development within the Mixed Use Zone supports the regeneration of the area and supports the role, function and continued viability and vitality of the Kaiapoi Town Centre.*

### **LFMZ - O1 Large Format Retail Zone**

Large format retail activities are enabled in the zone, while ensuring:

1. activities do not compromise Town Centre role and function;
2. activities do not undermine investment in public amenities and facilities in the Town and Local Centre Zones;
3. amenity values are managed within the zone and at the interface with adjacent residential zones; and
4. activities are integrated with the surrounding transport network.

## **Commercial Zone Policies**

### **CMUZ – P1 Centre function, role and hierarchy**

Ensure commercial growth and activities are focused within a hierarchy of commercial centres to support a compact urban form, consistent with their role and function that supports and maintains:

1. town centres as the District's key activity centres and principal employment and commercially focused areas, and the primary focal point for community and other activities at the highest density of development;
2. local centres which provide for a range of activities to meet the daily/weekly shopping needs of residential or nearby rural areas, while protecting the role and function of the town centres;
3. neighbourhood centres which provide for a range of small scale activities to meet the mainly convenience needs of immediate residential neighbourhoods, while protecting the role and function of the town and local centres; and
4. the existing commercial centre within Belfast/Northwood in the Christchurch District.

### **CMUZ – P2 Other commercial zones function and role**

Only provide for other commercial activities in other Commercial and Mixed Use Zones where these do not adversely affect the role and function of Town Centres, and the investment in public amenities and facilities in the Town and Local Centre Zones.

### **CMUZ – P3 New Local and Neighbourhood Centres**

Provide for new Local and Neighbourhood Centres in identified development areas as specified on ODPs, where these:

1. support the role and function of Town Centres, and do not undermine investment in public amenities and facilities in Town and Local Centres;
2. achieve the Local or Neighbourhood Centre's identified function, scale and role; and
3. provide a safe and efficient transport system which is integrated with the centre.

### **CMUZ – P4 Centre expansion**

Enable the expansion of the Town Centre Zone, Local Centre Zone and Neighbourhood Centre Zone only where the expansion:

1. adjoins the existing centre zone and includes a clear zone boundary to demarcate the zone edge;
2. improves access to the range of facilities, goods and services in a convenient and efficient manner;
3. enhances or consolidates the centres' function and role as identified in {Link,9548,CMUZ-P1}, {Link,12968,TCZ-P1}, {Link,20618,TCZ-P2}, {Link,12974,LCZ-P1} and {Link,12980,NCZ-P1};

4. *supports the efficient use of investment in public amenities and facilities in the Town Centre;*
5. *maintains or mitigates the amenity values of adjoining Residential Zones at the interface; and*
6. *supports a safe and efficient transport system which can be integrated with the centre.*

**CMUZ – P5 Scale and form of development in all Commercial and Mixed Use Zones**

*Support the function, role and character of all Commercial and Mixed Use Zones by enabling:*

1. *the largest scale of built form including larger floor areas and building heights, and concentration of activities in the Town Centre Zone;*
2. *medium scale development in the Local Centre Zone and Mixed Use Zone;*
3. *small scale activities and a low rise-built form in the Neighbourhood Centre Zone that respects and integrates with the suburban residential context; and*
4. *larger floor areas in the Large Format Retail Zone.*

**CMUZ – P6 Design and layout**

*Require new development to be well-designed and laid out to:*

1. *respond to the design of the existing built form within a site and the adjoining environment while recognising any operational requirements of the proposed activities;*
2. *ensure that street facing façades of Principal Shopping Streets, have active frontages to provide visual interest, and design features that support the established character, coherence and sense of place of the centre;*
3. *encourage pedestrian activity and pedestrian amenity along streets and in adjoining public spaces;*
4. *locate parking areas where they do not visually dominate or disrupt the street frontage, and avoid parking areas that have direct frontage to Principal Shopping Streets;*
5. *facilitate accessibility within a site and with the surrounding area by a range of modes of transport through well-defined, convenient and safe routes;*
6. *promote a safe environment through encouraging the application of the principles of CPTED;*
7. *achieve a visually attractive setting when viewed from the street and other public spaces, while managing effects on adjoining environments;*
8. *manage the compatibility of activities within and between developments especially for activities adjacent to Residential Zones, through:*
  - a. *controlling site layout, landscaping and design measures, including back of house areas and storage;*
  - b. *controls on emissions including noise and light; and*
  - c. *the management of signs.*
9. *manage the adverse effects of built structures on the surrounding environment, particularly at the interface with Residential Zones and Open Space and Recreation Zones, natural waterways and sites of cultural significance to Ngāi Tūāhuriri identified in {Link,10018,Schedule SASM-SCHE1}.*

**CMUZ – P7 Residential activities**

*Residential activities are:*

1. *Encouraged to locate above ground floor in all centres;*
2. *Avoided on ground floors fronting or adjoining the street in Town Centres to maintain commercial activity at ground level; and*
3. *Well-designed, sustainable and functional, and manage reverse sensitivity effects, including from higher levels of ambient noise and reduced privacy by ensuring:*

- a. *the provision of sufficient and readily accessible outdoor living and service spaces, and internal storage;*
- b. *the provision of acoustic attenuation; and*
- c. *minimum unit sizes.*

**CMUZ – P7 Other activities**

*Discourage activities which have objectionable odour, dust or noise, or would give rise to significant adverse effects on the character, role, anticipated activities and amenity values of all Commercial and Mixed Use Zones.*

**TCZ – P1 Town Centre Zone hierarchy**

*Recognise that:*

1. *Rangiora and Kaiapoi are the District's principal town centres with significant established community services and public expenditure;*
2. *North Woodend is a new emerging centre that will provide opportunities over time for town centre activities in the Woodend/Pegasus commercial catchment.*

**TCZ – P2 Town Centre Zone activities and form**

*Within Town Centres:*

1. *enable the widest range of retail, commercial, community, recreation and service activities, with the greatest concentration and scale of built form;*
2. *encourage medium and high density residential activity where this does not foreclose the provision of active frontages, or compromise achieving a concentration of commercial activities;*
3. *provide for other activities only where these do not adversely affect amenity and streetscape values, or compromise the function and capacity of the zone to provide for primarily commercial and community activities;*
4. *have well designed large buildings and active frontages to principal shopping streets;*
5. *provide for pedestrian priority within the retail core while ensuring accessibility by a range of modes of transport;*
6. *support patronage of public transport by encouraging a well located and connected transport interchange;*
7. *encourage the provision of shared parking and loading to the side or rear of primary building facades in order to avoid visually or physically dominating the streetscape;*
8. *manage the effects of buildings and activities at the interface with more sensitive zones;*  
*and*
9. *avoid activities that are incompatible with the zone.*

**TCZ – P3 Rangiora Central ODP**

*Ensure development covered by the {Link,10801,TCZ-APP1}:*

1. *contributes positively to the amenity values of the area, and to the quality and enjoyment of the environment, for those living, working or visiting the area; and*
2. *creates active frontages at ground floor level and visual interest in building design.*

**LCZ – P1 Design and integration**

*Within Local Centres:*

1. *enable commercial, community, convenience and service activities that provide for the daily/weekly shopping needs of the local residential or nearby rural catchment and do not adversely affect the role and function of Town Centres, nor undermine investment in their public amenities and facilities;*

2. enable a range of Local Centres which, excluding the Woodend Local Centre, generally comprise 1,000m<sup>2</sup> to 4,000m<sup>2</sup> total floor space and up to 15 shops with a maximum retail tenancy of 350m<sup>2</sup> GFA;
3. ensure Local Centres are integrated into the transport system to promote efficient safe and accessible modal choice, and manage adverse effects on the operation of the transport system; and
4. adverse amenity effects are managed within the zone and at the interface with neighbouring more sensitive zones.

#### **NCZ – P1 Design and integration**

Within Neighbourhood Centres:

1. enable a limited range of convenience activities that provide for the immediate residential neighbourhood and do not adversely affect the role and function of Town and Local Centres;
2. enable a range of Centre sizes that generally comprise up to 450m<sup>2</sup> total floor space and up to five shops with a maximum retail tenancy of 350m<sup>2</sup> GFA;
3. ensure activities are accessible by walking and cycling from the area served; and
4. adverse amenity effects are managed within the zone and at the interface with neighbouring more sensitive zones.

#### **MUZ – P1 Integration with the town centre**

Provide for a mixture of commercial and residential activities in the Mixed Use Zone where these:

1. support the Kaiapoi Town Centre's identified function, role and amenity values;
2. are of a scale, configuration or duration that do not result in strategic or cumulative effects on the efficient use and continued viability of the Kaiapoi Town Centre; and
3. support the ongoing regeneration of the Kaiapoi township.

#### **MUZ – P2 Amenity values**

Promote a high standard of amenity within the zone, adjacent to residential and open space and recreation zones, and existing sites in private ownership that are listed in {Link,110400,MUZ-APP1} by:

1. requiring an urban design assessment for large buildings;
2. requiring development to be in accordance with {Link,110400,MUZ-APP1}; and
3. setting built form standards to manage adverse boundary effects.

#### **LFR – P1 Large Format Retail Zone function**

Provide for commercial activities within the Large Format Retail Zone that are difficult to accommodate within commercial centres due to their scale or functional requirements, while:

1. avoiding small scale retailing, offices, community facilities, new supermarkets and department stores to ensure activities in the zone do not compromise the role and function of Town Centres and the efficient use and investment in Town and Local Centre public amenities and facilities;
2. requiring large scale development to be of a design quality that is commensurate with the prominence and visual effects of the development; and
3. requiring the potential adverse effects on the transport system to be avoided or mitigated.



## **Industrial Zone Objectives**

### **INZ – O1 Support and growth of industry**

*Sufficient, feasible and available industrial zoned land to meet demand and to support employment and economic growth.*

### **INZ – O2 Role and function of Industrial Zones**

*Industrial zones that:*

- 1. provide opportunities for light, general and heavy industrial activities in identified zoned areas to meet the diverse needs of a range of industrial activities; and*
- 2. avoid adverse effects on the role and function of Town Centres; and*
- 3. do not undermine investment in public amenities in the Town and Local Centre Zones.*

### **INZ – O3 Managing the effects of industrial activities**

*The adverse effects of industrial activities are avoided, remedied or mitigated:*

- 1. within the zone where these may constrain the establishment and operation of industrial activities; and*
- 2. at the interface with non-industrial zones to achieve the anticipated amenity values for those adjacent zones.*

### **LIZ – O1 Provision of light industrial activities**

*Light industrial and space intensive commercial activities are enabled where the adverse effects of these activities within the zone and on adjacent non-industrial zones results in an acceptable level of amenity values.*

### **GIZ – O1 Provision of general industrial activities**

*Provide for general industrial activities where the adverse effects of these activities on adjacent non-industrial zones are managed at the interface to provide an acceptable level of amenity in these more sensitive zones.*

### **HIZ – O1 Provision of heavy industrial activities**

*Heavy industrial activities are enabled where the adverse effects of these activities on adjacent non-heavy industrial zones are managed at the interface to provide an acceptable level of amenity in these more sensitive zones.*

## **Industrial Zone Policies**

### **INZ - P1 Anticipated activities in Industrial Zones**

*Provide for a range of industrial activities to occur in identified industrial zones, including providing for the following activities:*

- 1. small scale ancillary offices where these are necessary to support a primary activity anticipated in industrial zones;*
- 2. small scale ancillary retail that is necessary to support a primary activity anticipated in industrial zones and is limited to the sale of products manufactured or processed on site;*
- 3. warehousing, yard-based activities, and trade suppliers outside of the Heavy Industrial Zone;*
- 4. emergency services or non-custodial community corrections facilities outside of the Heavy Industrial Zone;*

5. *small-scale cafés and dairies that are primarily supporting the needs of workers and businesses in the Light and General Industrial Zone; and*
6. *community activities in the Light and General Industrial zones where these are compatible with the role and function of the zone, and do not result in a shortfall of Light and General Industrial land.*

**INZ – P2 Adverse effects on Town and Local Centres**

*Avoid retail activity, office, commercial services and other non-industrial activities that could individually or cumulatively adversely affect the role and function of town centres, and undermine investment in public amenities and facilities in the Town and Local Centre Zones.*

**INZ – P3 Brownfield redevelopment**

*Where industrial activity is no longer undertaken on a site, consider the redevelopment of brownfield sites for more intensive commercial and mixed use activities where:*

1. *the brownfield site is abandoned, underutilised or no longer designated land, that is not surrounded by existing industrial activities;*
2. *any commercial or mixed use development will not give rise to reverse sensitivity effects on existing industrial activities, or other effects that may hinder or constrain the establishment or ongoing operation or development of industrial activities and strategic infrastructure; and*
3. *the redevelopment maintains the strategic role of commercial centres as the focal points for commercial and other activities, and the efficient and effective use of land and/or community and transport infrastructure investment in centres.*

**INZ – P4 Intensification of existing Industrial Zones**

*Enable industrial activities in industrial zones to redevelop, intensify, and expand provided they do not have a significant adverse effect on the character and amenity values of adjacent zones.*

**INZ – P5 Avoid sensitive activities within Industrial Zones**

*Maintain and support the function of industrial zones through avoiding any sensitive activities, such as residential and visitor accommodation, in industrial zones with the potential to hinder or constrain the establishment or ongoing operation or development of industrial activities.*

**INZ – P6 Managing adverse effects within Industrial Zones**

*Manage the effects of development and activities in industrial zones including visual, traffic, noise, and glare through controls on building bulk, form, setbacks, landscaping, screening and traffic movements. Such management is to be focused:*

1. *at the interface with an arterial road fulfilling a gateway function; and*
2. *at the interface with adjacent non-industrial zones, so that the amenity values of those adjacent zones are maintained or enhanced, recognising that amenity values may be lower than that experienced in zones that are not close to industrial activities.*

**LIZ - P1 Compatible effects**

*Recognise and provide for light industrial and other compatible activities that can operate in close proximity to, and provide a buffer for, more sensitive zones due to their hours of operation and nature and limited effects of activities including noise, signs, odour, and traffic.*

**LIZ - P2 Amenity effects**

*Adverse amenity effects within the zone, and on the amenity values of neighbouring zones are managed.*

**GIZ - P1 Activities**

Recognise and provide for a range of general industrial and other compatible activities and avoid activities which do not support the primary function of the zone.

**GIZ - P2 Amenity effects**

Adverse amenity effects within the zone, and on the amenity values of neighbouring zones are managed.

**HIZ - P1 Heavy industrial activities**

Recognise and provide for heavy industrial activities that generate potentially significant and continuous effects, including relatively high levels of noise, odour, heavy traffic movements, and the presence of significant amounts of hazardous substances, necessitating separation from more sensitive activities and the consideration of reverse sensitivity management.

**Special Purpose (Museum and Conference Centre) Objective**

**SPZ(MCC) - O1 Special Purpose Zone (Museum and Conference Centre)**

A comprehensively planned function centre with identified activities is enabled, and which does not undermine the role and function of the Rangiora Town Centre and its continued viability and vitality.

**Special Purpose (Museum and Conference Centre) Policy**

**SPZ9MCC) - P1 Special Purpose Zone (Museum and Conference Centre)**

Provide for a site specific comprehensive complex within the Special Purpose Zone (Museum and Conference Centre) that:

1. enables the following primary functions:
  - a. a museum, a conference facility, a wedding venue and event facility and visitor accommodation;
2. provides for activities anticipated in any industrial zones where these do not cause adverse effects on amenity values on the activities listed in SPZ(MCC)-P1(1); and
3. avoids office, retail, visitor accommodation and entertainment activities at a scale that could undermine the function and role of the Rangiora Town Centre and investment in public amenities and facilities.