

	<p>Resource Management Act 1991</p> <p>Waimakariri District Council</p> <p>Waimakariri District Plan</p> <p>District Plan Review</p> <p>Section 32 Report</p>	<p>Plan Change</p> <p>40</p>
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Plan Change 40: Parking

PREPARED
November 2014

Proposed Plan Change 40: Parking

1. Purpose

- 1.1 The purpose of the proposed Plan Change is to review current District Plan provisions for parking, loading and manoeuvring, including pedestrian connection to these facilities.

2. Reason

- 2.1 The Council is currently reviewing the District Plan in accordance with section 79 of the Act. Section 79 requires that a District Plan be reviewed every 10 years. In 2011 the Council determined that the Plan shall be reviewed in sections, otherwise known as a 'rolling review'.

3. Summary

- 3.1 The Resource Management Act 1991 (the Act) promotes the sustainable management of natural and physical resources while continuing to enable people and communities to provide for their social, economic, and cultural wellbeing, as well as their health and safety. The Act also sets out a range of other matters to consider in achieving its purpose.
- 3.2 When changing a Plan, section 32(i) of the Act requires a report to be prepared that evaluates the proposed plan change. Underpinning the Plan, and any change to the Plan, are the requirements of section 31 where Council is required to give effect to the Act through the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources.
- 3.3 The Plan (adopted in 2005) sets out the resource management issues for the district. The objectives, policies, and associated rules and methods within the Plan address those issues in order to achieve sustainable management of natural and physical resources and thereby to achieve the purpose of the Act.
- 3.4 Resource Management issues for parking were identified and a review of existing Plan provisions was undertaken to identify gaps in the management of the identified issues. Options were identified, with the option of adding a new plan objective, and amending, adding or deleting Plan provisions selected as the most appropriate way to meet the purpose of the Act.
- 3.5 The evaluation undertaken pursuant to section 32 has found that the most appropriate option is to amend the Plan to provide for parking, loading and manoeuvring that is more closely aligned with actual demand and supports pedestrian accessibility, connectivity, focus on urban design, amenity, safety, active and public transportation and the redevelopment and growth of town centres through centralised parking. The evaluation also confirms the appropriateness of amendments to the objectives and policies that apply to Business Zones, Residential Zones, Utilities and Traffic Management, Resource Management Framework, and Financial Contribution chapters of the Plan.

4. Introduction

- 4.1 This reports sets out a summary of the evaluation of proposed Plan Change 40 in relation to the provisions of section 32 of the Resource Management Act 1991 (the RMA) and should be read in conjunction with the proposed amendments to the Plan, attached as Appendix 1.

Background

- 4.2 The District's usually resident population has grown from 42,834 to 49,989 (16.7%) between 2006 and 2013 with over half the population (54%) aged over 40 years. Growth is expected to continue, together with business development and increasing vehicle movements. Pressure on commuter routes during peak hours has become evident, and measures to reduce vehicle numbers and increase traffic flow efficiency are sought.
- 4.3 These trends are identified because an aging population may increase the need for accessible pedestrian access in and around parking areas and demand for public transport. Public transport options may also reduce commuter congestion in peak hours, and could require parking areas to support transition between transport modes.
- 4.4 Town redevelopment and new subdivision, partly resulting from the Canterbury earthquakes of 2010 and 2011, continues to affect parking availability and location, as well as the location of businesses and access to loading spaces.
- 4.5 Plan Changes 34 and 35 became Operative in December 2012 and introduced provisions for Kaiapoi and Rangiora town centres that included the requirement to build up to and along certain road frontages, and to enable greater intensity of building development within core town centre areas to facilitate economic development and high quality urban design outcomes. The plan changes related, in part, to actions specified in the Kaiapoi Town Centre Plan and Rangiora Town Centre Strategy. Parking and loading is an important consideration within these town centres.
- 4.6 These growth changes, amenity and design outcomes and changes in the planning environment including amendments to the Canterbury Regional Policy Statement, the Canterbury Earthquake Recovery Strategy, the Land Use Recovery Plan and the introduction of the Mahaanui Iwi Management Plan have informed the Waimakariri District Council's review of the parking provisions within the District Plan.

Scale and Significance

- 4.7 Section 32(1)(c) requires that this report contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal. The costs, benefits of the proposal are assessed in Table 5. Appendix 4 includes an assessment rating of scale and significance, and concludes the scale and significance is 'moderate', requiring a moderate level of detail within the report that focusses on key points.
- 4.8 The parking review is important to enable development in a way that supports residential, business and community needs, including those of pedestrians. The changes are likely to be moderately significant within the town centres of

Rangiora and Kaiapoi where new requirements are introduced to support parking within public facilities.

- 4.9 Within other townships and Business Zones, changes will affect the placement and design of parking facilities with the aim of improving the function and character of these areas. Loading and cycle parking will also be specifically required for some activities.
- 4.10 In Residential Zones, no significant changes are proposed for domestic residential activities, although there will be a reduction in the number of car parks required for comprehensive developments.
- 4.11 Rural Zoned sites are normally spacious and do not have the same constraints for parking as smaller sites in other zones. Activities may still require on-site parking and loading space, but the degree of change will be relatively minor.

5.0 Planning Context

Part 2: Resource Management Act

- 5.1 Part 2 of the Act encompasses sections 5 – 8. All considerations under the Act are subject to Part 2.

Purpose of the Act

Section 5 states that the Act's purpose is to promote the sustainable management of natural and physical resources.

Matters of National Importance

Section 6 of the Act lists seven matters of national importance. For some parking proposals, the following may need to be recognised and provided for:

- *the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga: and*
- *The protection of historic heritage from inappropriate subdivision, use and development.*

Other Matters

Section 7 of the Act provides for 'other matters'. With regard to residential development, the following 'other matters' are considered of relevance and must be considered with particular regard:

- *the efficient use and development of natural and physical resources;*
- *the maintenance and enhancement of amenity values;*
- *maintenance and enhancement of the quality of the environment; and*
- *the benefits to be derived from the use and development of renewable energy*

- 5.2 These matters are relevant to parts of the parking review. The efficient use and development of natural and physical resources is recognised in the requirements for on-site parking, efficient design of facilities and matching the use of land with parking demand, including shared and off-site parking arrangements.

- 5.3 The impact parking areas can have on amenity and measures to address this relates to the maintenance and enhancement of amenity values and the quality of the environment. Consideration of and provision for active transport modes, recognises the benefits derived from the use of renewable energy.

Treaty of Waitangi

In relation to managing the use, development, and protection of natural and physical resources, Section 8 of the Act, requires the principles of the Treaty of Waitangi to be taken into account.

Part 4 Functions, powers, and duties of central and local government

Section 31

Section 31 of the Act lists functions of Territorial Authorities in giving effect to the Act. Section 31(1)(a) states the following which is of particular relevance to this report:

'the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district'.

- 5.4 The proposal is informed by several statutory and non-statutory plans and strategies including the following:

Statutory Plans and Strategies

Canterbury Regional Policy Statement (CRPS)

Chapter 5: Land Use and Infrastructure

- 5.5 The RMA requires that a District Plan must give effect to the provisions of a Regional Policy Statement (section 75(3)(c)). Chapter 5 of the operative CRPS provides land use and infrastructure related provisions which all proposed district plan changes must be consistent with. These are broken down into two 'regions'. The 'entire region' refers to those areas within the greater Christchurch area, which for the Waimakariri District includes Kaiapoi, Rangiora, Woodend/Pegasus and the rural areas surrounding these towns. The 'wider region' refers to those areas outside of the greater Christchurch area e.g. Oxford and rural areas north of the Ashley River.
- 5.6 The provisions of relevance are summarised below:

Objective 5.2.1 – Location, design and function of development (Entire Region)

Development is located and designed so that it functions in a way that:

(1) achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth; and

(2) enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:...

- (c) encourages sustainable economic development by enabling business activities in appropriate locations;
- (d) minimises energy use and/or improves energy efficiency;...

**Objective 5.2.3 – Transport network
(Wider Region)**

A safe, efficient and effective transport system to meet local regional, inter-regional and national needs for transport, which:

- (1) supports a consolidated and sustainable urban form;*
- (2) avoids, remedies or mitigates the adverse effects of transport use and its provision;*
- (3) provides an acceptable level of accessibility; and*
- (4) is consistent with the regional roading hierarchy identified in the Regional Land Transport Strategy.*

Policy 5.3.1 – Regional growth (Wider Region)

To provide, as the primary focus for meeting the wider region's growth needs, sustainable development patterns that: ...

- (3) promote energy efficiency in urban forms, transport patterns, site location and subdivision layout;*
- (4) maintain and enhance the sense of identity and character of the region's urban areas; and*
- (5) encourage high quality urban design, including the maintenance and enhancement of amenity values.*

**Policy 5.3.2 – Development conditions
(Wider Region)**

To enable development including regionally significant infrastructure which:

- (1) ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose: ...*
- (b) options for accommodating the consolidated growth and development of existing urban areas;*
- and*
- (3) integrate with: ...*
- (b) transport networks, connections and modes so as to provide for the sustainable and efficient movement of people, goods and services, and a logical, permeable and safe transport system.*

Policy 5.3.3 – Management of development (Wider Region)

To ensure that substantial developments are designed and built to be of a high-quality, and are robust and resilient:...

- (2) where amenity values, the quality of the environment, and the character of an area are maintained, or appropriately enhanced.*

**Policy 5.3.8 – Land use and transport integration
(Wider Region)**

Integrate land use and transport planning in a way:

- (1) that promotes:*
 - (a) the use of transport modes which have low adverse effects;*
 - (b) the safe, efficient and effective use of transport infrastructure, and reduces where appropriate the demand for transport;*
- (2) that avoids or mitigates conflicts with incompatible activities; and*
- (3) where the adverse effects from the development, operation and expansion of the transport system:*

- (a) on significant natural and physical resources and cultural values are avoided, or where this is not practicable, remedied or mitigated; and
(b) are otherwise appropriately controlled.

Chapter 6 Land Use Recovery Plan

- 5.7 On 6 December 2013 a new Chapter 6: Recovery and Rebuilding of Greater Christchurch was inserted in the CRPS pursuant to sections 24(1)(a) and (b) of the Canterbury Earthquake Recovery Act 2011 (CER Act). This introduced a number of new objectives and policies to aid recovery. The objectives that relate primarily to parking provision are listed below:

Objective 6.2.4 – Integration of transport infrastructure and land use

Prioritise the planning of transport infrastructure so that it maximises integration with the priority areas and new settlement patterns and facilitates the movement of people and goods and provision of services in Greater Christchurch, while:

- (1) managing network congestion;*
 - (2) reducing dependency on private motor vehicles;*
 - (3) reducing emission of contaminants to air and energy use;*
 - (4) promoting the use of active and public transport modes;*
 - (5) optimising use of existing capacity within the network; and*
 - (6) enhancing transport safety.*
- (7) Creativity and innovation – supporting opportunities for exemplar approaches to infrastructure and urban form to lift the benchmark in the development of new urban areas in the Christchurch region.*

Policy 6.3.4 – Transport effectiveness

Ensure that an efficient and effective transport network that supports business and residential recovery is restored, protected and enhanced so that it maintains and improves movement of people and goods around Greater Christchurch by:

- (1) avoiding development that will overload strategic freight routes;*
- (2) providing patterns of development that optimise use of existing network capacity and ensuring that, where possible, new building projects support increased uptake of active and public transport, and provide opportunities for modal choice;*
- (3) providing opportunities for travel demand management;*
- (4) requiring integrated transport assessment for substantial developments;*
- and*
- 5) improving road user safety.*

- 5.8 These objectives and policies support integration between land use and transport infrastructure, with an emphasis on encouraging energy efficiency and sustainable modes of transport. Consolidation of urban areas while avoiding adverse effects of transport use and providing acceptable levels of accessibility and a high quality of urban design is anticipated. In addition, transportation should be supported by safe, efficient and effective infrastructure. These aims have influenced the direction of the review of parking provisions to ensure consistency with the CRPS.

Canterbury Earthquake Recovery Strategy

- 5.9 The Canterbury Earthquake Recovery Strategy is the key reference document to guide and coordinate the programmes of work, including Recovery Plans, under the Canterbury Earthquake Recovery (CER) Act.

- 5.10 The Recovery Strategy lists components of recovery with associated goals. Relevant goals include:

Economic Recovery

- *Enabling a business-friendly environment that retains and attracts business;*

Built Environment Recovery

Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks - by:

- *Developing a transport system that meets the changed needs of people and businesses and enables accessible, sustainable, affordable and safe travel choices;*

- 5.11 The goals of supporting economic recovery through enabling a business friendly environment, and enabling accessible, sustainable, affordable and safe travel choices have been given regard in the review process.

Waimakariri Ten Year Plan (2012-2022)

- 5.12 The Waimakariri Ten Year Plan, prepared under the Local Government Act 2002 (LGA), sets out a number of community outcomes. One outcome is to provide for access and mobility for the road network through parking, including implementation of the parking related projects within the Kaiapoi Town Centre Plan and Rangiora Town Centre Strategy. Footpath provision and cycling facilities are also mentioned as access outcomes.

- 5.13 The Local Government Act focuses on sustainable development, and in particular social, economic, environmental and cultural well-beings. The Ten Year Plan records the outcomes identified by the community, and it is expected that the Council will use this process to inform other plans and strategies. This includes RMA processes, such as the preparation of plan changes.

Other Plans and Strategies

- 5.14 Regard has been given to the following plans and strategies as required by section 74(2)(b)(i) of the Act.

Greater Christchurch Urban Development Strategy and Action Plan 2007 – (UDS)

- 5.15 The UDS project was initiated in 2004 to manage growth of the Greater Christchurch sub-region in a sustainable way. With a long-term outlook to 2041, the Strategy provided a comprehensive context for making decisions for present and future generations. The Land Use Recovery Plan and Canterbury Regional Policy Statement (Chapter 6) have now largely superseded the UDS in respect of the District Plan.

Greater Christchurch Transport Statement

- 5.16 This Statement provides a high level overarching framework to enable a consistent and integrated approach to planning and managing the transport network for Greater Christchurch. Waimakariri District Council is a signatory to the Statement which includes the following objectives:

- *Integrate land use activities with transport solutions enabling ease of movement between places.*
- *Provide safe, efficient and resilient links to connect people and places.*
- *Provide more options for people to walk, cycle and use public transport.*
- *Improve personal security.*
- *Support place making and active travel and public transport, reducing emissions and improving public and environmental health.*

- 5.17 The review gives regard to these objectives by aiming to provide parking in a manner that will support transport movement with functional end of journey, service and visitor facilities, provide high levels of pedestrian connectivity and amenity, anticipate public transport requirements including park and ride facilities, and encourage engagement in active transport.

Kaiapoi Town Centre Plan (June 2011)

- 5.18 The Kaiapoi Town Centre Plan identifies a number of issues including the ability to find a park in close proximity to the main business area, a low level of satisfaction with the standard of off-street parking. Car parking is identified as a priority issue for the town centre especially in association with the recovery of the town centre as is concern with pedestrian accessibility, connectivity and safety.
- 5.19 The Plan also identifies the intention to ensure an effective and efficient business sector by concentrating activity, enhancing the role of the centre as a focal point, retain areas that are more appropriate for pedestrian related activities and retain business activity and avoid 'leakage' of retail business to other centres.
- 5.20 The proposed change has addressed the issues identified for town centre consolidation and the location and provision of adequate parking.

Rangiora Town Centre Strategy (September 2010)

- 5.21 This strategy provides a framework for the development of the Rangiora Town Centre including future provision for parking. The strategy includes several relevant references that are relevant to the proposed plan change. These are:
- Concern about availability of on and off street parking space as town population increases;
 - Intensification of land use within Business 1 Zone will require regard to urban design and space for parking;
 - Intensification of town centre will encourage people to find a park and then walk to destinations;
 - Public transport in town centre should reduce need to park as close to destination as possible; and
 - Develop a strategy to improve the management of on and off-street parking including accessibility and replacing the need to provide on-site parking in some instances with financial contributions (for public parking).
- 5.22 The parking review has included the matters identified in the Strategy within the matters addressed and outcomes sought.

Oxford Town Centre Strategy (August 2014)

- 5.23 This strategy provides a framework for making positive changes to the Oxford town centre, which is the focal point of the town and a service centre for the urban and rural Oxford. The strategy identifies provision of appropriate parking spaces as important for a town centre prosperity and function. Currently, car parking is provided on the street and within private and public car parks with relatively low levels of occupancy.
- 5.24 The implementation table includes the following relevant actions;
- Complete the District Plan car parking provisions review and Plan Change which impacts on the number and location of off-street car parking provided in business areas (timing is short term); and
 - Continue to monitor the occupancy and duration of Council provided on and off-street parking supply to ensure supply continues to keep up with demand (ongoing timeframe).

- 5.25 The proposal includes requirements for business related parking and its location within the matters addressed.

Woodend Pegasus Area Strategy (October 2013)

- 5.26 This strategy provides a framework for the future development of the combined Woodend Pegasus area, and identifies significant issues including the development of an identifiable Woodend centre. Connectivity between centres is also identified as an issue.
- 5.27 Several implementation actions are identified including 'complete the District Plan car parking provisions review and Plan Change which impacts on the number and location of off-street car parking provided in business areas'.

Walking and Cycling Strategy and Implementation Plan (2011)

- 5.28 This strategy provides a basis for identification and prioritisation of walking and cycling opportunities. The strategy identifies that greater uptake of cycling and walking benefits the transport system by reducing (motorised) traffic volumes and associated infrastructural requirements. The key objectives of the strategy include:
- Encourage land use planning and built environment to incorporate provision for walking and cycling;
 - Encourage the provision of secure end of journey cycle parking facilities;
 - Existing Council services, facilities and public spaces maximise the opportunities for people with impairments to access and participate; and
 - Ensure pedestrian and cycling access into town centres and between car parking areas are safe and accessible.
- 5.29 The plan change includes a review of the objectives and provisions that relate to pedestrian accessibility and connectivity and provision of cycle parking, both of which are intended to support active transport.

Waimakariri Disability Strategy (2011)

5.30 The Waimakariri Disability Strategy provides a framework to guide Council towards ensuring the local environment is inclusive for all people, including those with impairment. The strategy relates to the New Zealand Disability Strategy 2001. Included within the goals of the strategy are the following:

- Footpaths, crossings, paved areas and streets are designed, constructed and maintained in ways which are safe, usable and accessible for people with impairments;
- Mobility car parking is accessible, safe, appropriately located and monitored; and
- Public transport is accessible and affordable.

5.31 The proposal addresses accessibility in, around and to parking areas and the design of accessibility car parking spaces and their connecting pathways.

Ministry of Justice Guidelines for Crime Prevention through Environmental Design (2005)

5.32 Crime Prevention through Environmental Design (CPTED) provides a framework for incorporating crime prevention into urban development. It focuses on reducing both the opportunity to commit crime and the motivation to offend, while fostering positive interactions among legitimate users of a space. The Ministry of Justice Guidelines identify 7 qualities for safer spaces for CPTED. These are:

Access: Safe movement and connections

Places with well-defined routes, spaces and entrances that provide for convenient and safe movement without compromising security.

Surveillance and sightlines: See and be seen

Places where all publicly accessible spaces are overlooked, and where clear sightlines and good lighting provide maximum visibility.

Layout: Clear and logical and orientation

Places that are laid out to discourage crime enhance perceptions of safety and help with orientation and way-finding.

Activity mix: Eyes on the street

Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times by promoting a compatible mix of uses and increased use of public spaces.

Sense of ownership: showing a space is cared for

Places that promote a sense of ownership, respect, territorial responsibility and community.

Quality environment: Well-designed, managed and maintained environments

Places that provide a quality environment and are designed with management and maintenance in mind to discourage crime and promote community safety in the present and the future.

Physical protection: Using active security measures

Places that include necessary, well designed security features.

- 5.33 The above qualities are of particular relevance to car park design, and access to and from those facilities, and have been given regard to in the review.

Mahaanui Iwi Management Plan (IMP)

- 5.34 The Mahaanui IMP 2013 is part of a larger network of regional and territorial planning documents. The Council is required to take account of this document (pursuant to Section 74 2A of the RMA).
- 5.35 The issues and policies listed below are considered to be of relevance to the review of parking provisions.

Issue P3: *Ngāi Tahu participation in urban and township planning and development.*

Nga Kaupapa / Policy

P3.1 To require that local government recognise and provide for the particular interest of Ngai Tahu Papatipu Runanga in urban and township planning

P3.2 To ensure early, appropriate and effective involvement of Papatipu Runanga in the development and implementation of urban and township development plans and strategies, including but not limited to: ...

(b) Plan changes and Outline Development Plans;

Issue P6: *The discharge of stormwater in urban, commercial, industrial and rural environments and can have effects on water quality.*

Ngā Kaupapa / Policy

P6.1 To require on-site solutions to stormwater management in all new urban, commercial, industrial and rural developments (zero stormwater discharge off site) based on a multi tiered approach to stormwater management:

(b) Reducing volume entering system - implementing measures that reduce the volume of stormwater requiring treatment (e.g. rainwater collection tanks);
(c) Reduce contaminants and sediments entering system - maximising opportunities to reduce contaminants entering stormwater e.g. oil collection pits in carparks, education of residents, treat the water, methods to improve quality; and

P6.2 To oppose the use of existing natural waterways and wetlands, and drains, for the treatment and discharge of stormwater in both urban and rural environments.

P6.4 To require that the incremental and cumulative effects of stormwater discharge are recognised and provided for in local authority planning and assessments.

P6.5 To encourage the design of stormwater management systems in urban and semi urban environments to provide for multiple uses: for example, stormwater management infrastructure as part of an open space network that provides for recreation, habitat and customary use values.

Issue P16: *The protection of sites of significance and indigenous biodiversity, and the potential for erosion and sedimentation, are issues of importance to tāngata whenua with regard to land transport infrastructure.*

Ngā Kaupapa / Policy Consultation

P16.8 To support sustainable transport measures in urban design and development, including public transport, pedestrian walkways, and cycle ways.

- 5.36 The proposal has taken consultation, the management of stormwater and support of sustainable transport into account in the review of parking.

6. Waimakariri District Plan (2005)

- 6.1 The operative Waimakariri District Plan, prepared under section 73 of the Act includes a number of provisions that provide for car parking demand through on-site parking and design requirements.
- 6.2 Chapter 3 (Water) includes Objective 3.2.1 and Policy 3.2.1.1 which promote the maintenance and enhancement of the natural character and ecosystems of water bodies. The relevant provisions from Chapter 3 are:

Objective 3.2.1

The maintenance and enhancement of the natural character and ecosystems of water bodies, and their margins.

Policy 3.2.1.1

Avoid, remedy or mitigate the adverse effects of land use activities on the:

- a. *water quality;*
- b. *natural character of water bodies and their margins;*
- c. *ecosystems of water bodies and their margins;*
- d. *habitat of trout and salmon;*
- e. *significant amenity and recreational values of rivers and their margins;*
and
- f. *mahinga kai resources, wahi taonga of significance to Maori, and the mauri of water.*

Cross Reference: Policy 2.1.3.2

- 6.3 Chapter 11 (Utilities and Traffic Management) includes Policy 11.1.1.7 which promotes the provision of on-site parking, loading and turning, pedestrian and vehicle safety, and efficient operation of the road network. The relevant provisions from Chapter 11 are:

Objective 11.1.1

Utilities that maintain or enhance the community's social, economic and cultural wellbeing, and its health and safety.

Policy 11.1.1.6

Every site should have access that provides safe entry and exit for vehicles to and from the site to a road without compromising the safety or efficiency of the road or road network. Where a site has two or more road frontages access should be from the lowest road classification within the road hierarchy.

Policy 11.1.1.7

Sites shall provide on-site parking, loading, turning for vehicles, or have safe and efficient access to those facilities. Any use of off-site facilities should not compromise pedestrian and vehicle safety, or the safe and efficient operation of the road network.

- 6.4 Chapter 12 (Health, Safety and Wellbeing) also includes relevant provisions. Chapter 13 (Resource Management Framework) includes Policy 13.1.1.4 that supports choice of transport modes, efficient use of the transport network and reduction in demand for transport, use of non-renewable energy sources and vehicle emissions.
- 6.5 Chapter 15 (Urban Environment) includes Objective 15.1.1 and Policies 15.1.1.2 and 15.1.1.3 that promote quality urban environments that maintain and enhance form and function, character and amenity values.
- 6.6 Chapter 16 (Business Zones) in particular includes provisions for the Business 1 and 2 Zones and the town centres; the relevant objectives and policies are:

Objective 16.1.1

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.

Policy 16.1.1.2

Provide for development and activities within the Business 1 Zones where the following characteristics of the Zone are observed:...

<i>Parking</i>	<i>public off-street parking,</i>
	<i>Limited private off-street parking</i>
	<i>Limited duration on-street parking</i>
	<i>Public parking pedestrian connections with footpaths, lanes and public spaces</i>

Policy 16.1.1.4

Provide for a variety of industrial, and discrete commercial activities within the Business 2 Zones, including comprehensive business developments, while avoiding or remedying any adverse effects on surrounding zones and where the following characteristics of the zone are observed....

Vehicle focus *Caters for cars and large vehicles*

Ease of access

Linkage to arterial road/within sites

No public off-street parking

All sites with on-site parking

Turning spaces within site including for trailers

Loading and unloading on site

Limited constraints on vehicle movements

7.0 Research and Consultation

- 7.1 Council research and consultation included technical advice and assistance from staff and external experts in transport planning and engineering, staff and stakeholder workshops, and a plan effectiveness review. Advice sought includes: Urbis Traffic Planning and Development: Kaiapoi Town Centre Parking Study 2006, 'Rangiora Town Centre 2020 Parking Survey Report, Abley Transportation Consultants, April 2010, Abley Transportation Consultants 'Waimakariri District Plan Review: Car Parking September 2013, and the District Plan Effectiveness: Parking Report.

Table 1: Summary of Consultation

SUMMARY OF CONSULTATION	
5 March 2013	Staff workshop on parking review
8 May 2013	Staff workshop on parking review
14 May 2013	Stakeholder workshop
28 October 2013	Stakeholder consultation meeting
December 2013 and October 2014	Staff workshop on parking review
First schedule consultation – October 2014	
Te Runanga O Ngai Tahu (through MKT) consultation discussion September 2014	

8. Parking as a Resource Management Issue

- 8.1 The following questions are relevant to the broad issue of parking:

Table 2: Issue Assessment

<i>Is the issue a resource management issue?</i>	Yes. Parking supports a range of activities and the transportation needs of the community. Inadequate provision can result in low amenity and hazardous outcomes, and impact upon economic development and community wellbeing. Over provision can result in inefficient land use, loss of amenity and lack of continuity in urban form. Statutory and non-statutory plans and strategies to which the Plan must have regard or take into account identify issues in
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	relation to the management of parking.
<i>Is the issue relevant to the District?</i>	<p>Yes. The Long Term Plan (2012-2022) identifies that public places and facilities are plentiful, accessible and high quality, and that transport is accessible, convenient, reliable, affordable and sustainable. To improve access and mobility the Council have identified that parking facilities outlined in the Kaiapoi Town Centre Plan and Rangiora Town Centre Strategy should be implemented.</p> <p>In addition, the Waimakariri District Plan includes an overarching objective that seeks quality urban environments which maintain and enhance the form, function, character and amenity values of urban areas (Objective 15.1.1.1). Parking and loading are a major consideration in the quality of the urban environment. The provisions of Chapter 11: Utilities and Traffic Management are also specifically relevant to parking and associated transport movement. Chapters 16 and 17 are relevant to Business and Residential activities that also generate demand for parking, and where relevant, loading.</p> <p>The Waimakariri Disability Strategy (2011) identifies accessible footpaths, mobility parking and public transport as goals for the District.</p> <p>The Walking and Cycling Strategy and Implementation Plan (2011) also identifies objectives for the District to encourage incorporation of walking and cycling within land use planning, to provide secure cycle parking facilities, accessible council facilities and open spaces, and to ensure pedestrian and cycling access into town centres (from residential areas) and between car parking areas are safe and accessible.</p> <p>The Oxford Town Centre Plan (August 2014) recognises the importance of parking facilities to support the future development of the town centre. The review of Plan provisions for parking is identified as an implantation action.</p> <p>The Woodend Pegasus Area Strategy (October 2013) states that town centre identification and connectivity are issues, and specifically identifies the review of District Plan parking provisions as an implementation action.</p> <p>The Kaiapoi Town Centre Plan (June 2011) identifies car parking as a priority issue for the recovery of the town centre including the proximity of parks to the town centre, pedestrian accessibility and standard of off-street parking.</p> <p>The Rangiora Town Centre Strategy (September 2010) similarly identifies availability of parking, intensification of Business 1 Zone land use and need for urban design and parking space, improved management of parking including accessibility and replacing the need to provide on-site parking with financial contributions (for public parking) in some instances and the benefits of public transport to reduce parking demand as issues for consideration.</p>

<i>Is addressing this issue likely to make a difference?</i>	Yes. Addressing the issue will enable land to be used more efficiently, support residential growth and housing choice, rural amenity, consolidation and vibrancy within town centres and support active and public transportation. Attention to amenity will improve the quality of urban environments and improve safety aspects related to parking.
<i>Should this issue be addressed by the District Plan?</i>	<p>Yes. The efficient use and development of natural and physical resources and the maintenance and enhancement of amenity values are matters to be addressed under the purpose and principles of the Act.</p> <p>Objectives, policies, rules, and methods within the District Plan are designed to give effect to the Act. The District Plan currently contains car parking provisions that are not well reconciled with aims for building layout and density within the Business 1 Zone. Other Business Zones also require efficient and effective parking provision that will consider the amenity of the zone and the access and safety needs of the community.</p> <p>Current requirements for residential dwellings may impact upon higher density housing options and make it difficult to achieve comprehensive development as a housing choice.</p> <p>Within Rural areas, maintenance of amenity, especially on the fringes of other zones, is a resource management consideration.</p> <p>This report assesses the most appropriate way for the Plan to continue to give effect to the Act.</p>

8.2 Based on the above, the following broad, interrelated issues have been identified in relation to parking:

1. Requirements for on-site car parking, loading, manoeuvring and cycle parking that do not result in under or over supply of parking or loading facilities;
2. Design of parking and loading spaces and facilities;
3. Location of parking and pedestrian accessibility;
4. Relationship between parking and active and public transport modes;
5. Relationship between parking, loading and town centre development and function;
6. Public safety and traffic safety;
7. Amenity of parking areas including urban design considerations; and
8. Transport efficiency and safety including relationship with public transport.

9. Outline of Issues

- 9.1 The following should be read in conjunction with Appendix 2 which provides an overall analysis of the effectiveness of the District Plan parking provisions, a review of these provisions and identification of issues and recommendations for change.

Requirements for on-site parking, loading and manoeuvring

- 9.2 Seven activity types are specified for on-site parking requirements in Table 30.8. Some categories are for specific activities and others have a very broad catchment. The broader categories can lead to developments being required to provide parking at a rate that may not match the actual demand, leading to over or under supply situations.
- 9.3 On-site loading or manoeuvring space is not required outside of Rule 30.6.1.29 which relates to movements onto strategic and arterial roads. Unregulated loading can compromise other activities, such as obstruction of vehicle and pedestrian movement and associated safety issues. Lack of loading facilities can also restrict business activities that rely on vehicle servicing and loading.
- 9.4 Cycle parking is not currently required by the District Plan in relation to land use development and is lacking in association with many developments that attract cyclists. Provision of cycle parking encourages cycling as a mode of transport, reduces cycle theft and informal parking of bicycles. Provision of cycle parks that provide inadequate support or ability to lock bicycles is also an issue.

Design and amenity of parking and loading spaces and facilities

- 9.5 The design of parking spaces affects safety and efficiency, including the efficient use of the land resource. In addition, larger parking areas can form a significant part of public space within towns and affect the amenity of urban areas in particular.
- 9.6 The dimensions provided in the current District Plan Table 30.9 are generous compared to the minimum requirements in the New Zealand off street parking standard (AS/NZS2890.1:2004). These dimensions are likely to result in overly consumptive use of sites for parking provision that could reduce the ability to provide more desirable features such as landscaping and paths.
- 9.7 The parking dimensions required are uniform across for all users and this is borne out in the formation of parking areas within the District. Typically, long term parking can have narrower dimensions than parking spaces that have higher turnover. Tailoring parking space design to turnover can further increase the efficiency of land use.
- 9.8 The design and number of parking spaces for disabled persons is required under Rule 30.6.1.30 and NZS4121:2001, however it is also important to ensure that there are accessible and convenient links between any disabled persons' parking and entrances to the building or activity served. With a growing and aging population, this issue will become increasingly important. The Building Act 2004 and the Building Code are also used to ensure accessible parking spaces are required for specified activities; however the Plan can impose additional requirements that support accessible parking. This can provide better and more consistent outcomes.
- 9.9 Poorly designed cycle parking can damage cycles, be difficult to access or unsafe for users and pedestrians passing by. Inadequate design will encourage informal cycle parking that may block footpaths or act to discourage the use of cycles for transport to certain destinations.

- 9.10 The design of parking and loading facilities can generate environmental effects such as storm water runoff, effects on water quality, noise, dust and heat. These matters can detract from the quality of the surrounding environment, or create nuisance or hazards if not appropriately managed.

Location of parking and pedestrian accessibility

- 9.11 District growth and redevelopment will add to parking demand and new parking areas are likely to be required to be provided centrally within town centres and other locations. Poorly designed parking areas can detract and impede pedestrian safety and connectivity. Parking location affects the look, function and vibrancy of the surrounding environment. Parking in front of buildings and in highly visible positions can detract from the appeal of town centres and discourage walking between activities.
- 9.12 Pedestrians need to have safe, direct and accessible walking pathways within public spaces such as parking areas. Almost every journey is at least partly undertaken by walking, therefore safe, convenient paths from vehicles to destinations and vice versa are an important component of parking area design. Pedestrian activity is important for vibrant town centres and should be accessible for a wide range of people.

Relationship between parking, loading and town centre development and function

- 9.13 Town centres aim to have thriving economies and be attractive centres for the community they serve, providing for commerce and a range of community services. Vibrant town centres will generate demand for parking – for private motor vehicles, cycles and public transport, however the location and design of parking areas can contribute to amenity and function or detract from it. Poorly designed parking areas can discourage walking, and sever commercial activities.
- 9.14 Loading facilities and manoeuvring space are necessary for the functioning of businesses that operate in town centres to allow goods to be collected and unloaded, however loading requirements can differ considerably between activities. Loading from informal spaces or directly from the road can detract from traffic and pedestrian safety, and impede the flow of traffic.

10. Gap Analysis

- 10.1 The Waimakariri District Plan was made operative in November 2005. The following gap analysis summarises the District Plan objective and policy provisions that are applicable to the Plan Changes and the extent to which these address the issues.

Table 3: District Plan Gap Identification

Issue	Comments
Chapter 2 Maori	Objective 2.1.1 and Policies 2.1.1.1 and 2.1.1.2 address tangata whenua as a treaty partner, the principles of the Treaty of Waitangi (Te Tiriti O Waitangi), the parties identified as tangata whenua and that these parties will be provided for to participate in management of the District's resources.
Objective 2.1.1	
Policies	These are broad considerations that apply across a range of

2.1.1.1 2.1.1.2	planning processes including the review of planning documents and no review is required to address the issues.
Chapter 3 (Water) Objective 3.2.1 Policy 3.2.1.1	<p>Discharge of stormwater from car parking and loading areas can adversely affect water quality.</p> <p>The objective aims to maintain and enhance water bodies and their margins, including avoiding, remedying or mitigating adverse effects from land uses on water quality and other related matters.</p> <p>These matters would continue to be relevant in regard to assessing stormwater management, and no amendments are identified in regard to the issues.</p>
Chapter Natural Hazards Objective 8.2.1 Policy 8.2.1.3	<p>Natural hazards from flooding require assessment and appropriate protection in regard to floodwater entering buildings.</p> <p>Car parking areas can affect the management of stormwater runoff and will be subject to these considerations (where they apply) without amendment. The issues identified will be supported by continuing to give regard to Objective 8.2.1 and Policy 8.2.1.3.</p> <p>No amendments are identified in regard to the issues.</p>
Chapter 11 Utilities and Traffic Management Objective 11.1.1 Policy 11.1.1.1 11.1.1.2 11.1.1.5 11.1.1.6 11.1.1.7 11.1.1.8	<p>Objective 11.1.1 and Policies 11.1.1.1, 11.1.1.2, 11.1.1.5, 11.1.1.6 and 11.1.1.8 focus on utility provision enhancing and maintaining community wellbeing.</p> <p>Parking design and performance will be subject to the requirements for stormwater disposal, access to the roading network and consideration of any effects from traffic generation.</p> <p>Policy 11.1.1.7 specifically addresses parking, but requires the provision of on-site parking, loading or manoeuvring and any alternative parking appears as a secondary consideration in addition to on-site parking. Provision of cycle parking is not contemplated under this policy. The issues identified would not be fully addressed by this policy.</p> <p>Policy 11.1.1.8 specifically considers transport matters in relation to Pegasus and Ravenswood that may affect the location and design of parking facilities.</p> <p>Overall, the policies do not fully address the issues relating to efficient use of land resources, supporting business activities, cycling as a transport choice (by provision of parking), urban design and safety to be fully addressed. The following are identified as gaps within Chapter 11:</p> <ul style="list-style-type: none"> • provision, layout and design of parking and loading facilities; • the relationship between parking and walking, cycling and public transport modes; • relationship between parking and the form and function of core town centre areas; • contemplation of shared or public parking or loading as a means to meet demand for these facilities.
Chapter 12 Health,	Objectives 12.1.3 and 12.1.4 and Policies 12.1.1.1 to 12.1.1.8 (except for 12.1.1.3) address a range of matters including the

<p>Safety and Wellbeing</p> <p>Objective 12.1.1 12.1.4</p> <p>Policies 12.1.1.1 12.1.1.2 12.1.1.4 12.1.1.5 12.1.1.6 12.1.1.7 12.1.1.8</p>	<p>effects and contribution of structures, spaces and natural features on urban amenity and management of the effects from signs, noise and glare on the surrounding area.</p> <p>These considerations will continue to be relevant for the assessment of any potential effects such as noise and glare car parking on health, safety and wellbeing, as part of meeting the issues identified.</p>
<p>Chapter 13 Resource Management Framework</p> <p>Objective 13.1.1</p> <p>Policies 13.1.1.1 13.1.1.4</p>	<p>Objective 13.1.1 and Policies 13.1.1.1 and 13.1.1.4 set high level objectives for resource management and the way in which the District Plan will deliver key Resource Management Act considerations. Policy 13.1.1.4 relates to transportation and use energy sources, but does not address the relationship between parking and the form of town centres.</p> <p>Parking facilities are part of the transportation network and the existing and proposed provisions will be relevant in addressing the issues, however clearer guidance could be provided in relation to town centre form and function within Policy 13.1.1.4 along with the other matters currently identified.</p>
<p>Chapter 14 Rural</p> <p>Objective 14.1.1</p> <p>Policies 14.1.1.1</p>	<p>Objective 14.1.1 and Policy 14.1.1.1 are concerned with maintenance of rural production and character and the effect of development.</p> <p>Parking facilities requiring resource consent within Rural Zones would need to consider these matters as part of assessment and no amendment is identified in order to address the issues identified.</p>
<p>Chapter 15 Urban</p> <p>Objective 15.1.1</p> <p>Policies 15.1.1.1 15.1.1.2 15.1.1.3</p>	<p>Chapter 15 provides objectives and policies for managing of the urban environment. This co-ordinates with more specific considerations for Residential and Business Zones and seeks a high standard of urban design, form and function where activities are integrated and consider character, transport networks and water bodies.</p> <p>These considerations generally remain relevant to the assessment of parking, loading and manoeuvring, however, Policy 15.1.1.3 does not refer to shared or off-site parking which could be used to address the identified issues in some situations.</p>
<p>Chapter 16 Business Zones</p> <p>Objective 16.1.1</p>	<p>Chapter 16 provides the objectives and policies for business zones, based on the framework of zones established by Chapter 13 (Resource Management Framework) and the growth and development provisions of Chapter 15 (Urban Environment).</p> <p>The policies set out the character of each business zone, but limit the ability for public or street parking within the Business 2 Zone,</p>

Policies 16.1.1.1 16.1.1.2 16.1.1.4 16.1.1.6 16.1.1.7 16.1.1.8	<p>and do not restrict on-site parking or emphasise centralised public parking within those parts of the Business 1 Zone located adjacent to principal shopping streets. Other provisions emphasise the aim that town centres intensify with active retail and commercial street frontages. Provisions for parking should support this aim.</p> <p>Although many of the characteristics will continue to apply, the objective and policies do not fully set out those matters that will lead to more intensive use of core town centre areas. To address the issues, the provisions should address parking and its relationship to business area development and transport connectivity.</p>
Chapter 17 Residential Objective 17.1.1 Policies 17.1.1.1 17.1.1.2 17.1.1.3	<p>Chapter 17 provides for a series of Residential Zones, including the Residential 1 Zone which provides for higher density housing options in Rangiora and Kaiapoi.</p> <p>The objective and policies focus on character and amenity within residential areas. The character for each zone is set out in accompanying Table 17.1., and policy considerations that are specific to the Residential 7 Zone are set out in 17.1.1.3. Parking provision and its effect on the character and amenity will relate to these characteristics.</p> <p>Comprehensive residential development could be expected as part of consolidated growth of the District's towns. This development emphasises efficient use of land for more intensive residential options. The provisions do not currently allow for lower onsite parking rates or use of street parking to allow greater occupation of sites by buildings and outdoor living areas, which could provide better use of the site.</p> <p>Note that proposed amended policy provisions for comprehensive residential development are included in the Council's response to Land Use Recovery Plan Action 4. This has been provided to the Minister for Earthquake Recovery.</p>
Chapter 18 Constraints on Development Objective 18.1.1 Policies 18.1.1.1(v) and (w)	<p>Chapter 18 identifies constraints that relate to development and subdivision.</p> <p>The objective focuses on sustainable management and notes changes in the environment and community expectations in relation to resource management, as well as actual effects from development and subdivision.</p> <p>The policy requires that proposals provide an assessment that includes consideration of transport demand and choice of transport mode.</p> <p>These considerations are higher level considerations and will be complemented by more specific policy statements on these matters. No amendments are identified as necessary to address the issues.</p>
Chapter 20 Financial Contributions Objective 20.1.1,	<p>Chapter 20 enables financial contributions to offset a range of environmental effects or extra demand placed on infrastructure.</p> <p>The explanations to Policy 20.1.1.1 provides an example for taking a monetary contribution to provide off-site parking within a public car</p>

Policy 20.1.1.1	park, however with the emphasis in the District Plan upon town centre development and encouraging greater occupation of sites by buildings, the financial contribution policies could be more explicit about the Plan's intentions in regards to parking and situations where contributions are likely to be imposed.
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- 10.2 Overall, the current Plan provisions set out the structure for the management of demand for parking, loading and manoeuvring. Chapter 11, however, could provide clearer direction for parking and loading requirements and the environmental outcomes that are sought, including amenity, transport and community safety considerations.
- 10.3 Chapters 13 and 16 could clarify the direction of development sought within town centres in relation to parking and loading, and the characteristics that comprise the Business 1 and 2 Zones. The current plan provisions emphasise build-out along identified street frontages and avoidance of parking to the front of buildings. Within Business 2 Zones, industry is a main activity, with the character being utilitarian and amenity values reflecting that. Parking and loading provisions should incorporate the purposes of the zones, and the level of amenity that is appropriate for the function and location.
- 10.4 Chapter 17 could further contemplate the use of land for comprehensive residential development in relation to parking. On-site parking is explicitly provided for within medium to low density developments.
- 10.5 Chapter 20 could clarify situations where financial contributions would be taken to provide alternative parking. This is particularly the case within the Business 1 Zones where the competing demands of commercial floor space, amenity and the transport network need to be appropriately managed.
- 10.6 The Plan contains general provisions that relate to the quality and character of zones, transportation outcomes sought, use of renewable energy and support for active and public transport. These are not sufficient on their own, however, to provide certainty that parking will be provided efficiently and be effective in meeting parking demand without compromising amenity values.
- 10.7 The Plan has rules that apply to parking, loading and manoeuvring, but these do not provide certainty that demand created by activities is met or that the design will function effectively for end users. Rules that apply to broader traffic management issues include the placement and design of vehicle crossings, accessway formation, sight distances, and separation distances between crossings and intersections will continue to regulate these matters and provide for effective and safe transportation.

11. Consultation

- 11.1 Clause 3 of the First Schedule of the Act requires that the Council, when preparing a change to the District Plan, to consult with a number of statutory parties. In addition, the Council may identify any other person, and consult with that person, in preparing the change. The Council consulted directly with the following statutory parties by letter:

- The Selwyn District Council
- The Christchurch City Council
- The Hurunui District Council
- The New Zealand Transport Agency
- The Ministry for the Environment

- Environment Canterbury
- Te Ngai Tuahuriri Runanga
- Ngai Tahu

11.2 Responses to First Schedule consultation were received from the Canterbury Earthquake Recovery Authority, Christchurch City Council, New Zealand Transport Agency and the Ministry of Education.

12. Statutory Context

12.1 Section 74 of the Act requires that when considering a Plan Change, the Council must have regard to its functions under section 31, the provisions of Part II of the Act (purpose and principles), and its obligations to prepare and have particular regard to an evaluation report prepared under section 32. Section 74 also sets out a number of other matters to have regard to including plans and strategies prepared under other Acts.

12.2 The Council has functions under section 31 of the RMA. These include, among other matters, the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.

12.3 Under section 32 of the RMA, before the Council publicly notifies a plan change, it must carry out an evaluation to examine:

- the extent to which both the objectives of the proposal being evaluated the most appropriate way to achieve the purpose of the RMA; and
- whether the provisions (policies, rules or other methods) in the proposal are the most appropriate for achieving the objectives (including existing, relevant Plan objectives) by
 - identifying other reasonably practicable options;
 - assessing the efficiency and effectiveness of the provisions selected and
 - summarising the reasons for deciding on the provisions.

The evaluation must identify and assess:

- The benefits and costs of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for economic growth and employment that may be provided for or reduced; and quantify these benefits and costs if practicable;
- The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

12.4 In assessing whether the policies, rules, or other methods are appropriate, the Council must have regard to the efficiency and effectiveness of those policies and rules in achieving the objective(s).

- Effectiveness is considered as the chosen option being a practical and workable solution with the potential to generate desired outcomes, as determined by the objective(s) of the Plan.
- Efficiency is considered as the ratio of benefits to costs of a particular option. The option that produces the greatest level of environmental,

social, cultural and economic net benefits to the community is the most efficient option.

12.5 Section 32 assists with understanding the costs and benefits associated with a proposed plan change. A further evaluation is required prior to making a decision on a plan change, taking into account matters raised in submissions.

12.6 A key matter under section 32 is that the objectives of a proposed plan change must be assessed in terms of whether they are the most appropriate way to achieve the purpose of the Act. To determine whether the chosen objective is the most appropriate, alternatives must be identified and all options must be assessed as to their efficiency, effectiveness and degree of risk in implementation.

13. **Evaluation**

Objectives

13.1 Section 32 requires the Council to be satisfied that the objectives are the most appropriate means of achieving the purpose of the Act. When proposing a change to the objectives of the Plan, section 32(1)(a) of the Act requires an assessment of the extent to which each objective is the most appropriate towards achieving the purpose of the Act.

Proposed Plan Change 40 introduces one new objective. Table 2 below summarises the appropriateness of the objectives:

Table 4: Evaluation of Objectives

Existing Objective
11.1.1 Utilities that maintain or enhance the community's social, economic and cultural wellbeing, and its health and safety. <i>(to be retained)</i>
Proposed New Objective
<p><u>Parking facilities that:</u></p> <ul style="list-style-type: none"> a. <u>provide for parking demand in an efficient, functional and sustainable manner;</u> b. <u>enhance the amenity and function of town centre and residential environments;</u> c. <u>are safe places for people to use and move through;</u> d. <u>are accessible and convenient for pedestrians;</u> e. <u>provide safe, secure and convenient cycle parking;</u> f. <u>support greater use of public transport;</u> g. <u>provide for loading and manoeuvring requirements without reducing amenity or compromising safety; and</u> h. <u>support town centre consolidation and the development of continuous street frontages within identified sites in the Business 1 Zone where parking is principally located within public parking areas and not provided on individual sites.</u>

Evaluation

Section 5 of the Act sets out the purpose of the Act. The test under section 32 (1)(a) is the extent that any objective of the proposal is the most appropriate. The introduction of a new objective that specifically addresses parking, loading and manoeuvring is most appropriate as it is concerned with sustainable management of land resources, avoidance of inefficient use of that resource and management of effects from those activities. The objective also enables a variety of activities to be supported by sufficient parking and loading and enables people and communities to provide for their well-being.

Having also considered the matters of sections 6, 7 and 8 of the Act, Objective 11.1.2 is most appropriate as it addresses the relevant matters which are:

- Sustainable resource management of land resources for parking, loading and manoeuvring;
- Efficient use and development of natural and physical resources;
- Public and transport safety and accessibility;
- Maintenance and enhancement of the quality of the environment including consideration of amenity values;
- Efficient end use of energy, and benefits to be derived from the use of renewable energy, including support of the use of active transport modes.

The objective relates to issues identified in the Resource Management Act 1991 and other relevant plans and strategies. A more general objective was considered, but the objective was considered to be clearer if divided into clear clauses that related to the identified issues. The objective will complement existing (retained) Objective 11.1.1 for utilities.

Although some costs may be imposed on individual developers in the provision of parking directly or through financial contributions, it is considered those costs are reasonable, and for some situations will be less than at present. The objective can be achieved through the resources available to council such as District Plan requirements, other means such as strategies, bylaws, monitoring and enforcement

Policies

- 13.2 Section 32(1)(b) of the Act directs the Council to examine whether, having regard to their efficiency and effectiveness, the provisions proposed are the most appropriate for achieving the objective (including any existing, unchanged relevant objectives of the Plan). Having established that Objective 11.1.2 is the most appropriate to achieving the purpose of the Act, it is necessary to evaluate the proposed policies and other provisions.

Description of Options

- 13.3 Option 1:
Retain the status quo of the District Plan. This option does not have a specific objective in relation to parking and provides a single policy and a broad approach for parking assessment with no requirements for loading or cycle parking, and no consent requirement for parking areas as a land use. There is a general ability to require financial contribution for parking. The provisions do not specifically provide for pedestrian connectivity and only limited landscaping provisions are applied.
- 13.4 Option 2:
Option 2 is to revise the District Plan provisions to more specifically provide for parking, loading, manoeuvring and associated pedestrian movement. This option revises the requirements for on-site parking, including the provision of loading space and cycle parks and introduction of a parking maximum; restrict on-site parking adjacent to principal shopping streets and provide for centralised parking through financial contribution; and introduce provisions to address walking, cycling, parking area design (including landscaping), and public transport connections with parking areas.

Table 5: Evaluation of efficiency and effectiveness, and summary of costs and benefits for policies, rules and methods

Approach	Environmental Benefits	Environmental Costs	Social and Cultural Benefits	Social and Cultural Costs	Efficiency	Effectiveness
<p>OPTION 1 - Retain the status quo of the District Plan. This option does not have a specific objective in relation to parking and provides a single policy and a broad approach for parking assessments with no requirements for loading or cycle parking, and no consent requirement for parking areas as a land use. There is a general ability to require financial contribution for parking. The provisions do not specifically provide for pedestrian connectivity and only limited landscaping provisions are applied.</p>	<p>Provision of on-site car parking related to specified thresholds or activities.</p>	<p>Over or under supply of parking, inefficient use of land, inhibit intensive building coverage within town centres; lack of loading provision or loading that creates traffic delay or safety issues, lack of cycle parking and pedestrian pathways do not support community engagement in active transport, loss of amenity and poor landscaping outcomes within parking areas.</p>	<p>Ability to obtain car parking associated with most activities facilitates travel by car to destinations.</p>	<p>Poor outcomes for car park designs including pedestrian accessibility and connectivity and overall amenity. Loss of vibrancy in town centres. Lack of loading can detract from public and traffic safety. Poor pedestrian connectivity within parking areas can be unsafe. Lack of secure cycle parking can discourage use of cycles and lead to informal parking in inconvenient places and cycle theft.</p>	<p>Current provisions for parking, loading and manoeuvring are not considered efficient, as parking demand and requirements are not well aligned leading to over or under supply and inefficient use of land. The rules conflict with other stated aims within the Plan relating to the direction of town centre development. Lack of loading spaces can detract from efficient use of sites for business. Requirement for on-site parking in town centres is not an efficient use of the land resource. Some rule components and methods are appropriate in regards to efficiency but would require additional provisions to meet the objectives.</p>	<p>The current policies rules and methods give partial effect to the existing road objective for utility and traffic management. Gaps in management of pedestrian, amenity, safety, design and location reduce effectiveness of this option.</p>

<p>OPTION 2 – Revise the District Plan provisions to more specifically provide for parking, loading, manoeuvring and associated pedestrian movement. This option revises the requirements for on-site parking, including the provision of loading space and cycle parks and introduction of parking maximum ratios; restrict on-site parking adjacent to principal shopping streets and provide for centralised parking through financial contribution; and introduce provisions to address walking, cycling, parking area design (including landscaping), and public transport connections with parking areas.</p>	<p>Requires that storm water be managed in relation to parking areas, landscaping requirements could enhance ecological corridors and improve amenity; provision of cycle parking and pedestrian facilities encourages or allows for greater adoption of walking and cycling as a low environmental impact form of transport; improved efficiency of parking space design can reduce land used for hard surface parking and lower associated storm water runoff and heat generation; provision for parking associated with public transport such as park and ride facilities will encourage use of public transport instead of private motor vehicles. Adoption of active and public modes of transport reduces the need for car parking provision.</p> <p>Enhanced clarity over anticipated environmental outcomes in relation to parking, loading and manoeuvring.</p>	<p>None identified. Resource consent applications are required for more significant proposals for car parking that enable assessment of environmental effects where necessary.</p>	<p>Improved amenity for larger car parking facilities, more convenient cycle parking, improved pedestrian connectivity in and around car parking areas, centralised town centre parking should improve overall layout and function of town centres, parking areas should be safer and more efficient, parking should be reasonably available but not over supplied. Encouragement of active transport has benefits for community health and wellbeing.</p>	<p>No social or cultural costs are specifically identified other than in regard to the cost for community groups of providing parking required for any activities, for examples churches, scout halls, community halls and similar developments.</p>	<p>Option B provides for efficient use of land, in particular Business 1 zoned land, within town centres. Parking and design requirements enhance the efficient use of land resources and encourage efficient transport modes.</p> <p>The policies, rules and methods meet the new and existing objective by providing for the matters described. This option incorporates some existing provisions that can be effective with the addition of other policies, rules and methods.</p>	<p>The proposed amended and new policies, rules and methods (in addition to retained provisions) will give effect to the overall Objective 11.1.1 and proposed new Objective 11.1.2 and can be considered the most appropriate for achieving the objectives. The new provisions clarify and add certainty to the expected outcomes in relation to parking, loading and manoeuvring and how this will affect the form of development in the District.</p>
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Opportunities for economic growth that are anticipated to be provided or reduced

13.5 Option 1:

Economic growth could be provided by:

- Requiring the provision of car parking for activities to facilitate employment, business activities and rural and residential activities.
- Few design requirements for car parking and lack of requirement for loading or cycle parking may be less expensive for businesses in the short term.

Economic growth could be reduced by:

- Housing affordability being adversely affected by the need to provide larger sites to accommodate on-site car parking for two vehicles within comprehensive residential developments.
- The requirement to provide on-site parking on Business 1 zoned land within the core areas of town centres where sites might otherwise be fully or significantly occupied by buildings and intensively used for business.
- An oversupply of car parking that occupies business land inefficiently and imposes costs for formation and maintenance.
- Lack of loading requirement could inhibit ongoing use of sites for business activity that requires loading availability.
- Individual on-site parking in town centres can detract from continuous street development and foot traffic movement which is detrimental for retail sales.
- Poor parking area amenity restricting vibrancy and attractiveness of town centres resulting in loss of potential customers.

13.6 Option 2:

Economic growth could be provided by:

- Providing parking to facilitate employment and customer visits and rural and residential development.
- Providing loading space for activities that require delivery or collection of goods to ensure this can be carried out efficiently and effectively.
- Allowing build out of core town centre sites that will add to economic vibrancy and allow for continuous street facades.
- Use of financial contributions to enable off-site parking, which would enable greater use of sites for business operations.
- Encouraging foot traffic by centralising parking, provision of cycle parking and encouraging more intensive business development in town centres.
- Greater efficiency in matching parking demand to supply and design.
- Allowing for parking within shared facilities where appropriate will reduce the cost of parking provision and increase opportunities to use land for other purposes.
- Improved amenity for parking areas would increase attractiveness of town centres and stimulate customer visits.

- 13.7 Introduction of revised parking standards (based on AS/NZS2890.1:2004 Parking facilities Part 1: Off-street car parking), will provide different parking space dimensions depending on user category. Comparative space requirements for parking and manoeuvring are as follows:

Table 6: Parking Dimension Comparison

Parking Angle degrees	Current Plan m ²	Option B short term parking m ²	Option B medium term parking m ²	Option B long term parking m ²
30	19.75	20.75	19.32	17.85
45	22	23.14	22.75	22.32
	23.7			
60	24.75	25.22	25	24.72
	24.3			
	25.81			
90	32.5	29.12	28	27.36
	31.2			
	31.32			

- 13.8 As the table above indicates, there are some slight variations in parking area requirements that will generally allow for more efficient use of space, particularly for long term 30 and 90 degree parking.
- 13.9 The area affected by the proposed principal shopping street frontage rules will cover approximately 11.3 hectares of Business 1 Zoned land within Rangiora and 4.07 hectares of Business 1 Zoned land within Kaiapoi. This represents approximately 20% of the Business 1 Zone (which has an area of 58.45 hectares). The identified area will be able to develop more intensively, which is anticipated to enable greater development by businesses.
- 13.10 Economic growth could be reduced by:

The cost of meeting parking, loading and design provisions. A financial contribution for parking or loading could be an additional cost for development, with current rates assessed at land value multiplied by parking space size. It is likely that the same formula adjusted as necessary for inflation would be applied for financial contributions for parking required by the proposed Option 2 rules.

Opportunities for employment that are anticipated to be provided or reduced

- 13.11 Option 1:

Unchanged position in relation to employment, although any undersupply of parking for employees (including cycle parking) could be a disincentive.

- 13.12 Option 2:

Employment opportunities relate to potential for economic growth, and provision of parking options for employees at workplaces. Cycle parking and accessibility requirements would enable a range of transport options for employees.

- 13.13 In terms of the assessment required under s32(1)(b) of the Act, the option with the highest *net benefit* can be considered as the most efficient option. As set out above, Option 2 is the most efficient means to address the objectives. In terms of effectiveness, Option 2 has also been shown to most appropriately address the objective and in turn the identified issues.
- 13.14 The Gap Analysis (see earlier) also identified a number of other objectives relevant to the issue of parking, loading and manoeuvring. By amending the provisions of the Plan as set out in Appendix 1, Option 2 more appropriately achieves these related objectives than the status quo option.

Risks of acting or not acting

- 13.15 Section 32(2)(c) of the Act requires an assessment of the risk of acting or not acting if there is insufficient or uncertain information about the subject matter of the policies, rules, or other methods. Table 7 below identifies the risks associated with each option and the extent to which certainty around the options can be achieved with the information held.

Table 7: Risks associated with the policies, rules and other methods.

Plan Option	Risk of Uncertain or Insufficient Information
Option 1 – Status Quo	The issues are known and documented. Risk of not acting is the loss of opportunity to develop town centres efficiently through the continued application of on-site parking requirements within town centres, parking requirements not matching parking demand, loss of character and amenity in a range of zones, poor accessibility for pedestrians, lack of support for cycle use and lack of provision for parking that supports public transport.
Option 2 – Plan Change	The risk for this option is considered low as the proposed plan provisions are targeted at the specific environmental issues that have been identified. The background analysis and consultation is considered sufficient to determine these issues and proposed new Plan provisions appropriately manage the issues.

National Environmental Standards

- 13.16 Section 32(4) requires that if the proposal will impose a greater prohibition or restriction on an activity to which a National Environmental Standard (NES) applies than that the NES, then the evaluation report must examine whether this is justified in the circumstances of this District. There are no proposals within the Plan Change that will affect any activities to which national environmental standards apply.

14. Statutory Evaluation

- 14.1 Under section 74 of the Act, a Council when preparing a plan change, must have regard to a number of matters. This includes any proposed Regional Policy Statement or Regional Plan, and any relevant planning document recognised by an iwi authority and lodged with the Council and any management plan or strategy prepared under other Acts.

Canterbury Regional Policy Statement (CRPS)

- 14.2 Section 75(3)(c) of the Act requires any plan change 'give effect' to any operative Regional Policy Statement. Paragraph 3.14 above addresses the effect given to the Canterbury Regional Policy Statement.
- 14.3 Section 75(3)(a) and (b) of the Act require that a District Plan must give effect to any relevant National Policy Statement and New Zealand Coastal Policy Statement. There are no National Policy or Coastal Policy Statements relevant to Plan Change 40.

Other Documents

- 14.4 Section 74(2)(b)(i) of the Act requires that a District Plan have regard to any management plans or strategies prepared under other Acts. The following documents are prepared under the Local Government Act 2002 and are relevant to Plan Change 40.
- Walking and Cycling Strategy and Implementation Plan 2011
 - Waimakariri Disability Strategy 2011
 - Kaiapoi Town Centre Plan (adopted by Council in June 2011)
 - Rangiora Town Centre Strategy (adopted by Council in September 2010)
- 14.5 These documents are discussed earlier in the report and direct the Council to provide for cycling, walking and accessibility and to manage the development within town centres, including review of District Plan provisions where necessary.
- 14.6 In addition to the relevant documents considered above, section 74 of the Act also requires regard to be given to the following:
- Any relevant entry in the Historic Places Register s74(2)(b)(iia).
 - Regulations relating to sustainability of fisheries or Maori customary fishing s74(2)(iii).
 - Any relevant document prepared or recognised by an iwi authority s74(2A).

These matters have been considered as part of the evaluation or are not relevant to the issues associated with parking. No regard may be given to trade competition or the effects of trade competition s74(3).

- 14.7 Section 74(2)(c) of the Act considers the extent that the Plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities. In the preparation of the proposed plan change, the parking provisions of adjacent authorities were reviewed, including those being developed by Christchurch City Council. Abley Transportation consultants also included an assessment of Selwyn District Council requirements within their Car Parking District Plan Review report. The approach for the management of parking is broadly consistent with the range of provisions proposed or adopted by adjacent authorities.

15. Conclusion

- 15.1 On the basis of the above evaluation, and with reference to background and the attached appendices, it is found that the proposed provisions are necessary to provide for the future parking, loading and manoeuvring

requirements of the District. The evaluation demonstrates that proposed Plan Change 40 meets the requirements of section 32 of the Act.

- 15.2 The recommended option (Option 2) was found to be consistent with the statutory context and the relevant planning documents and is an appropriate matter under Section 31 of the Act. The conclusion is that proposed Plan Change 40 is necessary to achieve the purpose of the Act, and is consistent with other relevant documents.