

APPENDIX 6

Section 32 RMA Assessment for Proposed District Plan Submission: Block B 1275 Tram Road

Introduction and RMA requirements

1. Andrew McAllister (the submitter) lodged a submission on the Proposed Waimakariri District Plan to change the zoning of the submission site from Rural Lifestyle Zone to Large Lot Residential Zone. There are two Blocks being proposed: Block A already in the LLZO; and Block B which is zoned Rural Lifestyle. This Evaluation examines the costs and benefits of a Large Lot Residential Zone for Block B.
2. The evidence has outlined the background to and reasons for the requested submission.
3. The amendments to the Proposed Plan are outlined in the evidence. No significant adverse environmental effects are anticipated by the change of zoning, however the potential environmental effects of implementation of the submission have been described in the relevant sections of the submission.
4. Any change to a plan needs to be evaluated in accordance with section 32 of the Resource Management Act. Waimakariri District Council has also required submitters for re-zoning submissions to prepare a section 32 assessment in support of the submission.
5. Section 32 states:

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.*

(3) If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to—

(a) the provisions and objectives of the amending proposal; and

(b) the objectives of the existing proposal to the extent that those objectives—

(i) are relevant to the objectives of the amending proposal; and

(ii) would remain if the amending proposal were to take effect.

5. The Guidance Note on section 32 analysis on the Quality Planning website makes the following statement:

Appropriateness - means the suitability of any particular option in achieving the purpose of the RMA. To assist in determining whether the option (whether a policy, rule or other method) is appropriate the effectiveness and efficiency of the option should be considered:

• Effectiveness - means how successful a particular option is in addressing the issues in terms of achieving the desired environmental outcome.

• Efficiency - means the measuring by comparison of the benefits to costs (environmental benefits minus environmental costs compared to social and economic costs minus their benefits).

6. In this case it is the appropriateness of rezoning 21.21 ha of Rural Lifestyle land to Large Lot Residential that needs to be examined.

Objective of the Submission to the Proposed District Plan

7. The objective of the submission is to change the zoning of the application site in the Proposed District Plan from Proposed Rural Lifestyle Zone to Large Lot Residential Zone in a controlled and managed way through an Outline Development Plan and by adopting, as far as possible, proposed planning zones and subdivision, activity and development standards.
8. Accepting the submission will:
- a) Provide for short term additional housing and residential land choice in Swannanoa at LLR standards that generally achieve around 36 households. Such densities will complement the immediately adjoining residential land without compromising the character or amenity of that land;
 - b) Provide for urban development that will fill in a gap on the eastern boundary of the Swannanoa rural settlement in a manner that enables efficient use of existing and future infrastructure and current land resources.

Environmental Outcomes – District Plan Objectives and Policies

9. The Proposed Waimakariri District Plan (PWDP) objectives give effect to the purpose of the Resource Management Act and the PWDP policies in turn give effect to the PWDP objectives. The objectives are the end goals or end states (including environmental outcomes) to be strived for and the policies are the broad strategies to

achieve the objectives. The proposed residential rezoning has been assessed against the relevant District Plan objectives and policies. It concludes that the requested rezoning is consistent with and meets the outcomes sought by the objectives and policies, including for township growth and new residential areas.

10. The RLZ zone signals that some more intensive is anticipated and there is an existing consent for the Site for subdivision to 4 x 4 ha blocks and 1 x 5.8 ha block. However, a more efficient use of the Site as a whole, and more efficient development, is for LLR development over the Site, given the demand but impending shortfall in land for housing at Swannanoa and its neighbour Mandeville, and the Site's location within a logical growth area within Swannanoa.

Identification of options

11. In determining the most appropriate means to achieve the objectives of the submission, a number of alternative planning options are assessed below.
12. These options are:
 - a) Option 1: status quo/do nothing: Do not rezone the Site.
 - b) Option 2: submission to rezone the whole site for urban residential use zoned General Residential.
 - c) Option 3: re-zone as Large Lot Residential;
 - d) Option 4: resource consent: ad hoc land use and subdivision consent for subdivision through non-complying subdivision and land use consents for residential use.

S32 Matter	Option 1: Do nothing: Rural Zone	Option 2: General Residential Zone.	Option 3: Large Lot Residential	Option 4: Consents
Cost	<p>None for submitters.</p> <p>On-going costs for landowners with lifestyle activities managing effects of adjoining residential land uses.</p> <p>Low intensity rural production which is compatible with existing large lot residential and rural lifestyle setting is not economically viable.</p>	<p>Time and money cost to submitter for submission processes and technical reports.</p> <p>Servicing costs.</p> <p>Development contributions for Council services.</p> <p>Potential but very minimal loss of HPL which is only suitable for low intensity rural production</p> <p>Contributes some potential commuter traffic to Greater Christchurch from a portion of the additional households.</p> <p>A residential zone is out of character with the surrounding area and is also not within the scope of the submission.</p> <p>Would require a private plan change to alter the zoning.</p>	<p>Time and money cost to submitter for submission processes and technical reports.</p> <p>Less efficient use of the scarce resource of land so close to existing very low density settlements but compatible with the existing character of these settlements (Mandeville and Swannanoa).</p> <p>Potential but very minimal loss in HPL which is only suitable for low intensity rural production.</p> <p>Contributes some potential commuter traffic to Greater Christchurch (substantially less than Option 2) from a portion of the additional households.</p>	<p>Time and money cost to submitters to seek one-off non-complying land use and subdivision consents. Consents unlikely to be approved as exceed the permitted Rural Lifestyle zone dwelling density standards & policy requires higher densities to be 'avoided'.</p> <p>Community cost and uncertainty in responding to ad hoc applications and not seeing the full scale of possible development at any time.</p>
S32 Matter	Option 1: Do nothing: Rural Lifestyle Zone	Option 2: General Residential Zones	Option 3: Large Lot Residential	Option 4: Consents
Benefit	<p>Retains existing lifestyle character and amenity.</p>	<p>Contributes to the growth of Swannanoa.</p> <p>Implements NPS-UD more effectively than RLZ.</p> <p>Provides more households to support Swannanoa and Mandeville services/amenities and facilities including</p>	<p>Lesser volume of housing stock contributing to the growth of Swannanoa.</p> <p>Implements NPS-UD more effectively than RLZ.</p> <p>Contributes to meeting demand for large lot residential sections in context of</p>	<p>No rezoning required.</p> <p>Benefit to individuals that succeed (but successful applications unlikely).</p>

		<p>Swannanoa school and preschool</p> <p>A more efficient use of land than LLR.</p> <p>Community benefit - landowner willing to donate land to adjoining Swannanoa preschool to extend car park which will improve access and safety associated with access/egress onto Tram Road, a busy arterial</p>	<p>essentially no remaining supply.</p> <p>Offers greater certainty of supply then reliance on the north Swannanoa RRDS growth direction which has not been the subject of submissions seeking rezoning (other than 1 Tupelo Place)</p> <p>Consistent with PWDP LLR Overlay.</p> <p>Compatible with local environment which has a large lot residential character.</p> <p>Consistent with aspirations and intentions of landowner who is local resident and member of the Swannanoa community.</p> <p>Community benefit - landowner willing to donate land to adjoining Swannanoa preschool to extend car park which will improve access and safety associated with access/egress onto Tram Road, a busy arterial</p>	
S32 Matter	Option 1: Do nothing: Rural Zone	Option 2: General Residential Zone	Option 3: Large Lot Residential	Option 4: Consents
Efficiency/ Effectiveness	<p>Application site remains an amenity/lifestyle block bounded by urban land use.</p> <p>Swannanoa's and the wider District's</p>	<p>Unclear whether utility services can be efficiently provided by the Council, and stormwater can be managed on-site.</p> <p>Effective as it utilises low productivity rural land.</p>	<p>Utility services can be efficiently provided, and stormwater can be managed on-site.</p> <p>Effective as it utilises low productivity rural land.</p>	<p>Least effective and efficient as outcomes from consent processes are uncertain, and potentially un-coordinated and lack proper planned</p>

	housing needs are not met.		Effective in meeting Swannanoa's housing needs in an appropriate location and at an appropriate density, and implements the NPS-UD.	integration with the township utilities.
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Risks of Acting or Not Acting

- 13. Zoning under the Proposed District Plan has to be robust enough to last the statutory life of the Plan (10 years), and the NPS-UD also requires that at the end of 10 years the Council is assured that there will be a sufficient supply of appropriately zoned land beyond that point. The risk of not acting in 2024 to re-zone sufficient urban zoned land, and to provide security of land supply over that timeframe, is that Swannanoa will experience issues of uncatered-for demand, undersupply of serviced land
- 14. The risk is that if necessary decisions are not taken today then the sustainable growth and development of Swannanoa (and Mandeville) over the foreseeable planning period is uncertain. Not re-zoning sufficient land that can support appropriate housing typologies to meet the needs of a range of household structures across Waimakariri is not meeting the purpose of the Act, nor meeting the Council's obligations to sustainably manage the natural and physical resources of the Waimakariri District for present and future generations, or the requirements of the NPS-UD 2020.
- 15. The submitter has commissioned a number of reports including soil contamination, geotechnical, and servicing reports to inform and shape the development proposal.
- 16. There is no risk that a decision will be made in an absence of expert advice and appropriate technical solutions for servicing and design.
- 17. All these inputs to the proposal mean there is little, if any, uncertain or missing information in relation to this proposal.
- 18. It is therefore considered that there are no significant risks of acting to accept the submission.

Overall Assessment

- 19. Based on the above assessment, it is concluded that the submission to re-zone the Block B from Rural Lifestyle Zone to Large Lot Residential is, on balance, the most appropriate method for achieving the objectives of the proposal, than the other alternatives also considered above.

20. Option 3 is consistent with a range of Proposed District Plan policies especially as it is consistent with the strategic intention signalled in Proposed District Plan and RRDS which identifies Swannanoa as a preferred location for rural residential growth.
21. Option 3 to re-zone the whole site LLR is the most appropriate given:
 - a) The proposal adopts a Proposed District Plan zone, and development and activity standards. This ensures continuity of District Plan anticipated environmental outcomes and large lot residential amenity for Swannanoa and adjoining/ adjacent large lot residential areas;
 - b) Will be consistent with, and give effect to, the relevant proposed District Plan objectives and policies;
 - c) It is a logical extension to the developed and planned large lot residential land adjoining the Site to the west and removes pressure on rezoning of other more isolated rural land elsewhere in the General Rural Zone.