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116, 136 & 148 McHughs Road, Mandeville

Private Plan Change Request
P G Harris

Eliot Sinclair surveyors | engineers | planners

PRIVATE PLAN CHANGE REQUEST

116, 136 & 148 McHughs Road, Mandeville

P G Harris



20 Troup Drive | Tower Junction | Christchurch 8149 PO Box 9339 | New Zealand | 03 379 4014

QUALITY CONTROL CERTIFICATE

All relevant information is identified, has been reviewed and is approved for release.

Prepared by:	Paul Thompson Pacource Management Plan				
	Resource Management Plan	Resource Management Planner			
Reviewed by:	Claire McKeever Senior Resource Manageme	ent Planner			
Reviewed and approved for release by:	Mark Allan Registered Professional Surveyor Director				
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Limitations

This report has been prepared for P G Harris, according to their instructions, for the particular objectives described in the report. The information contained in the report should not be used by anyone else or for any other purposes

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Address for Service of applicant:

Eliot Sinclair & Partners Ltd 20 Troup Drive Tower Junction Christchurch 8149

Tel. 03 379 4014 Fax. 03 365 2449

Email: Paul.Thompson@eliotsinclair.co.nz

Contact Person: Paul Thompson

Address for billing and for Council Fees:

169 McHughs Road Mandeville 7692 C/- Mr P Harris

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1 Introduction

- This is a request by Mr Harris to change parts of the Waimakariri District Plan ('the District Plan') pursuant to Section 73(2) and Part 2 Clauses 21(1) and 22 of the First Schedule to the Resource Management Act 1991 ('the Act').
- The request relates to approximately 16 hectares of land located within Mandeville currently zoned Rural in the District Plan. It is proposed this be rezoned in part to the Residential 4A Zone in the District Plan to provide for up to 22 residential allotments. To guide future development an Outline Development Plan and new rules are proposed.

2 Statutory Framework

- 3. The Resource Management Act provides the legislative framework for private plan change requests.
- Section 73(2) states;

Any person may request a territorial authority to change a district plan, and the plan may be changed in the manner set out in Schedule 1.

5. Schedule 1 provides the circumstances and requirements for the preparation, change, and review of policy statements and plans. Clause 21 restates that any person may request a change to a district plan;

21 Requests

- (1) Any person may request a change to a district plan or a regional plan (including a regional coastal plan).
- 6. Clause 22 of Schedule 1 provides the requirements a private plan change request need to address;

22 Form of request

- (1) A request made under clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation under section 32 for any objectives, policies, rules, or other methods proposed.
- (2) Where environmental effects are anticipated, the request shall describe those effects, taking into account the provisions of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.
- 7. Section 74 also sets out matters to be considered by territorial authorities when preparing and making of changes to the district plan.

74 Matters to be considered by territorial authority

(1) A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part 2, a direction given under section 25A(2), its duty under section 32, and any regulations.

- 8. Section 25A(2) relates to a direction from the Minister to prepare a plan, change, or variation and is not relevant here.
- 9. Section 31 outlines the functions of territorial authorities and requires;
 - 31 Functions of territorial authorities under this Act
 - (1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:
 - (a) 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:
 - (b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of
 - (i) the avoidance or mitigation of natural hazards; and
 - (ii) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and
 - (iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:
 - (iii) the maintenance of indigenous biological diversity:
 - (c) [Repealed]
 - (d) the control of the emission of noise and the mitigation of the effects of noise:
 - (e) the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:
 - (f) any other functions specified in this Act.
- 10. Section 32 establishes a procedure to evaluate the appropriateness of the proposed provisions, including objectives, policies, rules and other methods.
- 11. Part 2 sets out the overall purpose and principles of the Act. These are overarching provisions to promote the sustainable management of natural and physical resources. The objectives and policies of Canterbury Regional Policy Statement and the District Plan generally provide local meaning to the matters found in Part 2 of the Act and accordingly, Part 2 is the final matter to be considered.

3 Site Description

3.1 The Wider Environment

- 12. The Mandeville settlement is chiefly connected to the rest of the District through Tram Road which is the main arterial road in the area and heads west towards Oxford and east towards the Waimakariri Bridge. The rest of the roads in the surrounding area, including those which the site has road frontage (McHughs and Mandeville Roads) are local roads.
- 13. The application site is located to the south of Tram Road and adjoins existing developed Residential 4B Zones to the north and south. These have site areas ranging from around 3,500m² to over 1ha.
- 14. Land to the west has recently been subject to Plan Changes 6 & 22 and is zoned Residential 4A. Site areas are expected in the range of 2,600m² to over 1.7 hectares.
- 15. Land to the east comprises a triangular area of land of approximately 6.4 hectares between Tram Road, McHughs Road and Mandeville Road. This land has recently been rezoned from to Mandeville North Business 4 and Residential 4A Zones (Plan Change 33).
- 16. While Mandeville currently does not have a centre with retail or commercial activities it does have a community hub in the form of the Mandeville Sports Centre and reserve located on Mandeville Road. In addition Plan Change 33 provides for future retail or commercial activities to be established in Mandeville in the future. Currently residents travel to Swannanoa or Ohoka for primary schools, church, limited retail services and to Rangiora and Kaiapoi or beyond for goods, services and other entertainment.

3.2 The Application Site

- 17. At the time the proposal was initially submitted to the Waimakariri District Council the subject land (the 'site') had the postal address of 116 & 148 McHughs Road, Mandeville and was legally described as;
 - Pt RS 12395 held in Computer Freehold Register (CFR) CB380/236 having an area of 12.14ha (116 McHughs Road)
 - Pt RS 12395 held in CFR CB686/49 having an area of 4.04ha (148 McHughs Road)
- 18. On 4 February 2016 pursuant to subdivision consent RC145050 relating to both parcels of Pt RS 12395, the following new Computer Registers and associated postal addresses were created¹:
 - Lot 1 DP 476847 held in CFR 659932 having an area of 4.52ha (148 McHughs Road)
 - Lot 2 DP 476847 held in CFR 659933 having an area of 7.69ha (136 McHughs Road)

¹ Please note that as the assessments prepared in support of the proposal and contained in the Appendices to this report were finalised before 4 February 2016 these refer to the legal descriptions and post addresses for the subject site that were in existence at that time.

- Lot 3 DP 476847 held in CFR 659934 having an area of 4.00ha (116 McHughs Road)
- 19. A copy of CFRs 659932, 659933 & 659934 is contained in **Appendix A**.
- 20. The location of the subject site is shown in **Figure 1** below.
- 21. The subject site comprises an area of approximately 16.18ha and is generally flat with a gentle fall to the south east. The exception is an area of approximately 4.5ha in the north eastern portion of the site which comprises a former gravel extraction pit. The pit was accessed from the McHughs Road and Tram Road intersection descending to a depth of up to 3 metres below ground level and surrounded by steep banks on three sides.

Figure 1: Location Plan



- 22. The former gravel extraction pit is presently held in forestry. The balance of the site (approx 11.6 hectares) is held in pasture and contains a single agricultural building and a horse training pad amongst rectangular field boundaries.
- 23. Vegetation is mainly pasture grasses and shelterbelt plantings. There are no notable or protected plants or vegetation on the land.
- 24. A shallow water race of around 0.4m deep and up to 1.5m in width flows along the southern boundary in an easterly direction before turning to the south approximately 575m from the southwest corner of the site. The water race is mainly contained within the neighbouring properties except for a length of approximately 75m between the southwest corner of the horse training pad and south west corner of the site.
- 25. The site is currently zoned Rural in the District Plan. This allows the creation of new allotments with a minimum site area of 4 hectares.
- 26. As mentioned earlier, resource consent RC145050 to subdivide the application site was granted by the District Council in April 2014 (Appendix B). This consent created a total of four allotments² that are consistent with

² Lot 1 (4.5ha), Lot 2 (7.67Ha) and Lot 3 (4.0Ha). Lot 4 (5m²) is to be vested as road.

the areas identified in the proposed Outline Development Plan (ODP). This is discussed further in Section 4 of this report.

4 The Proposal

- 27. This Plan Change Request proposes to amend the Waimakariri District Plan to change the zoning of part of the site from the Rural Zone to the Residential 4A Zone. A schedule of the proposed amendments to the District Plan is contained in **Appendix C**.
- 28. No new objectives or policies to the District Plan are proposed. However new rules are proposed in relation to the following matters.
- 29. The Residential 4A Zone provides for rural residential development with allotments having a minimum net site area of 2,500m² and an average net site area of 5,000m². The anticipated number of allotments that could be created by the proposal is twenty two.
- 30. A new rule is proposed to enable future development to be undertaken in general accordance with an Outline Development Plan (ODP). The ODP shows existing features of the site to be retained, being the water race and the western boundary shelterbelt³; and key elements to be incorporated into future development, these being the indicative position of a future road and public accessway (pedestrian and cycleway).
- 31. Existing provisions in the District Plan controlling matters such as the design, position and specification of access and buildings will remain unchanged other than in two respects. A new rule is proposed in relation to the height and design of fencing adjoining the public accessway. Further rules are proposed to provide an exemption to the road intersection spacing for the proposed new road and new vehicle crossings onto McHughs Road.
- 32. New controls are proposed requiring the minimum finished floor level of all dwellings to be 300mm above the 0.5% AEP flood event. A rule is proposed (within the subdivision chapter) requiring the minimum floor level to achieve 300mm above the 0.5% AEP to be identified for each new residential allotment at the time of subdivision. This will enable future owners and the Council to determine whether resource consent (land use) will be required at the time of building. A rule within the natural hazards chapter (Chapter 27) requires land use consent to be obtained where building proposals do not achieve the minimum floor level identified at the time of subdivision.
- 33. That part of the subject site currently held in forestry comprises a former gravel pit. The applicant has no development intentions for this land other than the continuation of forestry. It is proposed this area remain zoned Rural to allow for the continuation of this rural activity.
- 34. The proposal has considered future servicing of water, wastewater, telecommunications, electricity and stormwater. Water and sewage will be provided through connections to the Council's reticulation in McHughs Road

³ The North Eyre Road Mandeville North Outline Development Plan (planning map 159) identifies the shelterbelt adjoining the western site boundary to be retained. The applicant considers this shelterbelt is, at least in part, located on the subject land. Accordingly, for consistency between the North Eyre Road Mandeville North Outline Development Plan and the proposed ODP this shelterbelt is also shown as to be retained.

and Mandeville Road. Telecommunications and electricity similarly will be provided to the existing adjacent networks. Stormwater will be disposed of on-site and to existing roadside swales. Further details are provided in the infrastructure servicing assessment contained in **Appendix G.** The specific design for these services will be determined at the time of subdivision.

5 Planning Context

- 35. The Recovery Strategy for Greater Christchurch (Recovery Strategy) is an overarching, long term strategy prepared under the Canterbury Earthquake Recovery (CER) Act to guide the reconstruction, rebuilding and recovery of Greater Christchurch. The CER Act requires that RMA documents and instruments that apply to any area within Greater Christchurch (which includes that part of the Waimakariri District within which the subject site is located) are not interpreted or applied in a way that is inconsistent with the Recovery Strategy and Recovery Plans prepared under it.
- 36. The Land Use Recovery Plan (LURP) became operative on 6 December 2013 and introduced, amongst others, changes to the Canterbury Regional Policy Statement (CRPS) and various District's Plan to aid recovery. This included new chapters, objectives and policies and rules.
- 37. A key action of the LURP is the insertion of a new Chapter 6 Recovery and Rebuilding of Greater Christchurch into the Canterbury Regional Policy Statement (CRPS). Objective 6.2.2 of Chapter 6 looks to ensure the urban form and settlement pattern is managed to provide sufficient land for rebuilding and recovery needs and set a foundation of future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas. This includes managing rural residential development outside of existing urban and priority areas. Policy 6.3.9 of Chapter 6 requires new rural residential development to be provided in accordance with an adopted rural residential development strategy prepared in accordance with the Local Government Act 2002 and subject to a range of criteria being met.
- 38. The LURP also introduced changes to the Waimakariri District Plan including the insertion of new Objective 14.5.1 which reiterates that to facilitate the rebuild and recovery of Greater Christchurch future rural residential development areas should be directed to identified rural residential areas.
- 39. The Waimakariri District Council adopted a Rural Residential Development Plan (RRDP) in June 2010. This identifies growth locations where the Council considers future rural residential development should occur. Land within the settlement of Mandeville, south of Tram Road, is identified a growth location and includes the subject site. The RRDP also indicates these areas could provide for some 200 additional households in relation to the requirements of Proposed Change 1 (PC1) to the CRPS. PC1 has since been replaced by Chapter 6 to the RPS which does not contain household number and staging requirements.
- 40. Plan Change 32 (PC32) to the Waimakariri District Plan introduced growth management provisions for Mandeville, including defining a growth boundary and a new objective and policy requiring future rural-residential development within the growth boundary to be consistent with the Residential 4A and 4B Zones, provided with reticulated services, and promote alternative transport nodes, amongst others. The application site is located within the defined

growth boundary. PC32 was made operative by the Council on 17 November 2014.

6 Consultation

- 41. A meeting with the Waimakariri District Council's Project Advisory Group (PAG) took place on 30 July 2013. A subsequent meeting with the Council's Rural Fire Officer took place in July 2014.
- 42. Environment Canterbury were consulted as part of the PAG process and confirmed⁴ that no matters of regional interest or significance are raised by the proposal.
- 43. A copy of this Plan Change Request is to be sent to Ngai Tahu and Environment Canterbury during notification.

7 Reasons and Purpose

- 44. The Waimakariri District Plan became operative on 28 November 2005.
- 45. The application site is zoned Rural in the District Plan. Objective 14.1.1 of the District Plan seeks to ensure the Rural Zone maintains and enhances rural production and rural character. These are characterised by:
 - a) the dominant effect of paddocks, trees, natural features, and agricultural, pastoral or horticultural activities;
 - b) separation between dwellinghouses to maintain privacy and a sense of openness;
 - c) a dwellinghouse clustered with ancillary buildings and structures on the same site;
 - d) farm buildings and structures close to lot boundaries including roads;
 - e) generally quiet but with some significant intermittent and/or seasonal noise from farming activities;
 - f) clean air but with some significant short term and/or seasonal smells associated with farming activities; and
 - g) limited or no roadside advertising.
- 46. Since the District Plan was made operative there have been a number of changes in Mandeville.
 - 1) Plan Change 32 (PC32) Mandeville North Growth Management has introduced provisions for residential growth within Mandeville into the District Plan. This addresses disjointed growth and the associated adverse effects on amenity, character, form and function of Mandeville. A new Objective 18.1.2 and Policy 18.1.2.1 has been inserted into the District Plan. These state;

Objective 18.1.2

Provide for limited further subdivision, development and use within the Mandeville settlement that achieves;

⁴ Email by Michael Rachlin dated 19 August 2013.

- a. A compact living environment within a rural setting;
- Consolidation of the Mandeville settlement by providing for new subdivision and development within the Mandeville settlement boundary;
- c. Provision and utilisation of reticulated infrastructure and services;
- d. The maintenance and enhancement of the characteristics of Residential 4A and 4B Zones;
- e. Promotion of the use of alternative transport modes for transit within the Mandeville Settlement; and
- f. The preservation of the distinct and distinguishable boundaries of the Mandeville settlement.

Policy 18.1.2.1

Limit the Mandeville settlement to within its boundary existing at 30 September 2011 shown on District Plan Map 167.

The application site is located within the growth boundary identified by Policy 18.1.2.1.

2) The Land Use Recovery Plan (LURP) has introduced Objective 14.5.1 into the District Plan as follows;

Objective 14.5.1

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 for urban and rural residential activities and development.

The application site is located within a rural residential development area identified in the adopted 2010 Waimakariri District Council Rural Residential Development Plan.

- 3) A number of Plan Changes have been introduced into the District Plan which have rezoned surrounding land. These include:
 - Private Plan Change 6 (PC06⁵) rezoned land adjoining the western boundary of the application site from the Rural to Residential 4A Zone. PC06 introduced an Outline Development Plan to guide development of the land, which includes the construction of a pedestrian and cycleway connection adjoining the south west corner of the application site.
 - Private Plan Change 10 (PC10⁶) rezoned land in the wider area at Wards Road, Mandeville from the Rural to the Residential 4A Zone. PC10 also introduces an Outline Development Plan.
 - Private Plan Change 22 (PC22⁷) rezoned land at 51 & 88
 McHughs Road adjoining PC06 from Rural to Residential 4A
 Zone. PC22 also introduces an Outline Development Plan which
 includes pedestrian and cycleway connections to the PC06 land.

⁵ JA & BL Properties Ltd

⁶ Waikiwi Developments Ltd

⁷ BF & RM McHugh

Objective 17.1.1 of the District Plan looks to provide residential zones that provide for residents' health, safety and wellbeing and that provide a range of living environments with distinctive characteristics. In relation to the Residential 4A Zone the supporting explanation states;

'The Residential 4 Zones are based on the former 'Rural-Residential Zone'. The zones provide a living environment within the rural area. The nature of these zones has increasingly taken on urban characteristics. People value them as very low density residential sites in a rural setting. Increasingly it is expected that servicing standards will mirror urban rather than rural settings. The difference between the 4A Zone and 4B Zone relates to lot sizes. New 4A and 4B Zones can only be created by plan change. The 4B Zones are the original Rural-Residential Zones created under the Transitional District Plans based on limited public servicing and one hectare average lot sizes'.

The assessments contained in this request indicate that the general character of the surrounding area now better fits a Residential 4A Zone than a Rural Zone.

- 47. The reasons for this Plan Change Request are thus;
 - The planning policy framework has undergone changes since the land was zoned Rural. The land is now identified as a preferred development location for rural residential activities in terms of future development better supporting urban form considerations than other areas in the wider area.
 - The character of the surrounding area has undergone changes such that generally the application site increasingly has rural-residential rather than rural characteristics while recognising that that part of the application site currently held in forestry continues to support a rural activity.
 - The District Plan identifies that a Plan Change Request is the preferred method to enable new rural residential activities that correspond to the existing rural residential zone provisions (Residential 4A & 4B Zones) contained in the District Plan.
- 48. The purpose of this Plan Change Request is to better enable residential development to take place on part of the application site in the future, which
 - enables the existing forestry activity to continue;
 - supports greater choice in the type of housing available to meet personal needs;
 - enables integrated development that supports amenity of future and existing residents of Mandeville;
 - supports the rebuild and recovery of Greater Christchurch area; and
 - is in accordance with the objectives and policies of the District Plan.
- 49. Pursuant to s.25(3) of the RMA the District Council are required to consider whether the proposal should be treated as if it was an application for a resource consent or as an application for a plan change. As discussed above, the District Plan identifies that any new Residential 4A Zone shall be created via a plan change.

8 Assessment of Effects on the Environment

- 50. This assessment of actual and potential effects on the environment (AEE) has been prepared in accordance with the Fourth Schedule of the RMA and is supported by a number of technical reports which have been prepared in support of, and form part of, this request application. These reports are included in **Appendices D G** and include;
 - i. <u>Geotechnical Assessment</u> Eliot Sinclair & Partners Ltd

This assessment advises on any geotechnical, liquefaction and flood hazard constraints. These have been informed by soil permeability site investigations and assessment of the requirements for residential building foundations in accordance with relevant Ministry for Building Innovation and Employment Guidelines. This is contained in **Appendix D**.

ii. Ground Contamination Assessment - Eliot Sinclair & Partners Ltd

This assessment has investigated current and historical activities on the site to identify potential areas of contamination. The assessment comprises a Preliminary Site Investigation in accordance with the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (2011). This is contained in **Appendix E**.

iii. <u>Transportation Assessment</u> - Carriageway Consulting Ltd

This assessment has undertaken a traffic survey to ensure potential traffic effects and intersection capacity and delays are assessed against the best available data. Accident records have also been assessed. This is contained in **Appendix F.**

iv. Infrastructure Servicing Assessment - Eliot Sinclair & Partners Ltd

This investigation advises on the ability for future residential development on the site to receive potable water, wastewater, electricity and telecommunication services. This includes firefighting water supply. In addition, suitable stormwater management options are assessed with regards to the physical properties of the soil and soakage testing undertaken in connection with the Geotechnical Assessment. This is contained in **Appendix G**.

- 51. The following actual and potential effects have been assessed in such detail as corresponds with the scale and significance of effects which are anticipated by the proposal;
 - Natural Hazards
 - Fire Hazard
 - Soil Health
 - Amenity and Character
 - Reverse Sensitivity
 - Transport
 - Infrastructure Servicing
 - Waterways and Ecology

- Cultural Values
- Positive Effects
- 52. These are discussed below.

8.1 Natural Hazards

Geotechnical

53. Ground investigations have found that the soils at the site are not at risk of liquefaction. The geotechnical assessment has found that the site is likely to have an equivalent Technical Category 1 (TC1) under the former Department of Building & Housing land classification scheme. This assessment has been accepted by the Council in connection with subdivision consent RC145050 which confirmed the geotechnical suitability of the land for residential use.

Flooding

- 54. The potential risk of flooding has been identified in relation to three sources; (i) flooding from within the site derived from stormwater, (ii) flooding from groundwater resurgence (also known as undercurrents), and (iii) flooding from the upstream catchment.
- 55. The assessment of stormwater management (discussed in connection with infrastructure servicing below) indicates that potential flooding derived from rainfall on the land proposed to rezoned to Residential 4A can be appropriately addressed.
- 56. In relation to the risk of groundwater resurgence, a high groundwater table is known in the Mandeville area, particularly at times of high rainfall. The area of excavation (currently forested) in the north eastern portion of the site is prone to groundwater inundation when groundwater levels are high. However the risk of groundwater resurgence on the balance of the site has been assessed to be low.
- 57. Assessment⁸ of the flood risk from the upstream catchment indicates that the majority of the site has a low to medium risk of flooding during a 0.5% Annual Exceedance Probability (AEP) event, with the central portion of the site assessed not to have a flood risk. The exception is the area of excavation which is assessed to have a high flood hazard.
- 58. To mitigate the risk of flooding in a 0.5% AEP event over the land proposed to be rezoned to Residential 4A Zone, methods are proposed to ensure future buildings/dwellings are constructed with an appropriate floor level to be above the 0.5% AEP event. In determining the appropriateness of this method, it is noted that the Council required under subdivision consent RC145050 the minimum floor level of any dwelling within the nominated building platform areas (which relates to the majority of the site) to be set at 450mm above the surrounding ground level⁹. At the time of writing, these requirements do not provide adequate mitigation as consent RC145050 has not been fully implemented and the nominated building platform areas do not extend over the entirety of the application site. In addition, the assessment of the flood risk indicates that 450mm above the surrounding

⁸ Assessment of the Waimakariri District Council 0.5% AEP event modelling data of 29 October 2013 and updated modelling dated 19 June 2014.

 $^{^{9}}$ Note: Within the area of the former excavation (Lot 1 RC145050) the surrounding ground level is specified as being the existing ground level on adjacent land.

- ground levels may not be sufficient in all locations to be above the 0.5% AEP event. In this regard it is also noted that the 0.5% AEP event levels can be subject to change as environmental information and modelling techniques are refined over time.
- 59. Methods introduced in connection with PC022 require applications for subdivision consent to identify the minimum finished floor level to achieve a 400mm freeboard above the 0.5% AEP event for each proposed residential allotment. This requirement at the time of subdivision will inform the Council and enable future owners to identify the appropriate finished floor level at the time of building and avoids the need for the future residents to make their own assessments. A rule in the land use chapters similarly requires dwelling houses to have a finished floor level of 400mm above the 0.5% AEP event. In the event the finished floor level requirements are not proposed to be met at the time of building, the rule requires resource consent (land use) to be obtained.
- 60. The reference in the subdivision and land use rules to the 0.5% AEP event itself, rather than a benchmark location currently known to be above the 0.5% AEP event, enables the most up-to-date information to be used to establish new floor levels for dwelling houses at the time of subdivision. While there is a risk that a different (and more onerous) finished floor level could be identified for the 0.5% AEP event (such as due to revised modelling) at the subsequent time of building, this is considered to be a low risk and overall considered to be the most appropriate approach.
- 61. Potential adverse effects to achieve the required building floor levels is considered to be low as in the majority of areas across the application site the risk of flooding (generally corresponding to the amount of filling required to achieve building platforms) is low to medium such that any contouring required will be hardly noticeable against the undulations of the land.
- 62. In relation to the gravel pit, the excavated ground level makes this area prone to flooding from elevated groundwater levels and overland flooding from the upstream catchment. It is identified as a high hazard area in relation to Policy 11.3.1 of the CRPS. Of relevance to an assessment of effects, Policy 11.3.1(4) seeks to avoid the use and development of land in high hazard areas unless a number of criteria can be met including that it is not likely to exacerbate the effects of the natural hazard. Development that meets the criteria will generally be low intensity activities such as forestry, farming, or recreational parks. The proposed maintenance of the existing rural zone will allow the existing forestry activity to continue with minimal adverse effects from the identified flood risk.
- 63. Rural activities include residential use of the land at rural densities. Given the extent of the excavation relates to an area of approximately 3.4 hectares, resource consent would be required under District Plan Rule 23.1.1.8¹⁰ in order to infill the land to enable typical building designs to achieve the required finished floor levels. Infilling of the land would be assessed as a

¹⁰ Rule 23.1.1.8 limits earthworks in the Rural Zones to the disturbance of 1000m² of soil and /or rock per any 1ha. Earthworks include the disturbance of land by placing or replacing soil or other material. Rule 23.1.2.8 allows the construction of forestry roads and landing sites within a plantation forest to be exempt from complying with Rule 23.1.1.8 subject to works taking place in accordance with best practice guidelines and adverse effects on water quality and quantity of any water body and land stability and erosion are avoided or remedied.

restricted discretionary activity¹¹ and in deciding whether to grant or refuse consent Council has restricted the exercise of its discretion to matters including, but not limited to; adverse effects on the surrounding environment including noise, dust, siltation, visual detraction and traffic generation; the short and long term effects on flood potential beyond the earthworks; and other drainage matters. As such any filling will need to demonstrate it is not likely to exacerbate the effects of natural hazards. Existing safeguards are in place to provide adequate mitigation of the existing high hazard flood risk if residential use of this land is intended in the future. As a note in relation to this proposal however it is recorded that the applicant has no intention of establishing a residential use on this land.

64. Overall, methods are proposed to ensure the risk of flooding of the application site is avoided, remedied and where appropriate mitigated such that any natural hazards risk is not an impediment to the proposal.

8.2 Fire Hazard

- 65. The potential for the area of forestry to be a fire risk to existing and future dwellings has been assessed following a site meeting with the Waimakariri District Council Rural Fire Officer Tim Sheppard. The fire risk from the area of forestry was assessed by Mr Sheppard to be low, particularly given; the generally small extent of the wood/forest; the age of the trees (and the height of the lowest branches from the ground); and good site management practices evident within the woodlot (such that fallen and potentially combustible branches and wood matter have been cleared off site) which includes an existing 10 metre wide perimeter buffer within the area proposed to remain rurally zoned. While these considerations may be subject to change in the future, such as following harvesting and replanting, it is noted that Section 27 of the Forest and Rural Fires Act 1977 gives the Rural Fire Officer wide ranging powers to limit and require the clearance of vegetation to provide defendable space for firefighting.
- 66. It is also noted that future residents on the proposed Residential 4A Zone on adjoining land will tend to locate dwellings where sunlight can be maximised and this will encourage dwellings to be located away from the internal boundary with the area of forestry in any event.
- 67. The means of fighting fire for dwellings is also provided for and discussed in connection ensuring an adequate water supply can be provided in connection with the infrastructure servicing assessment.

8.3 Soil Health

68. The ground contamination assessment indicates that typical farming activities have taken place on the site and in relation to the forestry area, historical gravel extraction. The entire site has been subject to an assessment in accordance with the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (2011) in conjunction with subdivision consent RC145050. The assessment indicates it is highly unlikely there is ground contamination that exceeds the applicable standards for residential land use.

¹¹ Pursuant to Rule 23.3.2

8.4 Amenity and Character

- 69. Potential effects on amenity and character are considered to take place in relation to the outlook enjoyed by land adjacent to the site and whether the rezoning provides for appropriate amenity and character within the site itself.
- 70. Adjacent areas may find the proposed rezoning results in a change in outlook as rather than looking onto land used for rural activities, the land is used for rural-residential development. The existing shelterbelts within the site¹² are likely to be removed in this regard and replaced with roading, right of ways, new buildings/dwellings and boundary plantings of the residential allotments.
- 71. The District Plan explains that the Residential 4 Zones provide a living environment within the rural area and the nature of these zones has increasingly taken on urban characteristics. People value them as very low density residential sites in a rural setting¹³. The proposed rezoning adopts the same density, bulk and location requirements as other Residential 4A Zones in the District. Though the Residential 4A Zone and Residential 4B Zone provide for different allotment sizes, both zones provide for very low density residential amenity in a rural setting. The outlook of adjoining Residential 4A and 4B Zones is therefore consistent with the amenity of those zones. In this context the rural setting of the zones is provided for at the general level of urban form by the Mandeville Growth Boundary as changes in the amenity of the area will be is consistent with adjoining areas and the expectations of the community. At a site specific level, the maintenance of the rural zone over the gravel pit supports the continuation of the existing forestry activities which will continue to provide a rural backdrop to the outlook of many adjoining properties.
- 72. In relation to the amenity of the subject site itself, the ODP provides a public accessway through the site providing connections to Mandeville Park Road, Truro Close and McHughs Road. This provides public access to the water race and, significantly, enhanced accessibility to the Mandeville Recreation Domain. The short length of road and future right of ways accessed from the local road network will further support integration of the application site with surrounding areas.
- 73. Specific provision is made for low level rural style fencing along property boundaries abutting the public accessway. This style of fencing better supports perceived safety due to the maintenance of open vistas and possible site surveillance.

8.5 Reverse Sensitivity

- 74. The application site is generally surrounded by rural-residential development with the same character and amenity as that proposed by the rezoning. The adjacent rurally zoned land to the east, proposed to be rezoned by PC33, is currently used for activities that are compatible with the proposal.
- 75. The application site is not within the minimum separation distances of any known established intensive farming activity, farm effluent treatment and storage activity or farm effluent application to land as specified in the District

¹² Note: Other than the shelterbelt against the western site boundary.

¹³ Explanation to Objective 17.1.1

- Plan¹⁴. As such future rural residential development on the application site is not considered to give rise to reverse sensitivity effects on surrounding existing land uses.
- 76. It is the intention of the applicant to continue to use the former gravel pit for forestry. The effect of this on surrounding existing land uses is unchanged by the proposal. However, within the application site itself the proposal will enable new rural residential development to be located adjacent to the area of forestry.
- 77. Currently the Rural zone requires a dwelling to have a 20 metre setback from road and internal site boundaries. The Residential 4A Zone only requires a 2 metre internal boundary setback when a future dwelling adjoins an accessway¹⁵ and represents the closest distance a new dwelling could be constructed from a boundary as a result of the proposal. The setback does not account for the risk of falling trees on residential allotments. However this is largely mitigated by an existing 10 metre wide internal buffer within the area of deferred zoning. The position of the proposed road, the low density nature of rural-residential allotments and the tendency for dwellings to be located to maximise solar gain offers further mitigating factors in regard to the risk of falling trees.
- 78. The harvesting of trees creates the potential for noise, dust and traffic effects. Such effects would be infrequent and temporary in nature. Existing controls in the District Plan would apply and any effects on new dwellings within the application site would be similar to those for the existing dwellings on McHughs Road.
- 79. Overall, the proposal does not give rise to any reverse sensitivity effects.

8.6 Transportation

- 80. The transportation assessment (**Appendix F**) has investigated the effects of the proposed rezoning on the surrounding transport network including effects on road network capacity, non-car modes of travel and road safety.
- 81. The assessment of the levels of service within the surrounding roading network has taken into account ambient traffic growth and also growth projected from recent plan changes in the immediate area which can be expected to create additional traffic as they are developed. The analysis shows that the development of the proposed plan change would result in no changes to levels of service at the Tram Road/McHughs Road/Bradleys Road intersection, with queues and delays remaining comparatively low. No adverse effects on non-car modes of travel are anticipated as a result of the proposed plan change. Overall, in all areas of assessment appropriate levels of provision can continue to be accommodated on the roading network without any adverse efficiency or safety-related issues arising.
- 82. In relation to site access, the assessment notes that District Plan Rule 30.6.1.21 requires a distance of 60m between any vehicle crossing onto McHughs Road and the nearest intersection with a Local Road (Roscrea Place). Although the subdivision design of the site is not proposed as part of this Plan Change request application, it is likely that one or more allotments may have a separation that falls below this distance. However, the

 $^{^{14}}$ Chapter 31, Rule Standards 31.17 – 31.20

¹⁵ District Plan Rule 31.1.1.14

- assessment notes that the access will be on the opposite side to the minor arm of the intersection (Roscrea Place) and there is a low likelihood that any drivers will be confused by the arrangement.
- 83. In addition, District Plan Rule 30.6.1.26 indicates that intersections within an 80km/h speed limit area are to have a separation of 550m. This will not be achieved between the proposed new Local Road linking the site to McHughs Road, and the McHughs Road/Roscrea Place and McHughs Road/Mandeville Park Drive intersections. However, the assessment has found that the standard District Plan separation distance does not take into account the benefits of a well-designed but reduced distance creating higher permeability. Accordingly a number of exemptions to this rule exist for other areas (set out in Rules 30.6.2.4 to 30.6.2.7 of the District Plan), including on adjacent land.
- 84. In view of these site specific matters, the assessment recommends the introduction of two rules that exempt the subject site from District Plan Rules 30.6.1.21 and 30.6.1.26. The effect of these exemptions is considered to better enable a future subdivision design of the site that provides an efficient use of the land while ensuring all traffic related effects are consistent with the surrounding roading network and appropriate to the traffic environment.

8.7 Infrastructure Servicing

Potable Water

85. The Council's public restricted water supply is available in McHughs and Mandeville Roads. The infrastructure servicing assessment confirms there is capacity to connect to this network. As a restricted supply, future dwellings will each be required to have a 20,000l water tank and pump to achieve design water pressure.

Firefighting Water Supply

86. Existing fire hydrants are located on McHughs Road at the intersection with Mandeville Road and at the entrance to Mandeville Park. In conjunction with the 20,000l water tanks on individual residential allotments, these enable firefighting provision. A further hydrant can be provided within the proposed new road if determined to be necessary by the Council. Such details are typically dealt with at the time of subdivision (an existing subdivision requirement) and or service connection/building consent. The proposed rezoning does not raise any issues in relation to the provision of water supply.

<u>Wastewater</u>

87. The Council's Mandeville area Septic Tank Effluent Pumping System (STEPS) wastewater reticulation is available in McHughs Road. The infrastructure servicing assessment confirms there is capacity to connect to this network. This system requires individual allotments to have a septic tank fitted with a pump, to pump into the pressure main in McHughs Road. Detailed designs are typically dealt with at the time of subdivision (an existing subdivision requirement) and or service connection/building consent. The proposed rezoning has not raised any issues in relation to the wastewater servicing.

Telecommunications & Electricity

88. The existing service providers to Mandeville have confirmed there is capacity to service future development.

Stormwater Management

89. Ground investigations indicate that the site soils are suitable for the discharge of stormwater to ground. Various suitable stormwater management techniques are available to treat and attenuate discharges to achieve modern environment standards. Detailed designs are typically dealt with at the time of subdivision and will keep stormwater management separate to the water race located along part of the south western boundary. The proposed rezoning has not raised any issues in relation to the stormwater management.

8.8 Waterways and Ecology

90. The water race located along a short section of the south western boundary race has no known ecological interests. This will be unaffected by stormwater discharges from future properties and safeguarded by a pedestrian/cycleway in keeping with the existing connection upstream in the Mandeville Park subdivision (PC06).

8.9 Cultural Values

91. There are no known specific cultural values.

8.10 Positive Effects

- 92. The rezoning will enable rural residential development to take place within a central area of Mandeville. This will support the consolidation of the settlement. The nature and form of the future development will be in keeping with the existing residential character and amenity and be well integrated with the existing network of roading and public accessways. In this way the proposal will support the health, safety and social wellbeing of existing and future residents, in particular through the expansion of the public accessway network and greater connectivity to recreation and community facilities (namely the Mandeville Domain).
- 93. The proposed also allows the existing forestry activity to continue with the additional benefit of maintaining this rural outlook for some neighbouring properties.

8.11 Conclusion - Assessment of Effects

94. The proposal provides a comprehensive and integrated rural residential development in a manner that any adverse effects on the environment are mitigated. In addition, the Plan Change Request provides a number of positive effects, including enhancements to the economic and social wellbeing, health and safety of individuals and the community. Overall, it is considered the effects of the proposal will be positive.

9 Other Statutory Considerations: Relevant Objectives and Policies

- 95. In addition to the statutory considerations identified earlier, there are a number of other matters relevant to Plan Change Requests. These include:
 - i. the required content of district plans (section 75(1))
 - ii. the discretionary content of district plan (section 75(2))
 - iii. rules must be for the purpose of the Council carrying outs its functions under the Act and achieving the objectives and policies of the Plan (section 76(1))
 - iv. the requirement to give effect to the Canterbury Regional Policy Statement (section 75(3))
 - v. the requirement not to be inconsistent with a regional plan (section 75(4))
 - vi. the requirement to have regard to any proposed regional plan (section 74(2)(a)(ii))
 - vii. the requirement to have regard to any management plans and strategies prepared under other Acts (section 74(2)(b)(i)); and
 - viii. the requirement to take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority (section 74(2A)).

9.1 Recovery Strategy for Greater Christchurch

- 96. The Recovery Strategy for Greater Christchurch ('Recovery Strategy'), prepared under the Canterbury Earthquake Recovery (CER) Act, became operative on 1 June 2012. Section 15 of the CER Act requires that no RMA document or instrument, including any amendment, that applies within Greater Christchurch may be interpreted or applied in a way that is inconsistent with a Recovery Strategy. The application site is located within Greater Christchurch and accordingly, the District Plan is not to be interpreted or applied in a manner that is inconsistent with the Recovery Strategy.
- 97. The Recovery Strategy is an overarching, long-term strategy to guide the reconstruction, rebuilding and recovery of Greater Christchurch. 'Recovery' is defined as including both restoration and enhancement. Section 4 of the Strategy identifies the vision and goals for recovery. The most relevant area of recovery to the Plan Change Request is the Built Environment Recovery which includes the following goals;
 - 5.5 zoning sufficient land for recovery needs within settlement patterns consistent with an urban form that provides for the future development of greater Christchurch;
 - 5.6 having a range of affordable housing options connected to community and strategic infrastructure that provides for residents participation in social, cultural and economic activities.

98. The Plan Change Request is considered not to be inconsistent with these goals as it is located within an identified growth management area identified for Mandeville in the District Plan and the Waimakariri Rural Residential Development Plan and will enable the rezoning of land consistent with the existing urban form. The proposed Residential 4A Zone will provide for housing choice integrated with the existing community and existing infrastructure, such as water, sewer and roads.

9.2 Land Use Recovery Plan

- 99. The Land Use Recovery Plan (LURP), prepared under the CER Act, became operative on 6 December 2013. The CER Act requires any changes to planning documents must not be inconsistent with the LURP.
- 100. The LURP puts land use policies and rules in place to assist rebuilding and recovery of communities (including housing and businesses) that have been disrupted by the earthquakes, helping to achieve the vision of the Recovery Strategy for Greater Christchurch. It contains 50 interconnected actions of which the following actions are considered of relevance;
 - Action 3: Immediate amendments to Waimakariri District Plan
 - Action 44: Immediate amendment to Regional Policy Statement
- 101. Both actions have taken place. Action 3 inserted a number of amendments into the Waimakariri District Plan of which Amendment 5 relating to new Objective 14.5.1 and Policy 14.5.1.1 are considered relevant. Action 44 inserted new objectives, policies and methods into the Canterbury Regional Policy Statement via new chapter 6.
- 102. Assessment of the Waimakariri District Plan and the Canterbury Regional Policy Statement has found that the Plan Change is not inconsistent with these provisions and accordingly it is considered the proposal is not inconsistent with the Land Use Recovery Plan.

9.3 Canterbury Regional Policy Statement

- 103. The Canterbury Regional Policy Statement (CRPS) became operative on 15 January 2013. An assessment of the objectives and policies of most relevance is contained in **Appendix I**.
- 104. The existing objectives and policies of the Waimakariri District Plan are generally taken as giving effect to the CRPS although it is noted that currently the CRPS is more recent than the District Plan. In this respect further consideration is considered appropriate in relation to those parts of the CRPS that have undergone most recent changes, particularly in connection with the LURP. Those chapters changed by the LURP and considered of most relevance are Chapter 5 Land Use and Infrastructure, Chapter 6 Recovery and Rebuilding of Greater Christchurch and Chapter 11 Natural Hazards.

Chapter 5 Land Use and Infrastructure

105. The focus of Chapter 5 includes ensuring changes to rural-residential areas are appropriately integrated with infrastructure. Within the Greater Christchurch area, the issues and objectives that relate to the 'entire region' are to be achieved in accordance with those objectives, policies or methods in Chapter 6. The Plan Change will achieve and comply with relevant objectives and policies as it; achieves consolidated, well designed and

sustainable growth; enables people and communities to provide for their wellbeing, maintains the overall quality of the natural environment; provides housing choice to meet the District's housing needs; is compatible with regionally significant infrastructure and avoids adverse effects on significant natural and physical resources.

106. Further assessment in relation to relevant policies relating to transportation networks is provided by the transportation assessment contained in **Appendix F.**

Chapter 6 Recovery and Rebuilding of Greater Christchurch

- 107. Chapter 6 identifies that rural residential development can be associated with reverse sensitivity effects and can give rise to pressure to extend urban services and exacerbate dispersed settlement patterns, leading to inefficient use of infrastructure, impacts on rural production and pressures for future urbanisation.
- 108. Rural residential activities themselves are defined by Chapter 6 as 'residential units outside the identified Greenfield Priority Areas at an average density of between 1 and 2 households per hectare'. The Residential 4A Zone, which restricts the average area of allotments to not less than 5,000m², is consistent with this definition.
- 109. Policy 6.3.9 seeks to ensure rural residential development further to areas already zoned in district plans as at 1 January 2013 can only be provided for by territorial authorities in accordance with an adopted rural residential development strategy prepared in accordance with the Local Government Act 2002, subject to a number of matters and potential adverse effects.
- 110. The application site is identified within the Waimakariri Rural Residential Development Plan and accordingly is an area expressly anticipated by Policy 6.3.9. The proposal is able to be economically provided with reticulated sewer and water supply and serviced by an appropriate stormwater treatment and disposal system. Legal access is available from the local road network and future development is able to be well integrated into existing rural residential areas. The proposal is supported by an Outline Development Plan in this regard. Future development will avoid reverse sensitivity effects on rural activities. The former gravel pit comprises a high (natural) hazard area with a natural hazards constraint and is proposed to be retained as a rural zone to support the existing forestry activity. In view of the above, the proposal is considered to comply with Policy 6.3.9 and the wider aims of Objective 6.2.2 which seeks to manage rural residential development outside of existing urban and priority areas.

Chapter 11 Natural Hazards

111. High hazard areas include areas subject to inundation where the water depth in a 0.2% AEP flood event is greater than 1 metre. The former area of excavation comprises a high hazard area. Policy 11.3.1 seeks to achieve the principle of avoiding the potential effects of natural hazards in high hazard areas in the first instance but recognises that some development can be appropriate such as low-intensity uses like forestry, farming or recreational parks. This area of the site is currently used for forestry and the applicant intends to continue to use the land for forestry. The proposal supports this by proposing the retention of the Rural Zone.

- 112. It is noted that residential activities can take place in the Rural Zone at rural densities. To be suitable for use for residential activities the excavated land will ordinarily require filling. Infilling the land will require resource consent and will need to demonstrate the effects of the proposal are not likely to be exacerbate the natural hazard. As such existing safeguards are already in place to ensure any future residential activity on this land takes place in a manner that is consistent with Chapter 11 objectives and policies, in particular Policy 11.3.1(4).
- 113. In relation to the balance of the application site, Policy 11.3.2 acknowledges that new subdivision, development and use can still occur in inundation areas where certain criteria is met. Appropriate methods are proposed to ensure new buildings have an appropriate floor level above the 0.5% AEP design flood level in this regard.
- 114. Overall, the proposal is consistent with, and gives effect, to the Canterbury Regional Policy Statement.

9.4 Canterbury Regional Land Transport Strategy 2012-42

- 115. The Canterbury Regional Land Transport Strategy (RLTS), prepared under the Land Transport Management Act 2003, as amended by the Land Transport Management Amendment Act 2008, was adopted by Environment Canterbury on 9 February 2012. The RLTS sets the strategic direction for land transport within the Canterbury region up to 2042 and has a vision that Canterbury has an accessible, affordable, integrated, safe, resilient and sustainable transport system. The vision is supported by five objectives, of which the following are considered to be of most relevance:
 - Ensure a resilient, environmentally sustainable and integrated transport system
 - Improve levels of accessibility for all.
- 116. The focus of the RLTS in small urban areas is on improving transport options and promoting a multi-modal approach to meet transport needs. Implementation through land use planning is identified in terms of amending District Plans over time to support greater mode choice, local trip making, improve integration between land use and transport and between transport modes. The Plan Change Request is consistent with these objectives and implementation tools. The proposal is well integrated with the existing transport infrastructure of local roads; and walking and cycling connections which support greater mode choice.
- 117. Further assessment in relation to the outcomes sought by the objectives is provided by the transportation assessment contained in **Appendix F.**

9.5 Waimakariri District Plan

118. The Waimakariri District Plan ('the District Plan') became operative on 28 November 2005. An assessment of the objectives and policies of the District Plan is contained in **Appendix H**. Those chapters of the District Plan considered be of most relevance are further discussed below.

Chapter 8 Natural Hazards

119. Objective 8.1.1 seeks to ensure the community's understanding of natural hazards includes avoiding and mitigating natural hazards to an acceptable level. Policy 8.1.1.1 looks to ensure information is available to enable people

to take appropriate precautions in relation to natural hazards, such as the setting of floor heights above expected floodwater levels. Objective 8.2.1 specifically seeks to protect the community from flood events in this regard and policies 8.2.1.3 and 8.2.1.4 look to avoid floodwaters entering buildings and avoid development that may exacerbate flood risk. Policy 8.2.1.5 states that the existing provisions of the District Plan (which have been carried forward from the Transitional District Plan) are to be reviewed in consultation with the Regional Council and the community informed by the latest available information to determine future amounts or levels of flood protection. This review process is underway and the District Council has undertaken localised flood hazard assessment modelling in conjunction with the flood assessments also undertaken by the Regional Council.

- 120. Methods identified to implement Policy 8.2.1.3 include method 8.2.1.3.1 District Plan Rules which anticipates subdivision and land use consents will impose conditions setting floor heights in relation to known or anticipated flood levels. Furthermore, in relation to the review of the flooding issues in the District being undertaken in connection with Policy 8.2.1.5, method 8.2.1.5.4 anticipates that rules will be inserted into the plan '...specific to certain areas where assessments have determined the existence of a flood hazard, and an appropriate management response.'
- 121. The proposal inserts new rules within the subdivision and land use chapters to ensure the finished floor level of future dwellings within the proposed Residential 4A Zone will be above the 0.5% AEP flood event to provide adequate protection from the flood risk that has been identified from the upstream catchment. For the majority of this land, little or no filling of the existing ground level will be required to achieve the 0.5% AEP flood event level as any additional height needed is likely to be able to be achieved through building design alone. This is considered to be an appropriate management response for these areas consistent with Policy 8.2.1.5.
- 122. The proposal also maintains the existing rural zone of the former gravel pit. As mentioned above, Policy 8.2.1.4 seeks to avoid, remedy or mitigate the adverse effects of activities that impede or redirect the movement of floodwater on a site, and/or exacerbate flood risk. The proposal enables the existing use of the land for forestry (a rural activity) to continue. Forestry is able to take place in a manner that is consistent with this policy.
- 123. It is noted that the rural zone also enables residential activities at rural densities. To establish a dwelling on the area of the former gravel pit, the land would require infilling to enable typical building designs to achieve the required finished floor levels. Resource consent would be required to infill the land and this provides existing controls in accordance with Policy 8.2.1.4. Notwithstanding, as a footnote on this matter it is recorded that the applicant has no intention of establishing a residential use on this land.
- 124. In consideration of these matters, the proposal is considered to provide an appropriate management response to adequately address the identified natural hazards risks of the land.

Chapter 11 Utilities and Traffic Management

125. Objective 11.1.1 and policies 11.1.1.2 to 11.1.1.7 seek to ensure development is appropriately connected to utilities and the road network. The proposal is capable of being adequately serviced and has suitable connections to the road network consistent with the intent of these

provisions. Further assessment of this objective and its policies is provided in the transportation assessment contained in **Appendix F**.

Chapter 12 Health Safety and Well Being

126. Objective 12.1.1 looks to maintain amenity values and a quality of environment appropriate for different parts of the district while ensuring potential adverse environmental effects from buildings and structures are avoided or mitigated. The proposal adopts the rules of existing zones in the District Plan which are aligned with the above objective and attendant policies. New provisions are proposed in connection with fencing adjoining public accessways for rural residential activities to support good design practice in the interests of enhancing safety and amenity.

Chapter 13 Resource Management Framework

- 127. Objective 13.1.1 recognises and provides for the community's social and economic relationships within and external to the district. Policies 13.1.1.1 to 13.1.1.4 require management of natural and physical resources appropriate to an area's amenity values and environmental qualities, form and function and, community expectations; that provides appropriate standards of servicing; and patterns and forms of built environment in recognition to transport and energy use. The subject site is appropriate to the settlement pattern of Mandeville and supported by available servicing infrastructure. The ODP promotes the integration of future development with adjoining areas in keeping with the amenity and environmental qualities of the area.
- 128. Policy 13.1.1.2 specifically relates to the development of new Residential 4A (and 4B) Zones and identifies specific constraints. Further to the discussion under Chapter 8: *Natural Hazards* in relation to ensuring future development does not exacerbate damage from natural hazards, the proposal does not adversely affect any significant natural and physical resources and is considered to be compatible with neighbouring land uses thereby being aligned with and consistent with Objective 13.1.1.1 and its attendant policies.

Chapter 15 Urban Environment

- 129. Objective 15.1.1 and its related policies promote quality urban environments which maintain and enhance the form and function; the rural setting; and the character and amenity values of urban areas. The proposed rezoning includes an ODP that promotes accessibility via walking and cycling linkages within the site and adjacent developments. These will enhance access to the key public open space within the settlement (Mandeville Domain) in the interests of the amenity values of the urban area. In the context that the land is within the Mandeville growth boundary for rural residential development the proposal will not impact on rural setting.
- 130. Objective 15.1.1 is given effect, in part, by Policy 15.1.1.1 which supports the integration of new development into urban environments in a way that maintains and enhances the form, function and amenity values of the urban area. The supporting text explains that;

'Urban form relates to the manner in which an urban area is arranged around natural features and how it has been shaped by choices in its servicing by roads, open space and other infrastructure. Historical choices in the way an area develops commonly leaves legacies for present communities to benefit from, or with which to grapple.

Urban form has a major bearing on how successfully an urban area functions and contributes to its resident's social and economic wellbeing. The form and function of an urban area significantly affects its qualities reflected in its setting, character, and amenity values.

The form and function of an urban area affects its ability to fulfil a full range of resident and visitor needs for living, work, economic, social, recreation and educational purposes.'

- 131. The historical legacy of the former gravel excavations has left an area of the subject site that better supports the existing rural activity (forestry) than urban activities in terms of managing a potential natural hazards constraint (flood risk). The proposal to maintain the existing rural zoning of this land is consistent with the requirement of Policy 15.1.1.2 that adverse effects to be avoided and mitigated within urban environments.
- 132. Overall, the proposal is considered to provide for a quality urban environment consistent with Objective 15.1.1 and its policies.

Chapter 16 Business Zones

- 133. Council's decision on Plan Change 33 to the District Plan was made operative on 14 December 2015. Plan Change 33 introduces the Mandeville North Business 4 Zone and Residential 4A Zone on land adjoining the plan change site to the east. PC33 also introduces a new Objective 16.1.3 and Policy 16.1.3.1 in connection with the business zone.
- 134. As mentioned the Mandeville North Business 4 Zone adjoins the Plan Change site to the east across Mandeville Road. The proposed rezoning maintains the ability for safe and efficient road access to Mandeville Road to be provided by the Business 4 Zone and is not inconsistent with Objective 16.1.3 and Policy 16.1.3.1.

Chapter 17 Residential Zones

- 135. Objective 17.1.1 and Policy 17.1.1.1 look to provide for residents health, safety and wellbeing by providing a range of living environments with distinctive characteristics, whilst maintaining and enhancing the characteristics of Residential Zones that give them their particular character and quality of environment. The proposal adopts an existing Residential Zone in the District Plan (Residential 4A Zone) which will provide for rural residential development in keeping with the zoning and character of the surrounding settlement.
- 136. In relation to the former area of excavation, the explanation to Objective 17.1.1 and its attendant policies states that there is a desire to retain the fundamental elements that give the Residential Zones their characters and such characteristics for the Residential 4A & 4B Zones are set out in Table 17.1.

Table 17.1: Residential Zone Characteristics Residential 4A/B

- Predominant activity is living;
- Detached dwellings and associated buildings;
- Some limited farming and horticulture;
- Dwelling density is lowest for Residential Zones;

- Dwellings in generous settings;
- Average lot size of 0.25 1.0 hectare;
- Limited number of lots located in a rural environment;
- Rural style roads or accessways;
- Opportunity for a rural outlook from within the zone;
- Few vehicle movements within the zone;
- Access to zones not from arterial roads;
- Community water and/or sewerage schemes; and
- Limited kerb, channelling and street lighting
- 137. The continuation of forestry on the former gravel extraction area does not provide the fundamental elements that contribute to the characteristics of the Residential 4A Zone (identified in Table 17.1) In this regard the proposal gives recognition to the existing rural activity that is likely to persist, at the very least, for some considerable time by proposing the maintenance of the existing rural zone. This is considered to better represent the community expectations embodied in the District Plan.
- 138. The related matter of whether the former area of excavation land is suitable to be rezoned residential from rural in the first instance is discussed in relation to the policies of Chapter 15 pertaining to the Urban Environment.

Chapter 18 Constraints on Development and Subdivision

- 139. Objective 18.1.2 is directly relevant to the proposal and sets out a growth management strategy for Mandeville. Objective 18.1.2 describes the form and nature of acceptable development within Mandeville. In part this is implemented through Policy 18.1.2.1 which identifies a growth management boundary. The application site is centrally located within the Mandeville settlement boundary, identified in planning map 167 (refer to Figure 2 below), consistent with Policy 18.1.2.1.
- 140. Objective 18.1.1 and its policies provide a framework for the assessment of growth management proposals that enable growth where it can be demonstrated that overarching objectives and policies can be met and adverse environmental effects can appropriately be addressed. Attendant Policy 18.1.1.1 is the basis of determining the effects of a plan change proposal.
- 141. Policy 18.1.1.1 requires growth and development proposals to demonstrate how natural and physical resources affected by the proposal will be managed in a sustainable and integrated way and any adverse effects on natural and physical resources and the existing community can be avoided, remedied or mitigated. In particular, proposals are not to be inconsistent with other objectives and policies in the District Plan and, amongst others, are to avoid or mitigate natural hazards.

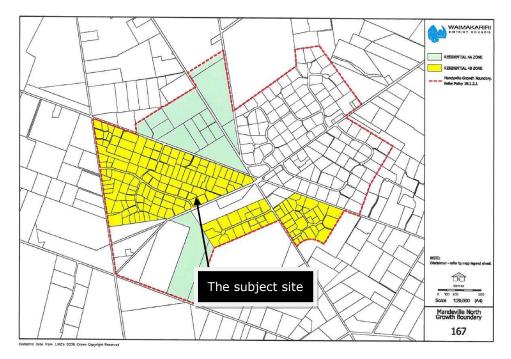


Figure 2: Planning map 167 to the District Plan

- 142. Further to the assessment of the relevant objectives and policies of the other chapters of the District Plan earlier, it is considered the proposed package of rules and methods adequately address all relevant natural and physical constraints of the site, including potential reverse sensitivity effects, and will achieve the sustainable management of resources consistent with the provisions of the plan in accordance with Objectives 18.1 & 18.2.
- 143. Overall, the proposal is considered to be consistent with and gives effect to the Waimakariri District Plan.

9.6 Waimakariri Rural Residential Development Plan

- 144. The Waimakariri Rural Residential Development Plan (RRDP) was adopted by the Waimakariri District Council in June 2010. It identifies growth locations that are considered broadly suitable for rural residential development based upon the Council's key role as provider of community infrastructure and facilitator in the land development process.
- 145. The RRDP identifies a total of eight growth locations within the eastern part of the Waimakariri District, including land within Mandeville encompassing the application site. The reasons identified for the nominated growth area in Mandeville are;
 - The area to the south of Tram Road consolidates and supports the Residential 4A and 4B Zones and San Dona;
 - The land to the south of Tram Road avoids community severance associated with households developing on either side of a significant road;
 - The area to the south of Tram Road provides a logical development boundary in the form of North Eyre Road. The area to the north of Tram Road does not have such a boundary;
 - The area to the south is located in close proximity to the focal point of Mandeville, being the community facilities of the

Mandeville domain and sports ground, and will not result in new development needing to cross Tram Road to access these facilities; and

- Development to the south of Tram Road will protect the rural outlook provided by the area of rural land to the north.

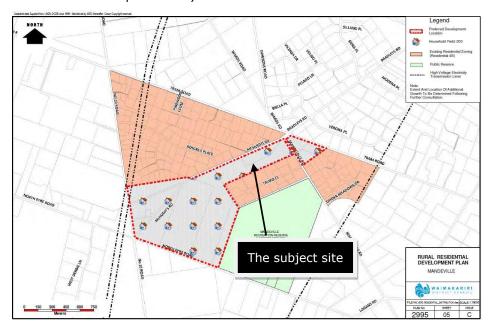


Figure 3: Rural Residential Development Plan: Mandeville

- 146. The application site is identified as a 'preferred development location' within the RRDP as shown in Figure 3 and therefore supports the above reasons and aims.
- 147. The RRDP also indicates that an additional 200 households within Mandeville would be suitable. The RRDP was prepared in accordance with Proposed Change 1 (PC1) to the Canterbury Regional Policy Statement which introduced limits on the provision of households. PC1 has been superseded by the Land Use Recovery Plan which has inserted new Chapter 6 to the CRPS. Chapter 6 to the CRPS does not impose limits on the provision of households. The basis for limiting the number of additional households to 200 within Mandeville has therefore changed, however it is noted that the RRDP indicates that the number of households identified is related to the capacity of the reticulated wastewater connection to the Eastern Districts Sewerage Scheme. The number of additional households within Mandeville as a result of rezoning since the introduction of RRDP indicates that there is capacity for a further 59 households¹⁶. As the total number of additional households provided by the proposed rezoning will be less than 59, the proposal is considered to be in accordance with the RRDP. This assessment is supported by the infrastructure servicing assessment which has found there is no impediment to wastewater servicing of the site.
- 148. Overall, the plan change is considered to be consistent with the RRDP.

¹⁶ Source: Plan Change 22 Section 42A report paragraph 10.3.4.

9.7 Waimakariri District Council Walking and Cycling Strategy

- 149. The Walking and Cycling Strategy and Implementation Plan was adopted by the Waimakariri District Council on 3 May 2011. It provides a basis for identifying and prioritising demand for new or improved walking and cycling opportunities within the Waimakariri District. The strategy vision is to:
 - Provide an increase in the number of people who choose to walk and cycle as a means of travel and/or recreation;
 - Provide an increase in the frequency with which people will choose to walk or cycle; and
 - To create a walking and cycling environment that is friendly, safe and accessible.
- 150. The strategy promotes consideration of walking and cycling at every level of planning and engineering processes and to cater for the diverse needs of people who choose to walk and cycle. The proposal generally supports walking and cycling both within the application site and within surrounding areas by providing linkages that increase connectivity with McHughs Road and the adjacent Mandeville Park development (Plan Change 06) and onto the Mandeville Domain. The proposal is considered to support the vision of the Walking and Cycling Strategy.

9.8 Waimakariri District Council Long Term Plan

151. The Waimakariri District Council Long Term Plan (LTP) provides for integrated decision-making and coordination of Council resources and describes, amongst others, community outcomes for the District. The infrastructure servicing assessment indicates the proposal can be serviced affordably and efficiently in accordance with identified community outcomes.

9.9 Mahaanui Iwi Management Plan

152. The Mahaanui Iwi Management Plan was formally lodged with the Waimakariri District Council in March 2013. It identifies a number of issues and associated policies, including subdivision and development guidelines. This promotes early engagement at various levels of the planning process to ensure certain outcomes are achieved within any development amongst other things. The proposal is considered not to be inconsistent with the outcomes identified in the Iwi Management Plan.

10 Section 32 Evaluation

153. The relevant sub-sections of Section 32 state:

32 Requirements for preparing and publishing evaluation reports

- (1) An evaluation report required under this Act must
 - (a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and
 - (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
 - (i) identifying other reasonably practicable options for achieving the objectives; and
 - (ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
 - (iii) summarising the reasons for deciding on the provisions; and
 - (c) 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.
- (2) An assessment under subsection (1)(b)(ii) must—
 - (a) 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—
 - (i) economic growth that are anticipated to be provided or reduced; and
 - (ii) employment that are anticipated to be provided or reduced; and
 - (b) if practicable, quantify the benefits and costs referred to in paragraph (a); and
 - (c) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

..

(6) In this section,—

objectives means,—

- (a) for a proposal that contains or states objectives, those objectives:
- (b) for all other proposals, the purpose of the proposal

proposal means a proposed standard, statement, regulation, plan, or change for which an evaluation report must be prepared under this Act

provisions means,—

(a) for a proposed plan or change, the policies, rules, or other

methods that implement, or give effect to, the objectives of the proposed plan or change:

- (b) for all other proposals, the policies or provisions of the proposal that implement, or give effect to, the objectives of the proposal.
- 154. In summary, Section 32 requires the applicant and the Council to evaluate, at a level of detail corresponding to the scale and significance of anticipated effects:
 - The extent to which the objectives of the proposal are the most appropriate to achieve the purpose of the RMA; and
 - Whether the provisions are the most appropriate for achieving the objectives, including consideration of reasonably practicable options, efficiency and effectiveness, and reasons for the provisions.
- 155. The evaluation of the provisions must:
 - Identify the benefits and costs of the anticipated effects, including opportunities for economic growth and employment, and if practicable quantify these; and
 - Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.
- 156. Clause 32(3) and 32(4) are not relevant as the proposal is not an amending proposal and does not impose a greater restriction than a National Environmental Standard.
- 157. Clause 32(5) requires this assessment to be available for public inspection.

10.1 Appropriateness of Objectives

- 158. Section 32(1)(a) states that 'An evaluation report required under this Act must (a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act'.
- 159. The Plan Change does not introduce any new objectives (or policies) to be inserted into the District Plan. In this context, the objective of the proposal to be assessed is the purpose of the proposal.
- 160. The purpose of this Plan Change Request is set out in section 7 of this report and comprises;

The purpose of the proposal is to better enable residential development to take place on the application site in the future, which;

- enables the existing forestry activity to continue;
- supports greater choice in the type of housing available to meet personal needs;
- enables integrated development that supports amenity of future and existing residents of Mandeville;
- supports the rebuild and recovery of Greater Christchurch area; and
- is in accordance with the objectives and policies of the District Plan.

- 161. As residential activities at residential densities are not able to meet the objectives and policies of the District Plan for the Rural Zone, the objective of the proposal includes the provision of rezoning of part of the subject land from the existing Rural Zone to the Residential 4A Zone of the District Plan.
- 162. The purpose and principles of the RMA are set out in Part 2 and specifically Section 5 of the Act. For the purposes of evaluation of the most appropriate way to achieve the purpose of the Act, 'appropriateness' is interpreted to mean the suitability of any particular provision to the proposed purpose.
- 163. **Table A** below contains an evaluation of the objectives of the proposal with the key purpose and principles of the RMA. This evaluation is made relative to the provisions of the Rural Zone which is the status quo and comprises a relevant alternative for the comparison of appropriateness.

Table A: Evaluation of the objectives of the proposal

Purpose of the RMA		Evaluation			
Enabling Social wellbeing s.5(2)		The proposal provides housing choice in a preferred location identified in the Waimakariri Rural Residential Development Plan, the Waimakariri District Plan and the Canterbury Regional Policy Strategy to support the social fabric of surrounding areas. In addition, the proposal provides additional public space, via a public road and public accessways, onto land which is currently in private ownership. The proposed public space will also extend the network of public access in the locality providing greater recreational choice and access to existing community facilities. The social wellbeing of the landowner of the existing area of forestry is maintained in terms of reverse sensitivity effects from the proposal rezoning of the adjoining land.			
	Economic wellbeing s.5(2)	The proposal, if implemented, will enable additional households to be created. Related construction activities may support local businesses and new ratepayers to the District will contribute to the economic wellbeing of the wider community. The landowners may also derive an economic benefit from the rezoning of the subject land. The economic wellbeing of the landowner of the existing area of forestry is maintained as forestry can continue to take place subject to Council rates levied at levels appropriate to rural activities.			
	Cultural wellbeing s.5(2)	The values of Ngai Tahu have been given consideration. There are no identified sites of significance on the subject land, notwithstanding the proposal seeks to manage all natural resources, including the water race along part of the southern boundary, in accordance with cultural values.			
	Health and Safety s.5(2)	The assessment of effects has satisfactorily addressed potential health and safety considerations including the provision of appropriate servicing infrastructure, geotechnical considerations and traffic safety, amongst others.			
Controlling provisions	Futurity s.5(2)(a)	The reasonably foreseeable needs of future generations are provided through the provision of permanent housing and choice, and permanent public areas including roads and public accessways.			
	Life supporting capacity s.5(2)(b)	The life-supporting capacity of natural resources is provided for by managing potential adverse effects on the land and water resources and managing existing natural resources, including the water race along part of the southern boundary, in appropriate ways.			
	Adverse Effects s.5(2)(c)	The assessment of effects has addressed potential adverse effects on the environment to ensure that the existing qualities of the environment are safeguarded.			

Conclusion - Appropriateness of Objectives

164. The evaluation contained in Table A indicates that the objective of the proposal to enable future residential activities on part of the subject land, to a significant extent, to be the most appropriate way to achieve the purpose of the RMA pursuant to Section 32(1)(a). In particular, the subject land is identified in the Canterbury Regional Policy Statement and the Waimakariri District Plan as a preferred area for rural-residential activities subject to site specific investigations. Site specific investigations have found that the existing rural activity is the most appropriate way to meet the purpose of the Act within the former area of gravel extraction. The Regional Policy Statement and the District Plan have been developed subject to, and provide local meaning to Part 2 of the RMA. The consistency of the objectives of the proposal with the objectives of these documents is consistent with the purpose of the Act.

10.2 Appropriateness of Provisions

- 165. Section 32(1)(b) states that 'An evaluation report required under this Act must ... (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by ...'
- 166. The provisions in the proposal are the methods proposed to give effect to the objectives of the proposal. These are described in Section 4 of this report and comprise:
 - Zoning of land to Residential 4A Zone
 - Rules relating to:
 - Natural Hazards
 - to ensure dwellinghouses are located above the 0.5%
 Annual Exceedance Probability flood event.
 - Utilities and Traffic
 - To exempt the proposed road shown on the ODP from the District Plan intersection separation distances.
 - To exempt future vehicle crossings from the District Plan intersection separation distances.
 - · Health, Safety and Wellbeing
 - controls on the height and design of fencing adjoining public accessways.
 - Subdivision
 - the maximum number of future rural-residential allotments.
 - identification of the minimum floor level for future dwellinghouses to be located above the 0.5% Annual Exceedance Probability flood event.
 - Outline Development Plan development to be in accordance with the ODP.

Reasonably Practicable Options

- 167. Section 32(1)(b)(i) states that 'An evaluation report required under this Act must ... (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by (i) identifying other reasonably practicable options for achieving the objectives'.
- 168. Potential options for consideration include (in no particular order):
 - i. Do Nothing i.e. the retention of the existing Rural zoning over the entirety of the land.
 - ii. Seek resource consent for subdivision and development of the land.
 - iii. A variant to the proposal rezone (other than the area of the former gravel excavation) to another rural-residential zone i.e. the Residential 4B Zone.
 - iv. Wait for the District Plan Review.
 - v. Consider alternative sites.
 - vi. The proposal rezone the land to the Residential 4A Zone and retention of the Rural Zone on the area of the former gravel excavation.
 - vii. A second variant to the proposal rezone all of the land to the Residential 4A Zone.
- 169. Option (i) to do nothing represents the status quo and in the context of being the existing situation in effect is considered to be a reasonably practicable alternative to the proposal.
- 170. Option (ii) seeking resource consent would involve the creation of undersized allotments in the Rural Zone and would be a non-complying activity. The application would not meet the District Plan objectives and policies for the Rural Zone. Other relevant considerations under Section 104(1)(c) include consideration of consistent administration of the District Plan and potential precedent effects. The District Plan states that new Residential 4A and 4B Zones can only be created by a plan change. In view of these matters, this option is not considered to be reasonably practicable.
- 171. Option (iii) relates to rezoning of part of the site (excluding the former gravel pit) to the Residential 4B Zone. This would result in similar outcomes as the proposed Residential 4A Zone as both zones are identical other than in relation to density. However the definition of rural residential activities in the Canterbury Regional Policy Statement requires an average density of between 1 and 2 households per hectare. The Residential 4B Zone, which restricts the average area of allotments to not less than 1ha, is inconsistent with this definition. As such only the Residential 4A Zone in the District Plan currently gives effect to the Regional Policy Statement consistent with s.75(3) of the Act. A further alternative option of creating an entirely new rural-residential zone provisions for insertion into the District Plan increases the risk of not meeting the objectives of the proposal which seeks to enable rural-residential development that is consistent with the existing provisions of the District Plan and is likely to be an uneconomic option for the size of the subject land. These options are not considered to be reasonably practicable for these reasons.

- 172. Option (iv) relates to the rolling review of the District Plan currently being undertaken by the Council which includes a review of the rural-residential zones. District Plan Review processes can be both lengthy and time consuming. No timeframes have been determined at this time and the future scope of the review and potential for other issues to cause delays creates uncertainties. It is not considered reasonable to wait for the review process when there is demand for rural-residential development of the land to be progressed now.
- 173. Option (v) relates to alternative sites. This does not achieve the objectives of the proposal to enable rural-residential development of the subject land and is not considered to be reasonable in this regard.
- 174. Option (vi) relates to the proposal described in this report. Option (vii) comprises a variant to the proposal such that the entirety of the subject site is rezoned to the Residential 4A Zone.
- 175. In view of the above, those options considered to be reasonably practicable options for evaluation are:
 - (i) Do Nothing retention of the existing Rural zone
 - (vi) The proposal the rezoning of the land to Residential 4A Zone and retention of the Rural Zone over the area of the former gravel excavation
 - (vii) A variant to the proposal rezone all of the land to the Residential 4A Zone.
- 176. An evaluation of the reasonably practicable options has been considered in relation to their effectiveness and efficiency in achieving the objectives and policies of the District Plan of most relevance as the objective (purpose) of the proposal includes enabling residential activities to take place in a manner that is in accordance with the objectives and policies of the District Plan.
- 177. 'Effectiveness' is assessed in terms of being a practical and workable solution to achieve the desired outcomes, as stated in the objectives.
- 178. 'Efficiency' is considered in terms of the ratio of benefits to costs. The option that produces the most net benefits is considered to be the most efficient option.
- 179. Options (i), (vi) and (viii) are evaluated in the below **Table B**.

Table B: Evaluation of reasonably practicable options for achieving the objectives

District Plan Objective	Reasonably Practicable Option	Effectiveness and Efficiency
3. Water Objective 3.2.1 The management and enhancement of the natural character and ecosystems of water bodies, and their margins. Objective 3.3.1 Maintain and enhance the water quality of confined and unconfined groundwater aquifers.	(i) Status Quo	Medium Effectiveness and Efficiency The subject land contains a water race along part of its southern boundary. The existing Rural Zone does not provide for any enhancement of the natural character of this water body. The status quo does not require the use of the restricted reticulated public wastewater supply from sealed septic tanks to maintain water quality of groundwater.
	(vi) The Proposal	Medium - High Effectiveness and Efficiency The proposal includes an Outline Development Plan which includes the water race within a proposed public accessway and future public reserve. This has the potential to enhance the natural character of this water body. The proposal includes methods to safeguard the use of reticulated public water and wastewater services to maintain water quality of groundwater.
	(vii) Proposal variant	Medium - High Effectiveness and Efficiency As per option (vi)
8. Natural Hazards Objective 8.1.1 The community's understanding of natural hazards and its behaviour prior to, during, and after natural events avoids or mitigates natural hazards to an accounted level.	(i) Status Quo	Medium - High Effectiveness and Efficiency Existing provisions of the District Plan ensure that any adverse effects or risks of natural hazards can be appropriately managed. However awareness of natural hazard risks, in particular flood risk, is not readily available within the District Plan.
mitigates natural hazards to an accepted level. Objective 8.2.1 The community's desired level of protection from flood events is achieved through an appropriate combination of measures	(vi) The Proposal	High Effectiveness and Efficiency In addition to the existing provisions of the District Plan, the proposal provides new rules for the land proposed to be rezoned that identifies the extent of the flood risk. The retention of the existing rural zone over the area of the former gravel excavation recognise that forestry is an appropriate activity within this high natural hazard area.

to modify the level of flooding, modify susceptibility to damage and deal with the consequences of floods. Objective 8.3.1 Increase Council and community understanding of the	(vii) Proposal	Together the proposal enables individuals and the community to understand natural hazard risks in relation to the different zone activities and, within the proposed residential zone how these are to be mitigated to an acceptable level. Low - Medium Effectiveness and Efficiency
earthquake risk and associated natural hazard.	variant	As per option (vi) above, other than the residential zoning of the former gravel excavation communicates less clearly and in a less efficient way to individuals and the community of the potential natural hazard risks of developing this high hazard area. Moreover, residential use of this land may not achieve the community desired level of protection from flood events and the identification of the land for such activities may be inappropriate.
11. Utilities and Traffic Management	(i) Status Quo	Medium - High Effectiveness and Efficiency
Objective 11.1.1		The public wastewater system in Mandeville has been upgraded and extended to form
Utilities that maintain or enhance the community's social, economic and cultural wellbeing, and its health and safety.		part of the Ocean Outfall system which safeguards the environment to modern environmental standards. The funding of the Ocean Outfall system is in part through
economic and cultural wellbeing, and its health and safety.		development contributions. Retention of the Rural Zone limits the number of future
Objective 11.2.1		allotments and amount of development contributions that the Council can collect.
Adverse effects on the environment caused by the provision,		
use, maintenance and upgrading of utilities are avoided,	(vi) The	High Effectiveness and Efficiency
remedied or mitigated.	Proposal	The public wastewater system in Mandeville is being upgraded and extended to form part of the Ocean Outfall system which safeguards the environment to modern environmental standards. The funding of the Ocean Outfall system is in part through development contributions. The proposal enables a higher number of future allotments and increases the amount of development contributions the Council can collect in support of the efficient operation of the scheme.
		The proposal provides a new local road and public accessways which supports the community's social wellbeing through improved recreational opportunities. The road is appropriately designed to support the safety and efficiency of the road network.
	(vii) Proposal	High Effectiveness and Efficiency

	Variant	As per Option (vi) above.
12. Health Safety and Well Being Objective 12.1.1 Maintain the amenity values and a quality of environment appropriate for different parts of the District which protects the health, safety and wellbeing of present and future generations, and ensure that any potential adverse environmental effects from buildings and structures, signs, glare, noise and hazardous substances are avoided or mitigated. Objective 12.1.2 The establishment and expansion of both farming activities and other activities in the Rural Zones in a way which gives consideration to existing activities while maintaining a quality environment appropriate for the zone. Objective 12.1.3 Protect people, vegetation, animals, and other natural and physical resources, from the adverse effects resulting from	(i) Status Quo	Low to Medium Effectiveness and Efficiency The application site is predominantly surrounded by rural-residential activities and the character and amenity of the land is generally no longer rural in nature. The area of former gravel excavation does however support an established forestry lot and this maintains a higher degree of rural characteristics and rural amenity than other areas. The proposal does not facilitate activities that discharge contaminants to air other than those activities for which adequate controls are already in place.
	(vi) The Proposal	Medium to High Effectiveness and Efficiency The proposal reduces the potential for conflict between rural activities and rural- residential on surrounding land. While rural zoning will continue over part of the site (the area of former gravel excavation) this gives recognition to the existing forestry activity which as at present is able to take place in a manner that is compatible with low density residential activities on adjoining land. The proposal supports the Mandeville growth management strategy which encourages activities such as farming to be located in rural environments so potential conflicts with existing activities are minimised maintaining a quality environment. The proposal does not facilitate activities that discharge contaminants to air other than those activities for which adequate controls are already in place.
	(vii) Proposal Variant	Low to Medium Effectiveness and Efficiency As per option (vi) other than the rezoning of the area of former excavation to the Residential 4A Zone is a signal that this area is appropriate for rural residential activities. To establish rural residential activities, infilling of the land will be required. The flood displacement effects of infilling, and consequently building, has the potential to have adverse environment effects on the amenity values and quality of the environment.

13. Resource Management Framework	(i) Status Ouo	Low Effectiveness and Efficiency
13. Resource Management Framework Objective 13.1.1 Recognise and provide for the community's social and economic relationships within the District and external to the District, particularly those with Christchurch City, so that the District's natural, living and productive environments; a. are managed in an integrated and sustainable way; b. provide for and safeguard the community's wellbeing, health, and safety; c. are managed to ensure the protection and enhancement of natural and physical resources; and d. are not adversely affected by resource use, development and protection.	(i) Status Quo (vi) The Proposal	Low Effectiveness and Efficiency The subject site is identified in the Regional Policy Statement by virtue of its inclusion in the Waimakariri Rural-Residential Development Plan and in the District Plan as a preferred location (subject to site specific investigations) for rural residential development as part of an integrated and sustainable urban growth strategy. The retention of all of the land for rural activities does not support this strategy. High Effectiveness and Efficiency The subject site is identified in the Regional Policy Statement by virtue of its inclusion in the Waimakariri Rural-Residential Development Plan and the District Plan as a preferred location for rural residential development (subject to site specific investigations) as part of an integrated and sustainable urban growth strategy. The proposal supports this strategy. In relation to the community's wellbeing, health and safety; the proposal provides housing choice, utilises reticulated services, the efficient functioning of existing roads and facilitates improved access to community facilities and recreational opportunities in support of these objectives. The subject land does not contain any outstanding natural features and provisions are provided to appropriately manage resources such as the water race and future dwellings. In relation to the former area of excavation, the proposal supports the continued use of this land for forestry which is an
	(vii) Proposal Variant	Low Effectiveness and Efficiency In relation to the former area of excavation, this option is not likely to be consistent with Policy 13.1.1.2 which relates to the creation of new Residential 4A Zones in order that they do not exacerbate the risk of natural hazards (including flood risk). It is not known whether infilling the former area of excavation will exacerbate flood risk and therefore it is inappropriate to rezone this land Residential 4A Zone when this is uncertain and when the policy indicates that this should not take place where there is uncertainty.

14. Rural Zones

Objective 14.1.1

Maintain and enhance both rural production and the rural character of the Rural Zones, which is characterised by:

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

Objective 14.2.1

Protect the life supporting capacity of the water resource from the adverse effects of on-site land based sewage treatment and wastewater disposal systems.

Objective 14.5.1

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 for urban and rural residential activities and development.

(i) Status Quo

Low to Medium Effectiveness and Efficiency

While the status quo has a degree of effectiveness and reasonableness with regards to Objective 14.1.1, Objective 14.5.1 is both of particular relevance following its recent insertion into the District Plan by the LURP and more directive in relation to the proposal. The proposal facilitates rural residential development within an identified rural residential development area as contained in the Waimakariri RRDP and the District Plan. This accounts for the range of effectiveness reaching 'low'.

The 'medium' range of effectiveness however recognises that the subject land continues to support a measure of rural character within the established forestry allotment. Given the natural hazards constraint on this land this rural activity comprises an appropriate land use.

Connection to public reticulation, which supports the life supporting capacity of the water resource, is an existing requirement of the District Plan.

(vi) The Proposal

High effectiveness and Efficiency

Objective 14.5.1 is of particular relevance following its recent insertion into the District Plan by the LURP. The proposal provides for rural residential development within an identified rural residential development area as contained in the Waimakariri RRDP and the District Plan (in relation to Chapter 18). This accounts for the high level of effectiveness.

The proposal also recognises that the former area of gravel excavation has a natural hazards constraint in relation to the purpose of Objective 14.5.1 and its continued use for forestry is better provided for in connection with Objective 14.1.1. This area of land is dominated by the presence of trees and together with the associated rural activity of forestry sets it aside from the remaining parts of the subject site.

Connection to public reticulation, which supports the life supporting capacity of the water resource, is an existing requirement of the District Plan.

	(vii) Proposal variant	Medium to High effectiveness and Efficiency As per Option (vi) above, other than this option does not recognise that the former area of gravel excavation has a natural hazards constraint in relation to the purpose that Objective 14.5.1 is seeking which is to facilitate the rebuild and recovery of Great Christchurch. The use of the former gravel pit for recovery is better provided for in connection with Objective 14.1.1 which supports its continued use by a rural activity given its natural hazard constraint.
15. Urban Environment Objective 15.1.1 Quality urban environments which maintain and enhance the form and function, the rural setting, character and amenity values of urban areas.	(i) Status Quo	Low Effectiveness and Efficiency The existing Rural Zone does not provide for an urban environment and limits or compromises the form and function, and character and amenity of surrounding urban areas within Mandeville. The urban growth strategy to achieve quality and integrated urban environments is not facilitated by the retention of the existing zone over all parts of the subject land.
	(vi) The Proposal	High Effectiveness and Efficiency The proposal facilitates rural-residential activities within the urban growth boundary of Mandeville as identified by (Plan Change 32 to) the District Plan and on land identified as a preferred location for rural residential development in the Waimakariri RRDP which support the creation of a quality urban environment. The use of an existing District Plan zone for rural-residential in keeping with adjoining areas and extending existing public accessway connections on adjacent land supports the form and function and character and amenity of the existing urban area. The rural setting of the urban environment is maintained in the context of supporting the urban growth boundary which supports rural activities taking place outside of the boundary and the proposed retention of the rural zone over the area of former gravel excavation. By virtue of the historical legacy of the former gravel excavations, this area of the subject site better supports the existing rural activity (forestry) than urban activities in terms of managing a potential natural hazards constraint (flood risk). The proposal to maintain the existing rural zoning of this land is consistent with the requirement of Policy 15.1.1.2 that adverse effects to be avoided and mitigated within urban environments.

	(vii) Proposal Variant	Low Effectiveness and Efficiency In relation to the former area of excavation, this option is potentially inconsistent with Objective 15.1.1 and Policy 15.1.1.1 as the use of this land as an urban environment will necessitate infilling of the land and this has the potential for adverse effects on the existing settlement that will not maintain the provision of a quality urban environment.
17. Residential Zones Objective 17.1.1 Residential Zones that provide for residents' health, safety and wellbeing and that provide a range of living environments with distinctive characteristics.	(i) Status Quo	Low Effectiveness and Efficiency The existing Rural Zone provides a limited range of living environments and does not provide for the wellbeing of surrounding residential areas, particularly in terms of public access.
	(vi) The Proposal	High Effectiveness and Efficiency The proposal uses an existing residential zone of the District Plan which supports a range of housing choices, and development form, scale and density in keeping with the existing character of Mandeville. The health and safety of existing and future residents is provided for through the use of reticulated services and safe and efficient transport connections. The proposal extends existing public accessway connections and promotes access and recreational opportunities in support of residents' wellbeing.
	(vii) Proposal Variant	Low Effectiveness and Efficiency In relation to the former area of excavation, this option is inconsistent with Objective 17.1.1 and Policy 17.1.1.1 which relates to the provision of living environments with distinctive characteristics and qualities. this option is potentially inconsistent with Objective 17.1.1 and Policy 17.1.1.1 as the use of this land as a residentially zoned environment will necessitate infilling of the land and this has the potential for adverse effects that will not maintain the distinctive characteristics and qualities of the existing settlement.
18. Constraints on Development and Subdivision Objective 18.1.1 Sustainable management of natural and physical resources	(i) Status Quo	Low to medium effectiveness and Efficiency The existing Rural zoning of the entire subject area does not facilitate the use of land identified as a preferred location for future rural residential development as promoted by

that red	cognises and provides for;		Objective 18.1.2 and as such no longer reflects the resource management expectation of
a.	changes in the environment of an area as a result of		the community. The medium level of effectiveness reflects that the existing rural zone
	land use development and subdivision;		recognises the actual and potential effects of development within the former area of
b.	changes in the resource management expectations		excavation.
	the community holds for the area;		
C.	the actual and potential effects of subdivision, use	(vi) The	High Effectiveness and Efficiency
	and development.	Proposal	The proposal facilitates the use of land identified as a preferred location for future rural
			residential development by Objective 18.1.2 and reflects the current resource
Objectiv	ve 18.1.2		management expectation of the community. The proposed retention of the existing rural
Provide	for limited further subdivision, development and use		zone recognises the actual and potential effects of development within the former area
within t	he Mandeville settlement that achieves;		of excavation that will also serve to maintain the character of the existing surrounding
a.	A compact living environment within a rural setting;		residential areas in accordance with Objective 18.1.2.
b.	Consolidation of the Mandeville settlement by		
	providing for new subdivision and development		The proposal includes methods to enable future development to sustainably manage the
	within the Mandeville settlement boundary;		natural and physical resources and potential effects on the environment.
c.	Provision and utilisation of reticulated infrastructure		
	and services;	(vii) Proposal	Low effectiveness and Efficiency
d.	The maintenance and enhancement of the	Variant	In relation to the former area of excavation, this option is inconsistent with Objectives
	characteristics of Residential 4A and 4B Zones;		18.1.1 and 18.1.2 which relates to sustainable management that provides for changes in
e.	Promotion of the use of alternative transport modes		the environment, the resource management expectations of the community and
	for transit within the Mandeville Settlement; and		management of adverse effects due to the potential for adverse effects of development
f.	The preservation of the distinct and distinguishable		of the former area of excavation and the effect this would have on existing residential
	boundaries of the Mandeville settlement.		areas.

Efficiency and Effectiveness, including benefits and costs of the provisions

- 180. Section 32(1)(b)(ii) states that 'An evaluation report required under this Act must (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by ... (ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives...' and in clause (2)(a) states 'An assessment under subsection 1(b)(ii) must (a) identify and assess the benefits and costs of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions ...'
- 181. Evaluation of efficiency and effectiveness of the provisions is linked to an assessment of benefits and costs and as such requires an evaluation be undertaken collectively in connection with the environmental, economic, social and cultural effects that are anticipated.
- 182. Section 32(2)(b) states that if practicable, benefits and costs are to be quantified. The key benefits and costs of the proposal are considered to relate to qualitative environmental and social effects. Economic effects, which better lends itself to quantitative analysis, are not considered to be the key benefits and costs of the proposal. Section 32(2)(b) identifies that quantifying an evaluation is not a mandatory requirement. Section 32(1)(c) further states that an evaluation is to be undertaken to a level of detail that corresponds to the scale and significance of the effects that are anticipated from the implementation of the proposal. As such, a quantitative analysis is not considered to be beneficial or practicable to the evaluation of the proposal.
- 183. The costs and benefits of the proposal are evaluated in **Table C** below.

Table C: Efficiency and Effectiveness, including benefits and costs, of the provisions in achieving the objectives

	Benefits	Costs						
	Environmental							
Efficiency	On-site wastewater reticulation better safeguards water quality.	Small increase in traffic on surrounding roads and temporary disturbance during construction.						
	Potential for greater diversity of landscaping and trees.							
	Safeguarding the existing water race.							
	Inappropriate development is avoided in a high hazard area							
Effectiveness	The provisions are effective at protecting the environment and ensuring that environmental effects are avoided, remedied or mitigated.							
	Econom	ic						
Efficiency	The proposal creates the potential for the Council to receive additional financial and development contributions to assist with costs of	Loss of land for rural activities. Administrative costs to the Council from						
	providing reticulated services to modern environmental standards.	processing the application albeit such costs are typically recovered from the applicant.						

The retention of the rural zone within the former area of excavation provides for the continuation of the current forestry activity in an efficient manner. No further resource consents are required in this regard. The proposal will result in the ability for the landowner to gain added value from the land resource due to higher land values. This is likely to have a net benefit over the costs of preparing the proposal and meeting the planning constraints imposed on the land. The proposal creates the opportunity for economic growth. Effectiveness The provisions are effective at providing some economic benefits to the applicant, community and the Council. The provisions are considered particularly effective at enabling the existing rural forestry activity to continue economically as is appropriate the current condition of the land. Any construction activity generated across the other parts of the site will provide employment as will the on-going use of local services by new residents. Social Efficiency The proposal provides social benefits The plan change would enable change to the site and the visual character of the site that some through integration into the urban area of a preferred area for urban activities. people may not like. Integration includes public access to parts of the subject land and new public accessways connections, as well as supporting the existing character and amenity of existing urban areas. By facilitating future rural residential development, the proposal provides social benefit through a larger residential population to support community facilities. The status quo has no social benefit. **Effectiveness** The provisions are effective at providing social benefits to the community. Cultural **Efficiency** The proposal facilitates public access There is no cultural cost. to and safeguards an existing water race, water body. **Effectiveness**

The provisions are effective at avoiding adverse effects on cultural values.

Opportunities for Economic Growth and Employment from the implementation of the provisions

- 184. Section 32(2)(a) requires the assessment of the benefits and costs of the anticipated effects to include the opportunities for economic growth and employment.
- 185. The proposal facilitates a greater number of houses and future households than the status quo. Economic growth opportunities are created by infrastructure and house construction, and thereafter the increase in the local population. These have the potential to increase demand for goods and services on businesses in the locality.
- 186. Given the scale of the proposal it is considered there is no significant employment opportunities associated with either the proposal or the status quo. However, the proposal does facilitate subsequent stages in the development process, namely, construction activities, marketing and conveyance services etc. which will maintain existing employment and may foster a small amount of additional employment. In addition, in relation to the former area of excavation, the proposed retention of the rural zoning supports the continued use of this land for forestry and the associated economic benefits derived from this activity.

Risk of acting or not acting

- 187. Section 32(2)(c) requires an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions. 'Not acting' means retaining the current situation (i.e. status quo) whereas 'acting' means adopting the most effective and efficient method. Potential areas of uncertainty or insufficient information relate to;
- 188. The investigations undertaken as part of the Plan Change are in places preliminary investigations and further investigations supported by detailed engineering designs will be required before the land proposed to be rezoned is developed for rural residential activities. While all investigations include an element of uncertainty or potentially insufficient information in this situation any risks of acting are very low as the Plan Change contains provisions requiring land to be further investigated at the time of development and/or subdivision with the flexibility to respond to any additional information.
- 189. There is a risk that the integrated stormwater management network requires resource consent from Environment Canterbury for the management of stormwater associated with large residential development. A minor degree of uncertainty exists because discharge consent has not been obtained at this stage. However, this is typical and is considered to represent a low risk as the type of stormwater management system that would be suitable for the subject land is similar to that adopted on other land in the locality and a preliminary assessment in relation to the regional plans indicates a high degree of compliance. The same matter relates to potential dust discharges during the construction phase.
- 190. The proposed retention of the existing rural zone in relation to the former area of excavation supports the continuation of forestry on this land. This avoids any uncertainty in connection with infilling of the land both in terms of its economic viability and potential adverse environment effects.

<u>Conclusion - Appropriateness of Provisions</u>

191. The above assessments have found that the proposed provisions result in a high degree of benefits while maintaining relatively low levels of costs on the effects anticipated from the implementation of the provisions. The proposed provisions are

also the most effective and efficient in achieving the objectives in relation to the other reasonably practicable options.

10.3 Reasons for the provisions

- 192. Section 32(1)(b)(iii) states that 'An evaluation report required under this Act must (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by ... (iii) summarising the reasons for deciding on the provisions...'
- 193. The reasons for deciding on the provisions are generally addressed in the analysis above.
- 194. New objectives or policies are not proposed to be inserted into the District Plan. The existing objectives and policies of the District Plan, including recent changes introduced as part of the Land Use Recovery Plan, enable the objectives/purpose of the proposal to be achieved without additional provisions. The objectives and policies of the District Plan already anticipate rural-residential development of the subject site subject to acceptable site specific investigations and appropriate design.
- 195. Site specific investigations undertaken in the preparation of this Plan Change Request have identified the former area of gravel extraction to be a high (natural) hazard area in connection with flood risk. The land is currently used for forestry and this activity can take place in a manner that does not exacerbate the natural hazard constraint. However the investigations have found that development of this land for other purposes is likely to require infilling to mitigate the flood risk but this in itself creates the potential to exacerbate the natural hazard risk. Given this uncertainty, the retention of the rural zone is considered to be the most appropriate way to support the objective of the proposal which includes the continuation of forestry and alignment with the objectives and policies of the District Plan, of which the avoidance, remedy and mitigation of adverse environment effects are of particular significance in this regard.
- 196. The provisions provide for the rezoning of the subject land from the Rural Zone to the Residential 4A Zone and as mentioned above, the retention of the Rural Zone in connection with the area of former excavation. For the land proposed to be rezoned, the objective of the proposal does not meet the District Plan objective and policies for the Rural Zone and thus it is appropriate to introduce new zone provisions to better manage the development of the land for this outcome. The Residential 4A Zone in comparison with the Residential 4B Zone is considered to support the most efficient implementation of the objective of the proposal and the District Plan. The Residential 4A Zone is also consistent with the density requirements of the Regional Plan.
- 197. The provisions include a number of rules, which relate to the land proposed to rezoned to the Residential 4A Zone, and can be grouped as follows.
- 198. Rules are proposed to be inserted into the District Plan to direct future development in accordance with a proposed Outline Development Plan. The Outline Development Plan enables integration internally and with the surrounding existing urban environment and promotes the efficient implementation of the objectives/purpose of the proposal and the District Plan. These rules also ensure any inconsistencies between the Outline Development Plan and other District Plan rules are removed.

- 199. Rules are proposed to be inserted into the District Plan to address any actual or potential effects on the environment identified by the site specific investigations, such as the risk of natural hazards. These rules ensure that known site constraints can be clearly identified by developers, the Council and other interested parties at the subdivision and land use activity stages of development.
- 200. The final rule type provides additional control to the existing Residential 4A Zone provisions of the District Plan in relation to the quality of the environment and residential amenity of the subject land. While the introduction of the Outline Development Plan achieves this in part through the requirement for and location of future public accessway and roading connections, this further rule also limits the height of fencing against public accessway. This additional provision is considered to enhance the quality of the environment and residential amenity of the subject land from the existing fencing requirements of the District Plan.

10.4 Overall Conclusion - Section 32 Evaluation

201. This evaluation report prepared under Section 32 of the RMA has found that the objectives of the proposal are the most appropriate way to achieve the purpose of the Act and furthermore the provisions in the proposal are the most appropriate way to achieve the objectives.

11 Part 2 of the RMA

- 202. Part 2 of the RMA contains the purpose and principles of the Act. When considering an application for resource consent, a consent authority must take into consideration the purpose and principles of the RMA.
- 203. Section 5 states that the purpose of the RMA is the promotion of sustainable management of natural and physical resources. Sustainable management is further defined as the management of;

'the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while –

- (a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations; and
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.'
- 204. The proposal seeks to add an additional area to the existing Residential 4A District Plan provisions. The proposal adopts the existing objectives and policies in the District Plan. The application site is assessed to be an appropriate area for the Residential 4A Zone, subject to the proposed provisions, to promote sustainable management of natural and physical resources. The wider application of the zone to include the application site will enable the District Plan to continue to be consistent with the purpose of the Act.
- 205. Section 6 relates to matters of national importance. None of the matters listed are relevant for this plan change request.

- 206. Section 7 relates to 'Other Matters' which must be had particular regard to. The Plan Change Request has given particular regard to;
 - (b) the efficient use and development of natural and physical resources
 - (ba) the efficiency of the end use of energy
 - (c) the maintenance and enhancement of amenity values
 - (f) maintenance and enhancement of the quality of the environment
 - (g) any finite characteristics of natural and physical resources.
- 207. The proposal adopts the existing objectives and policies of the District Plan which are deemed to be consistent with the above matters. The rezoning and proposed rules to be inserted will give effect to the objectives and policies of the District Plan and by extension to the above matters.
- 208. Section 8 requires territorial authorities in exercising its functions under the Act to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). There are no issues concerning the principles of the Treaty of Waitangi with regard to this Plan Change Request and there are no identified areas of particular cultural significance.
- 209. Overall, the Plan Change Request is considered to achieve the principle and purpose of the Part 2 of the Act.

12 Conclusion

- 210. The purpose of this Plan Change Request is to rezone part of the subject land from the Rural Zone to Residential 4A Zone and to maintain the existing Rural zoning of the remainder of the subject land. This will enable rural residential urban development to take place and the continuation of an existing rural activity.
- 211. Assessment of the proposed amendments to the District Plan has found any adverse effects on the environment are capable of being avoided, remedied or mitigated and the proposed change represents a positive effect.
- 212. The Plan Change Request is consistent with the strategic direction of the Canterbury Regional Policy Statement, District Plan, and other relevant planning documents.
- 213. It is concluded that the Plan Change Request will better assist the Waimakariri District Council to carry out its functions pursuant to Section 31 of the RMA and is the most appropriate way to achieve the principles and purpose of the Act.

Appendix A:

Computer Freehold Registers 659932, 659933 & 659934



COMPUTER FREEHOLD REGISTER UNDER LAND TRANSFER ACT 1952



Search Copy

Identifier

659934

Land Registration District Canterbury

Date Issued

03 March 2016

Prior References CB380/236

Estate

Fee Simple

Area

4.0000 hectares more or less

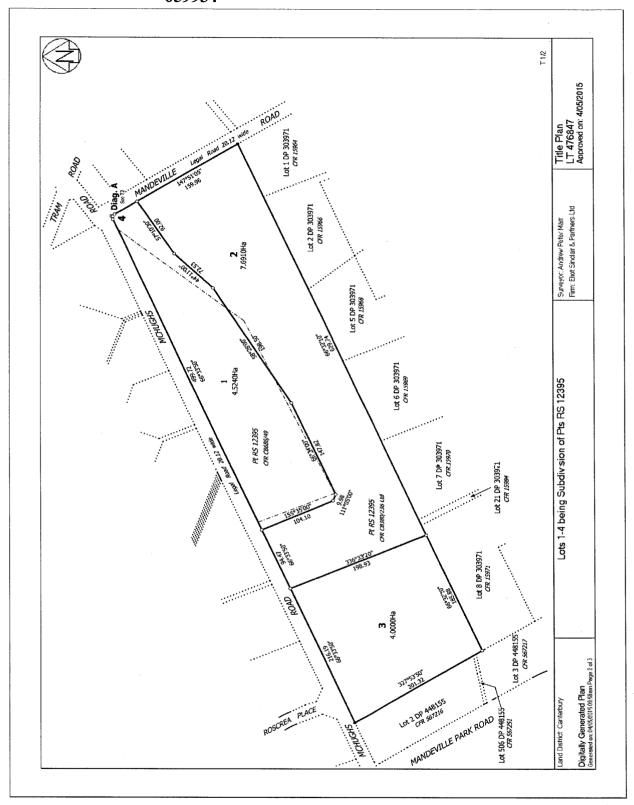
Legal Description Lot 3 Deposited Plan 476847

Proprietors

Peter Gerard Harris

Interests

A80257.3 Mortgage to ANZ Banking Group (New Zealand) Limited - 9.11.1993 at 10:40 am 10222250.3 Consent Notice pursuant to Section 221 Resource Management Act 1991 - Produced 4.2.2016 at 10:52 am and entered 3.3,2016 at 7:01 am





COMPUTER FREEHOLD REGISTER UNDER LAND TRANSFER ACT 1952



Search Copy

Identifier

659933

Land Registration District Canterbury

Date Issued

03 March 2016

Prior References

CB380/236

CB686/49

Estate

Fee Simple

Area

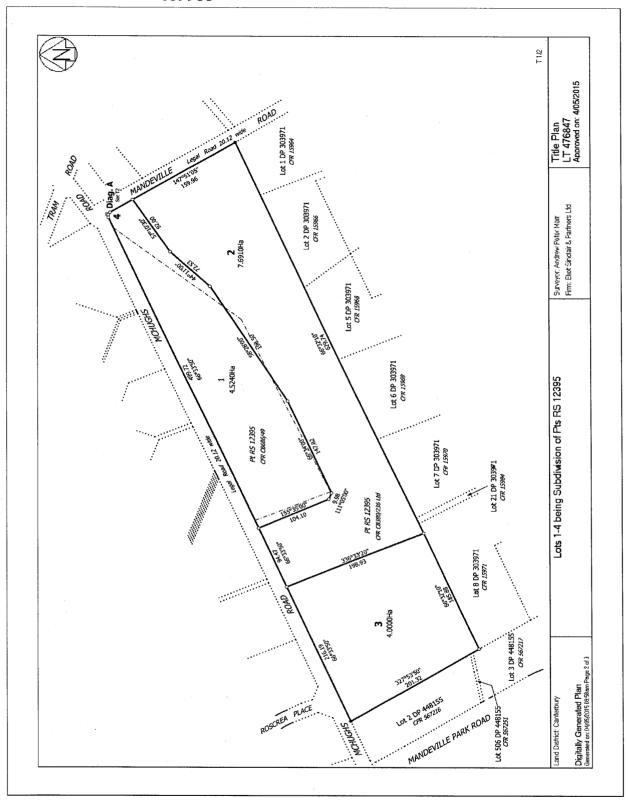
7.6910 hectares more or less

Legal Description Lot 2 Deposited Plan 476847

Proprietors

Peter Gerard Harris

A80257.3 Mortgage to ANZ Banking Group (New Zealand) Limited - 9.11.1993 at 10:40 am 10222250.3 Consent Notice pursuant to Section 221 Resource Management Act 1991 - Produced 4.2.2016 at 10:52 am and entered 3.3.2016 at 7:01 am





COMPUTER FREEHOLD REGISTER **UNDER LAND TRANSFER ACT 1952**



Search Copy

Identifier

659932

Land Registration District Canterbury

Date Issued

03 March 2016

Prior References

CB380/236

CB686/49

Estate

Fee Simple

Area

4.5240 hectares more or less

Legal Description Lot 1 Deposited Plan 476847

Proprietors

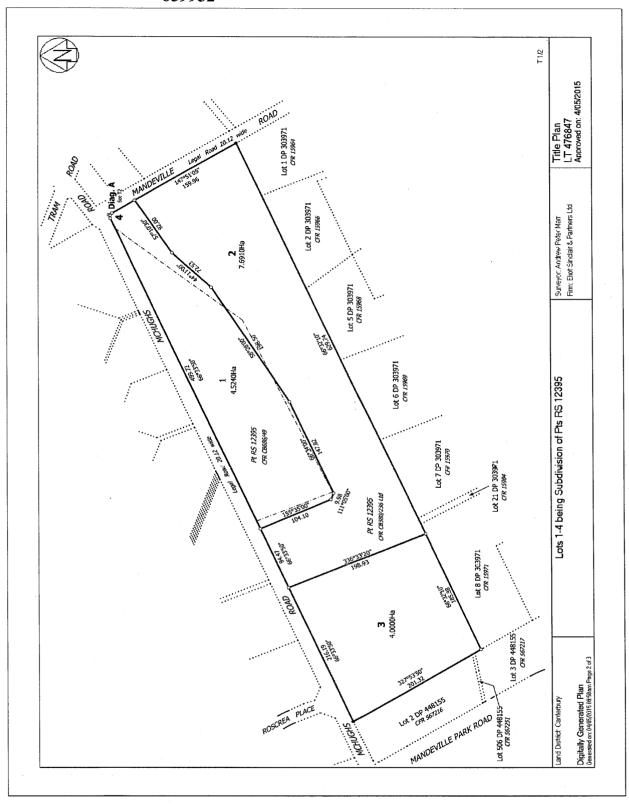
Peter Gerard Harris

Interests

A80257.3 Mortgage to ANZ Banking Group (New Zealand) Limited - 9.11.1993 at 10:40 am

10222250.3 Consent Notice pursuant to Section 221 Resource Management Act 1991 - Produced 4.2.2016 at 10:52 am and entered 3.3.2016 at 7:01 am

10222250.4 Consent Notice pursuant to Section 221 Resource Management Act 1991 - Produced 4.2.2016 at 10.52 am and entered 3.3.2016 at 7:01 am



Appendix B:

Resource consent RC145050

WAIMAKARIRI DISTRICT COUNCIL

IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER of an application lodged by P Harris for a resource consent under Section 88 of the aforementioned Act.

APPLICATION

The applicants sought a resource consent for a four lot rural subdivision of Pt RS 12395 creating Lot 1 (4.5Ha), Lot 2 (7.67Ha) and Lot 3 (4.0Ha) at 116 and 148 McHughs Road, Mandeville. Lot 4 (5m²) will be created to vest as Road in Council.

DECISION

The District Plan Manager, on the 7th April 2014, approved:

THAT pursuant to Section 104C of the Resource Management Act 1991, consent be granted to subdivide Pt RS 12395 creating Lot 1 (4.5Ha), Lot 2 (7.67Ha) and Lot 3 (4.0Ha) and Lot 4 (5m²) at 116 and 148 McHughs Road, Mandeville as a restricted discretionary activity subject to the following conditions which are imposed under Section 108 of the Act:

1. The activity shall be carried out in accordance with the attached approved application plan.

2. Lot to Vest

Lot 4 shall vest in the Waimakariri District Council as Road.

3. Standards

All stages of design and construction shall accord with the Waimakariri District Council Engineering Code of Practice and latest amendments, where applicable.

4. Easements

All services, including open drains, access ways and water pipelines serving more than one lot or traversing lots other than those being served and not situated within a public road or proposed public road, shall be protected by easements. All such easements shall be granted and reserved.

5. Power and Telephone

The Consent Holder shall provide evidence, in writing, from the utility provider, that the existing electrical and telephone reticulation has the capacity to provide a service connection to all proposed lots.

6. Water Supply

- 6.1 The Consent Holder shall provide an adequate domestic water supply to proposed Lots 1, 2 and 3 inclusive of at least 2.0 m³ per day.
- 6.2 The Consent Holder shall install the reticulation to meet the following standards for proposed Lots 1, 2 and 3 inclusive:
 - Toby box, restrictor and valve installed at the road frontage, with a marker post fixed against the adjacent boundary fence.
 - Individual 20mm lateral from the toby box to a storage tank, which shall be located a minimum of 1 metre within the main body of proposed Lots 1 2 and 3 inclusive.
 - Supply a minimum of 2.0m³ per day of water, including pipework, restrictors, fittings and storage tanks with a minimum capacity of 4500 litres.
 - Storage tanks shall be water tight with no evidence of water leaks from the tank or associated connections. Tanks shall be installed so that the nominal volume of each tank is achieved
- 6.3 Connection to the existing Council reticulation shall be carried out by the Council at the expense of the Consent Holder following application to the Council.
- 6.4 The Consent Holder shall apply to Council's Water Asset Manager for approval to connect to the Council's existing water reticulation. The approval must be given before works commence on Council's reticulation. A copy of this approval shall be included in the 224(c) application.
- 6.5 Conditions 6.1 6.4 inclusive, as they apply to Lot 1, shall be secured by a consent notice pursuant to Section 221 of the Resource Management Act 1991 and shall be registered on the certificate of title of proposed Lot 1 ensuring the conditions are met prior to the erection of a dwelling on the lot.

7. Development Contributions

7.1 Pursuant to section 198 of the Local Government Act 2002, the consent holder shall pay \$13,195.05 including GST at 15.0%. This amount is based on the following contributions:

Description	Area	Units/ Lots	Factor (excluding GST) Per Unit/Lot	Amount (excluding GST) Total \$	Amount (inclusive GST) Total
Reserves	Rural & Res 4 Zone	1	2,439.00	2,439.00	2,804.85
Water	Mandeville	4	1,382.00	5,582.00	6,357.20
Roading	District	1	2,293.00	2,293.00	2,636.95
Community Infrastructure	District - Pool	1	326.96	326.96	376.00
Community Infrastructure	District - Library Extension	1	833.00	833.00	957.95
Total				11,473.96	13,195.05

Please note: The development contributions for Water are imposed on a per unit basis. 2 unites (2000L per day) are required for each of Lots 2 and 3.

8. Minimum floor levels

- 8.1 The minimum floor level of any dwelling erected on Lots 1, 2 and 3 shall be set at 450mm above the surrounding ground level. For Lot 1 the existing ground level on Lot 2 shall be used as the surrounding ground level. This Condition shall be met prior to the erection of any dwelling on proposed Lots 1, 2 and 3.
- 8.2 Condition 8.1, as it applies to Lots 1, 2 and 3, shall be subject to a Consent Notice, Pursuant to Section 221 of the Resource Management Act 1991, to register on the Certificate of Title for proposed Lots 1, 2 and 3.

9. Access

The Consent Holder shall upgrade and seal the accesses to Lot 3 to accord with the Waimakariri District Council Engineering Code of Practice Standard Council's Standard Drawing 600-217 (Issue D).

10. Conditions Auditing

The Council will audit compliance with the conditions of consent by both site inspections and checking of associated documentation to ensure the work is completed in accordance with the approved plans and specifications and to the Council's standards. The Council will undertake inspections and checking. The Consent Holder shall notify Council at least one working day prior to commencing various stages of the works to enable audit inspections to be carried out.

The minimum level of inspection shall be as follows:

Water

- Inspection of water connections.
- Prior to backfilling of service trenches.
- Following completion of required works.

Accesses

- On completion of excavation to sub-grade.
- Following compaction of base course prior to final surfacing.

Whole Works

 Prior to issue of a certificate under Section 224(c) of the Resource Management Act 1991.

Where repeat inspections are required because of faulty workmanship or work not being ready contrary to the receipt of a notification, such inspections will be carried out at the current hourly rate for the Council officer inspecting.

11. Works Condition

11.1 A certificate under Section 224(c) of the Resource Management Act 1991 will not be issued until conditions 1 to 10 above have been met to the satisfaction of the Waimakariri District Council, at the expense of the Consent Holder.

ADVICE NOTES

- a) All amounts shown are G.S.T inclusive.
- b) The requirements and conditions listed are a statement of the Council's minimum standards. Where the Consent Holder proposes higher standards or more aesthetically acceptable alternatives these shall be submitted to the Council for approval.
- c) The requirement for power and telephone to be confirmed as having capacity to service the subdivision does not guarantee that power or telephone connections are provided to potential allotments. On rural lots, the service authorities will not install submains to individual lots until the location of the house site is determined. Prospective purchasers of these lots should be advised to contact the relevant service authorities to ascertain the likely costs of servicing any specific lots to the purchaser's requirements.
- d) A water development contribution which is appropriate at the time of application will be payable for Lot 1.
- e) "As Builts" will be checked prior to the issue of the 224(c) Conditions Certificate. These will be returned as inaccurate on the first error found. Rechecking will incur an additional fee. No 224(c) Conditions Certificate will be issued until the "as Builts" are confirmed as correct.

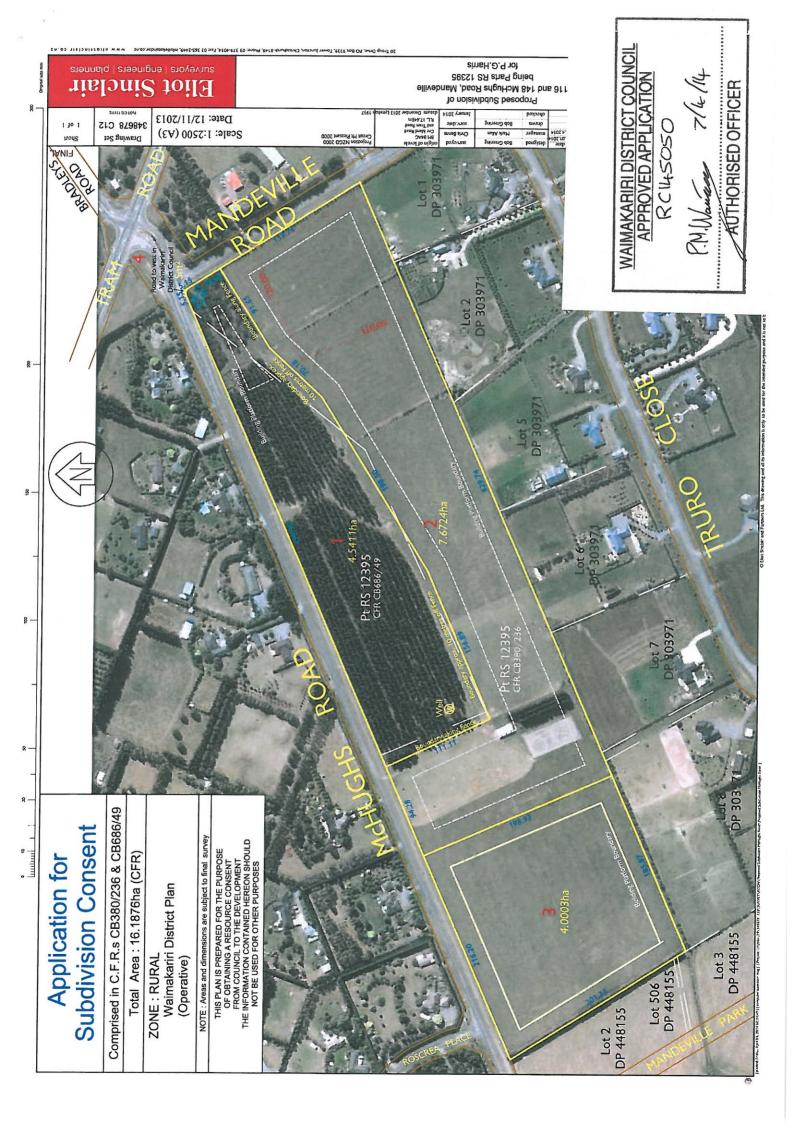
REASONS FOR DECISION

Pursuant to Section 113 of the Act the Council considered the following in determining the application:

- No person is deemed to be adversely affected by the proposal.
- Development Contributions are payable for 1 lot in accordance with the Council's development contributions policy at the 2013/2014 contributions rate.
- All proposed lots created under the subdivision meet the minimum size and shape factor in accordance with Rule 32.1.1.1; therefore, the character of the Rural Zone will be maintained.
- The subdivision will not result in any non-compliances with the bulk and location rules contained within Chapter 31 of the District Plan
- The environmental effects will be less than minor.
- The proposal achieves the thrust and direction of the relevant policies and objectives of the District Plan.
- The submitted preliminary site investigation concludes that it is not 'more than likely' that hazardous substances have been used on the site; therefore, the requirements of the National Environmental Standard for assessing and managing contaminants in soil to protect human health have been met.
- The use of reticulation for the provision of water services at the site will appropriately provide servicing to lots 1 - 3 in accordance with the relevant standards. The connection to Lot 1 has been consent noticed as the existing ground level of the lot will require further assessment and mitigation prior to a dwelling being constructed.
- The upgrading of the vehicle entrance on Lot 3 will provide for the safe and efficient functioning of the district's road network.
- A connection to the Mandeville Sewer reticulation has not been imposed as any septic tank installed could connect to the reticulation via a STEP system.
- A minimum floor level has been imposed on Lots 1 3 to mitigate against the effects of flood hazards. For Lot 1, the required floor level is set similar to surrounding ground, in recognition of the high hazard flood modelling within the lot.

DATED at Rangiora this 7th day of April 2014

SIGNED by Matthew Bacon PLANNING OFFICER





RESOURCE MANAGEMENT ACT 1991

RIGHTS OF OBJECTION

The applicant may, within 15 working days after the decision being received by them, lodge an objection with the Council against one or more conditions of consent, in accordance with Section 357 of the Resource Management Act 1991.

The objection is required to be made by notice in writing to:

The District Plan Manager Waimakariri District Council Private Bag 1005 RANGIORA 7440

If you are in any doubt, as to the procedure to be followed, or any matter arising out of the same, it is strongly recommended that you seek professional advice.

LAPSING OF CONSENT

Attention is drawn to Section 125 of the Resource Management Act 1991 which provides that a resource consent shall lapse <u>five years</u> from the date of commencement of the consent or after the expiry of such shorter or longer period as is expressively provided for tin the consent unless:

- (a) The consent is given effect to; or
- (b) An application is made to the consent authority to extend the period after which the consent lapses, and the consent authority decides to grant an extension after taking into account:-
 - (i) whether substantial progress or effort has been, and continued to be, made towards giving effect to the consent; and
 - (ii) whether the applicant has obtained approval from persons who may be adversely affected by granting of the extension; and
 - (iii) the effort of the extension on the polices and objectives of any plan or proposed plan.

OTHER LEGAL REQUIREMENTS

Section 23 of the Resource Management Act 1991 provides that compliance with the Resource Management Act 1991 (eg; by obtaining of an appropriate resource consent) does not remove the need to comply with all other applicable Acts, Regulations, Bylaws and rules of law.

Appendix C:

Schedule of Amendments to the Waimakariri District Plan

Chapter 27: Natural Hazards

Insert new rule 27.1.1.32 [land-use rule ensuring new dwellings address 1 in 200 year flood risk, non-compliance with proposed rule to be assessed as restricted discretionary activity] as follows:

Within the Mandeville Road/ McHughs Road, Mandeville Outline Development Plan area shown on District Plan Map 179, any dwellinghouse shall have a finished floor level of 300mm above the 0.5% Annual Exceedance Probability flood event.

Chapter 30: Utilities and Traffic

Insert new rule 30.6.2.11 [land-use rule allowing new vehicle crossings on McHughs Road closer than 60m from new road intersection] as follows;

Within the Residential 4A Zone (Mandeville Road/McHughs Road, Mandeville North) shown on District Plan Map 179, vehicle crossings onto McHughs Road are exempt from complying with Rule 30.6.1.25.

Insert new rule 30.6.2.12 [land-use rule recognising for the avoidance of doubt that the new road intersection on the ODP can be closer than 550m from existing intersections, otherwise technically could be a non-complying activity pursuant to 32.1.1.27] as follows;

Subdivision or development within the Residential 4A Zone (Mandeville Road/McHughs Road, Mandeville North) shown on District Plan Map 179 is exempt from complying with Rule 30.6.1.31.

Chapter 31: Health, Safety and Wellbeing

Insert new rule 31.1.1.49 [land-use rule controlling fencing. Non-compliance proposed as a full discretionary activity] as follows;

Within the Mandeville Road/McHughs Road, Mandeville Outline Development Plan area shown on District Plan Map 179, all fencing of the pedestrian and cycleway access links shall be rural style post and wire or post and rail fencing with a maximum height of 1.2m.

Chapter 32: Subdivision

Insert new rule 32.1.1.20 [subdivision rule controlling max density. Non-compliance proposed to be a non-complying activity] as follows;

Within the Residential 4A Zone and Residential 4A Deferred Zone (McHughs Road and Mandeville Road, Mandeville) shown on District Plan Map 179 the maximum number of residential allotments shall be 22.

Insert new rule 32.1.1.89 [subdivision rule ensuring management of flood risk available from time of subdivision in-conjunction with new rule 27.1.1.32. Non-compliance proposed as a non-complying activity] as follows:

Within the Mandeville Road/ McHughs Road, Mandeville Outline Development Plan area shown on District Plan Map 179 any application for subdivision consent shall identify the minimum finished floor level required to achieve 300mm above a 0.5% Annual Exceedance Probability flood event for each new residential allotment.

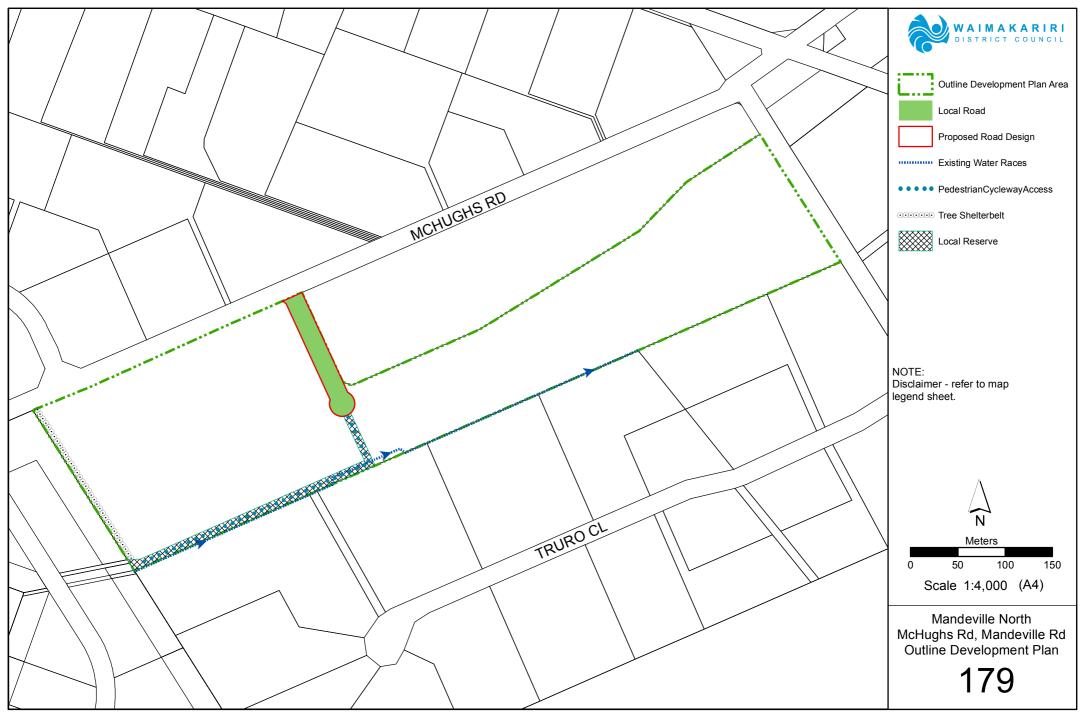
Add the following new clause to Rule 32.1.1.27 [subdivision rule ensuring conformity with the ODP. Non-compliance proposed to be a non-complying activity] Outline Development Plans;

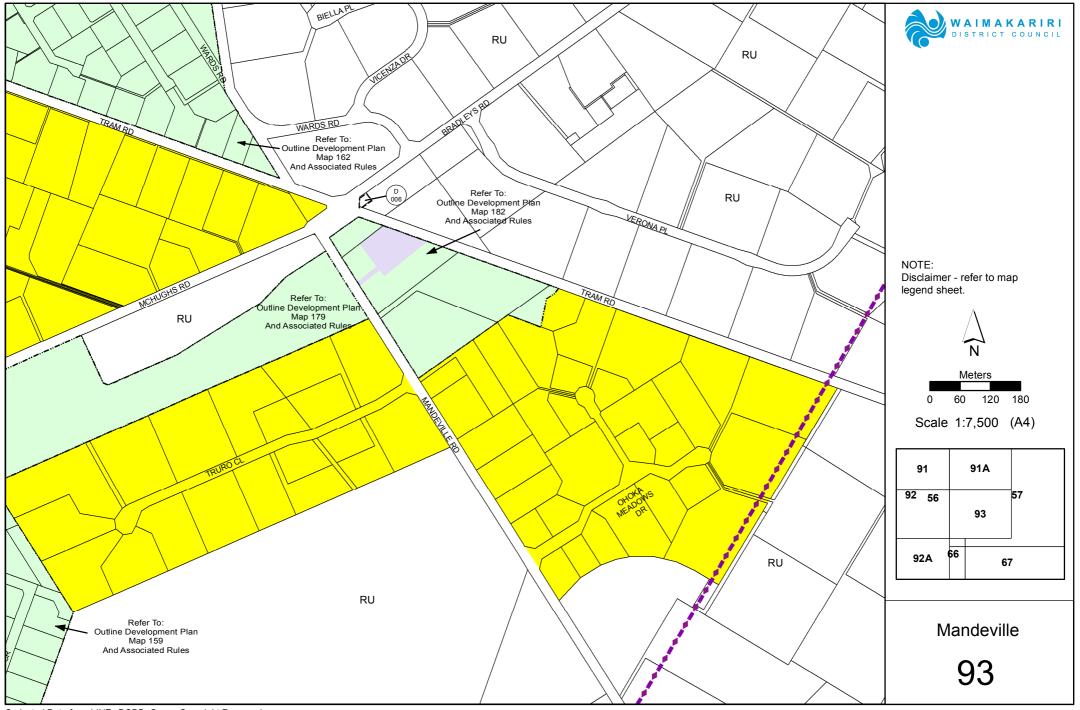
ai. The Residential 4A Zone and Residential 4A Deferred McHughs Road and Mandeville Road, Mandeville identified on District Plan Map 179.

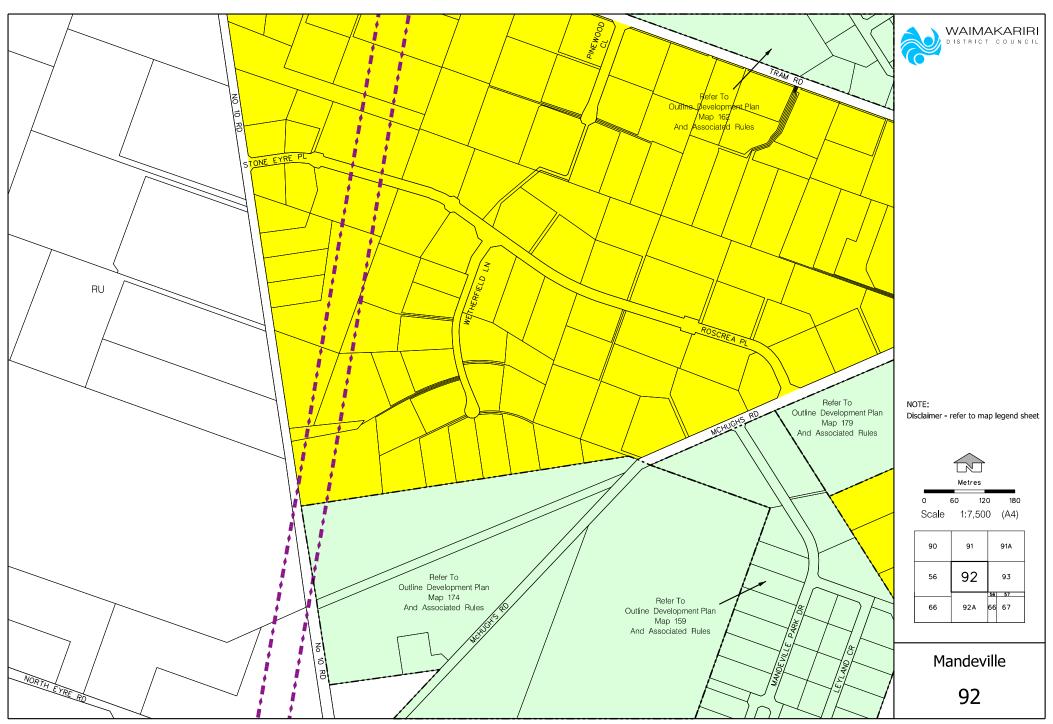
Amend District Plan Maps 56, 57, 92 and 93 of the operative District Plan to zone the land Residential 4A as detailed on the following plans.

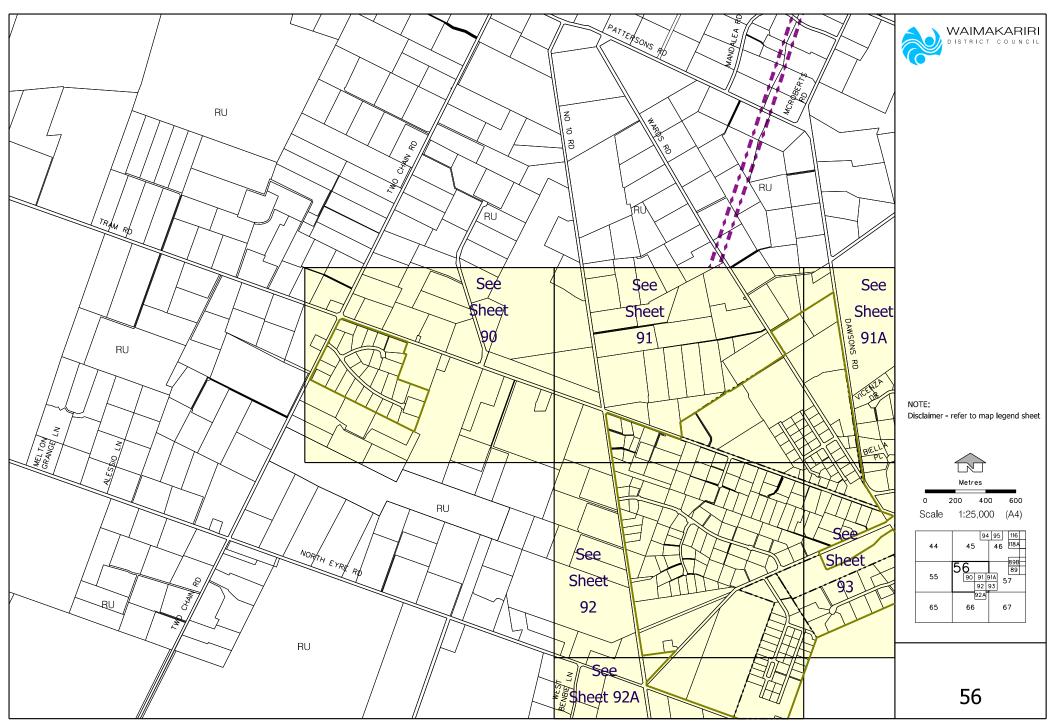
Add any other consequential amendments.

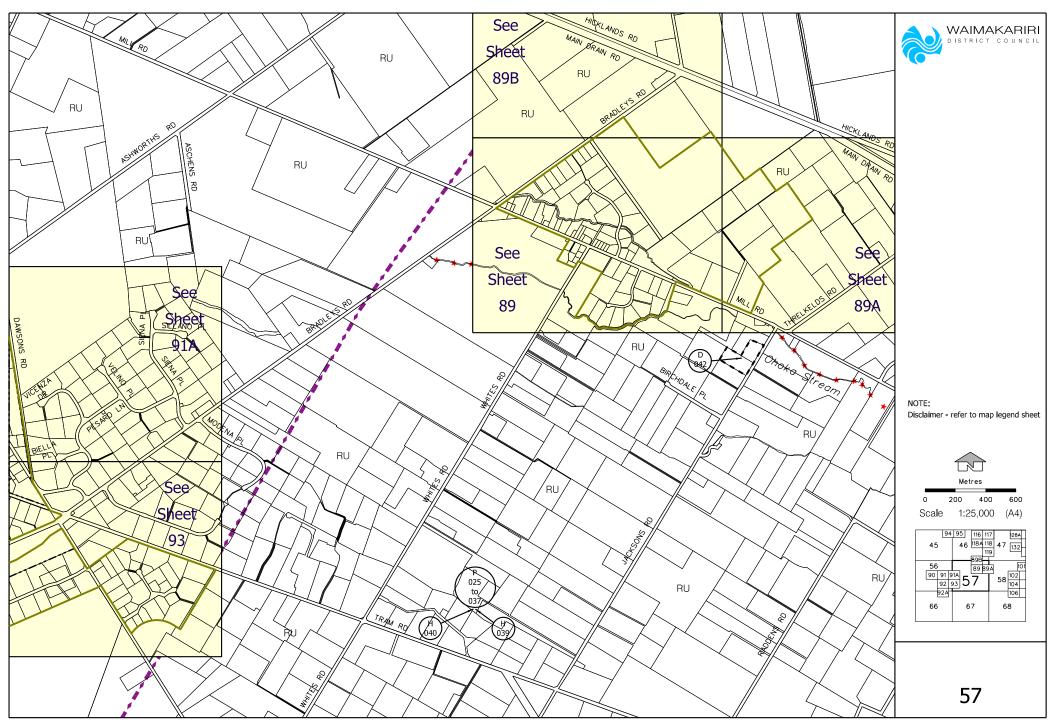
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Appendix D:

Geotechnical Assessment

Please note that as this assessment was finalised before 4 February 2016 and as such refers to the legal descriptions and post addresses for the subject site that were in existence at that time.

348678 58

GEOTECHNICAL REPORT FOR PROPOSED SUBDIVISION

116 & 148 McHughs Road, Manderville For Peter Harris

5 February 2014



GEOTECHNICAL REPORT FOR PROPOSED SUBDIVISION

116 and 148 McHughs Road, Mandeville

Eliot Sinclair surveyors engineers planners		ners 20 Houp Brive, 100	20 Troup Drive, Tower Junction PO Box 9339 Christchurch 8149 New Zealand 03 379 4014			
Prepared by:	Sarah Hardin Geotechnical		BSc (Earth Science)			
Prepared and approved for release by:	John Aramov Associate,	Warmour J	BE(Hons), MIPENZ (1008112), CPEng, IntPE(NZ)			
Date: Reference: Status:	5 February 2014 348678_13311102012_letter_jta.docx FINAL					
Distribution:	1 Original File copy	Peter Harris Eliot Sinclair				

Limitations: This report has been prepared according to the instructions from Peter Harris, for the particular objectives described in the report. The information contained in the report should not be used by anyone else or for any other purposes.

Executive Summary

MBIE Land Classification					Calculated index value
Liquefaction-induced	TC1		0-15mm	×	EST
settlement in SLS event	TC2	Minor to	0-50mm		
	TC3	Moderate	< 100mm		
		Potentially Significant	> 100mm		
Liquefaction-induced	TC1		0-25mm	\boxtimes	EST
settlement in ULS event	TC2		0-100mm		
	TC3		> 100mm		
Nearest watercourse Southern boundary of s					undary of site
Lateral stretch in ULS	TC1		NIL	\boxtimes	
		Minor	< 100mm		
	TC3	Minor to Moderate	< 200mm		
		Major	200-500mm		
		Severe	> 500mm		
Global lateral movement in	TC1		NIL	×	
ULS event	TC2		< 100mm		
	TC3		< 300mm		
		Major	300-500mm		
	_	Severe	> 500mm		
			TC1	\boxtimes	
Technical Category indicated by			TC2		
this assessment			TC3		
			TC2/TC3 Hybrid		
			N/A		
NZS 1170.5 site subsoil class		А	A□ B□ C□ D⊠ E□	i.e. deep	soils
Flood Hazard	Site w	ithin known flood haza	rd area? Yes⊠		No□
Recommended foundations	Fa	undation system	MDIE Dofo	ronco	
Recommended foundations		undation system	MBIE Refe		
	NZ	ZS3604:2011	TC1 found	dations	

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116 & 148 McHughs Road, Mandeville

1. INTRODUCTION

Eliot Sinclair were engaged by Peter Harris to undertake a geotechnical investigation and to prepare an interpretive report for the proposed subdivision at 116 & 148 McHughs Road, Mandeville.

2. SCOPE OF WORK

The scope of work for this geotechnical interpretive report was;

- Undertake investigation and geotechnical reporting in accordance with the requirements of the *Ministry for Business, Innovation and Employment's* guidelines (December 2012),
- Review available data from the Canterbury Geotechnical Database (CGD), Environment Canterbury's, and the Geological & Nuclear Science's (GNS) Active Faults database,
- Undertake ten shallow test pits and ten Scala penetrometer tests across Lots 2 and 3,
- Undertake three infiltration tests to confirm suitability of underlying soils for disposal of stormwater into ground,
- Review the hazards outlined by S106 of the RMA(1991), and
- Comment on the geotechnical suitability of the site for the proposed subdivision.

3. DISCLAIMER

Comments made in this geotechnical report are based on the site investigations undertaken by Eliot Sinclair, published geological information, and the Ministry for Business, Innovation & Employment's December 2012 guidelines.

Whilst every care was taken during Eliot Sinclair investigation and interpretation of subsurface conditions, there may well be subsoil strata and features that were not detected. Additionally, on-going seismicity in the general area may lead to deterioration or additional ground settlement that could not have been anticipated at time of writing of this report.

The exposure of such conditions, occurrence of additional strong seismicity, or any future update of MBIE's guidelines may require a review of our recommendations. Eliot Sinclair should be contacted if this occurs to confirm the recommendations of this report remain valid.

This report has been prepared for the benefit of Peter Harris and the Waimakariri District Council. No liability is accepted by Eliot Sinclair or any employee of Eliot Sinclair with respect to the use of this report by any other party.

This report is specifically prepared for the proposed subdivision, and shall not be used for design of foundations and building consent. Any future dwelling will

require specific geotechnical site investigation, assessment and reporting once the nature and location of any future building proposal is known.

4. PROPOSED SUBDIVISION

It is proposed to undertake a 3-Lot rural subdivision of Pt RS 12395.

Lot 1 shall comprise the northeast forestry block, Lot 2 the mid and southeast parts of the site, and Lot 3 the west part of the site.

A concept drawing of a possible scheme plan is shown in Appendix A.

5. SITE DESCRIPTION

5.1. Location

The site is located at the corner of McHughs and Mandeville Roads.

Its legal address is 116 & 148 McHughs Rd, Mandeville North and the site has a gross area of approximately 16.2ha. Refer to Figure 1.



Figure 1: Approximate site area and boundaries (yellow outline), (source: Google Maps, September 2013).

5.2. Topography

Lots 2 and 3 generally comprises flat topography, with a slight fall down towards the east. There was a mound of soil present on the northeast part of proposed Lot 2 at the time of our site inspection.

Proposed Lot 1 was formerly used as a gravel pit/quarry before it was planted as a pine forest. The perimeter of the lot is gently to moderately sloping down to the centre of the lot, with only small areas of subvertical banks of <1m high. Refer to Figure 2 and Figure 3.

Proposed Lots 2 and 3 are vegetated with grass and used for grazing stock. Refer to Figure 4.



Figure 2: Photo taken on the northeast part of the site, along the northern boundary, showing the old gravel quarry turned pine plantation on Lot 1. Photo taken September 2013.

5.3. Buildings

An existing shed and hay barn is located at the south-western part of the site, on proposed Lot 2.

5.4. Watercourses

A shallow water race flows east along the southern boundary of Lots 2 and 3, but changes to the east around the mid-south boundary of Lot 2 onto the adjacent property.

The water race is around 1.5 to 2m wide and 0.4m deep at the southwest part of the site, but widens in the area near the shed on the southern part of the site to around 2 to 3m wide.

Refer to Figure 5.