




# Private Plan Change

Application for a Private Plan Change to the Waimakariri District Plan  
Prepared for Summerset Villages (Rangiora) Ltd

3 December 2019 (updated to include further information)



## Document Quality Assurance

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# 1.0 Introduction

This request by Summerset Villages (Rangiora) Limited (**Summerset**) is for a private Plan Change to amend parts of the Waimakariri District Plan (WDP) pursuant to Section 73(2) and Clauses 21(1) and 22 of the First Schedule to the Resource Management Act 1991 (RMA).

|                      |   |
|----------------------|---|
| To:                  | Waimakariri District Council  |
| Applicant's Name:    | Summerset Villages (Rangiora) Limited   |
| Address for Service: | Boffa Miskell Ltd<br>PO Box 110, Christchurch 8140<br>Attn: Stephanie Styles<br>Phone: 364 4215<br>Email: Stephanie.Styles@boffamiskell.co.nz |
| Address for Fees:    | Phill Stanley<br>Summerset Villages (Rangiora) Limited<br>PO Box 5187<br>Wellington 6140  |
| Site Address:        | 104 Townsend Road (141 South Belt), Rangiora<br>(refer to the Location Plan in <b>Appendix 1</b> )  |
| Legal Description:   | Lot 1 DP 547085<br>(refer Certificate of Title, in <b>Appendix 2</b> )  |
| Site Area:           | 13.9604ha   |

The requested Plan Change relates to a 13.9604ha site, located in south west Rangiora, at 104 Townsend Road (and also known as 141 South Belt), as shown on Figure 1 and Figure 2 below.





Figure 1: Plan Change Site Location

The subject land is currently used for rural and residential activities and is zoned as Residential 4B. It is located within the Rangiora infrastructure capacity area defined by the Council.



Figure 2: Plan Change Site Location

This plan change application seeks to change the zoning of the land to Residential 2 which would enable greater residential development of the site. It is also proposed to incorporate, within the zone provisions, specific rules to provide for the construction of a retirement village. This would have the effect of allowing either the whole of the site to be developed for typical residential dwellings (in accordance with the Residential 2 zone rules), or alternatively all or part of the site to be developed as a retirement village.

The current Residential 4B zoning, provides for the site to be developed into lifestyle blocks and could result in approximately 13 sections (and dwellings). The proposed Residential 2 zoning will allow for approximately 140 sections (and dwellings).

It is proposed to primarily adopt the operative Residential 2 zone rules in the WDP. Therefore, this plan change seeks the following specific changes to the WDP:

- Insert an Outline Development Plan (ODP) showing key elements that are required to be achieved for future development of this land.
- Modify the Residential 2 zone rules to require compliance with the ODP for this land.
- Include a definition of 'retirement village' in the WDP<sup>1</sup>.
- Modify the Residential 2 zone rules as they apply to this site, to include bulk and location provisions to enable the development of a retirement village and consideration of the design and appearance of a village through a consent process.
- Modify the planning maps to show the area of rezoning.

See **Appendix 13** for further information on the nature of a plan change application.

## 2.0 Site Description

### 2.1 Plan Change Site

The Plan Change site is located in the south western area of Rangiora township (see Figure 1). The northern boundary of the site adjoins South Belt, and Townsend Road adjoins the western boundary. East of the site is Southbrook Park, and the southern boundary adjoins South Brook Stream (which flows west to east).

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<sup>1</sup> See **Appendix 14** for further information on the application of this definition.



Figure 3: Plan Change Site and Surroundings

As shown in Figure 3, currently the site is predominantly grassed paddocks. The site is generally flat, sloping gently from north down to the south. Established trees and vegetation are situated along the stream and there are trees scattered across the site.

There are 2 dwellings and numerous farm buildings located towards the north western corner of the site and a horse training track adjacent to South Belt. There are a variety of established trees and gardens around the buildings. An existing hedge is located along parts of the road boundary.

Vehicle access to the site is via two access points, one on the western boundary from Townsend Road and one from South Belt.

The application site was formerly part of a 23ha title that extended from South Belt, across South Brook stream and south towards Ellis Road. An application for subdivision consent was recently granted to split the land at South Brook stream, creating the application site of some 13.9604ha in area.

The application site is currently zoned Residential 4B zone, which is a low density residential zone with a minimum allotment size of 5,000m<sup>2</sup> and an average of 1ha across the site as a whole. Despite being zoned for residential development, the site has a rural character typical of sites on the edge of the township.

## 2.2 Wider environment

The wider environment surrounding the site is mixed in character with a range of uses as can be seen in Figures 1, 2 and 3.

On the northern side of South Belt, opposite the site, the majority of the land contains typical suburban residential dwellings. Opposite the north eastern corner of the site is a large Council water reservoir and pumping station surrounded by an earth bund and plantings. The land to the north is zoned Residential 2, which permits allotments with a minimum size of 600m<sup>2</sup>.



To the north west of the site is the substantial new residential subdivision known as Townsend Fields. This development has provided a new road link from the northern end of Townsend Road through to the corner of West Belt and Johns Road, where a new roundabout has been constructed. In addition, the northern most portion of that area of land is being developed for a large new public primary school. That subdivision is serviced by a substantial stormwater management area directly west of the application site and feeding into South Brook stream.

The Land Use Recovery Plan (LURP) process rezoned the Townsend Fields land from Rural to Residential 2 to accommodate growth for recovery purposes. The District Plan now includes an ODP and associated policies and rules to this effect. That ODP is known as the 'South West Rangiora Outline Development Plan' area. The subject site, as currently zoned for residential purposes, was not identified in the LURP.

East of the site is Southbrook Park which is approximately 11.23ha and contains a playground, toilets, sports club buildings, parking and sports fields. The park is known as the home of Saracens Rugby Football Club and a number of other sports teams. An area of 2.1ha at the south of the park near South Brook stream is primarily managed for flood mitigation purposes (although designed to also be suitable for recreation use). There is also an area dedicated as a dog park accessed from Coronation Street. A Reserve Management Plan for the park was adopted by the Council in September 1999. The park is separated from the application site by a drain which is substantially planted and a public walking path extending from South Belt to South Brook.

Land to the south and south west is zoned Rural and predominantly supports rural land uses with lifestyle blocks and larger established land holdings, and large separation distances between the dwellings on each land holding. It is generally in grassed paddocks with scattered large houses, trees and shelterbelts.

Southbrook commercial area is located approximately 1km south east of the site. The central commercial area of Rangiora is approximately 1.75km to the north east. In addition to Southbrook park immediately adjacent to the site, the large reserve area of Matawai Park is also some 400m to the east of the site.

The speed limit on South Belt and most surrounding streets is 50km/hr. The speed zone changes to 80km/hr at the bridge over South Brook on Townsend Road. South of the bridge is 80km/hr, and north of the bridge is 50km/hr.

## 3.0 Proposal

This private Plan Change request, proposes to amend the WDP to alter the zoning of the site from the current Residential 4B Zone to Residential 2 Zone.

The Plan Change request will provide for suburban style residential use of the land in an area located within the existing Rangiora urban area. The rezoning of this land will enable a higher density of residential development than the current zoning, contributing to increased residential capacity in this part of Rangiora. This rezoning represents an efficient use of land as the site is located in the infrastructure capacity area defined by Council.

In addition to the rezoning as Residential 2, it is also proposed that the zone will incorporate additional rules that will enable the creation of a new retirement village, providing specialised living for older residents. This opportunity for a different form of residential accommodation will provide variety within the residential zone and provide specifically for the needs of older persons in the area.

Essentially the Plan Change is proposing to provide options for the future development of the land, either as suburban residential or as a retirement village or as a combination of the two. Should the opportunity to develop a retirement village not be realised, the residential development opportunity under the Residential 2 zoning would remain.

**Appendix 3** sets out the proposed amendments to the district plan to give effect to this plan change and the rezoning of the land. In summary, the proposed amendments to the WDP to enable these changes include:

- Modify the relevant planning maps (Maps 116 and 117) to show the new Residential 2 zoning for the application site.
- Insert a new planning map for a “South Belt Outline Development Plan” and within this insert an ODP showing key elements that are required for future development of the land.
- Include a definition of ‘retirement village’ in the WDP<sup>2</sup>.
- Modify the Subdivision rules that are relevant to this site to require future development of the land to be in general accordance with the ODP, and to fix minimum floor levels for new buildings.
- Modify the Residential 2 zone rules as they apply to this site, to include bulk and location provisions that will enable development of a retirement village, and incorporate provision for a taller main building to support a retirement village by providing a range of residential options (apartments, hospital care, memory care, etc) and associated communal facilities (lounges, café, etc). Rule amendments include exemptions to the site coverage and outdoor living space rules for retirement village development in this area, and a higher height limit for a building in a defined part of the land<sup>3</sup>.
- Modify the Residential 2 zone rules as they apply to this site, to enable consideration of the design and appearance of a retirement village through a subsequent resource consent process, as a controlled activity.

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<sup>2</sup> This definition comes from the National Planning Standards which provides mandatory definitions to be inserted in District Plans. See also **Appendix 14** for further information on the application of this definition.

<sup>3</sup> See **Appendix 13** for additional comments on the height areas and service space requirements.

- Modify the Esplanade provisions to enable the esplanade reserve to be taken in accordance with the ODP.
- Modify the Transport rules to ensure the future road accesses to the application site are in accordance with the ODP<sup>4</sup>.

See **Appendix 13** for updates to the changes originally sought and amended text proposed.

No other changes are proposed to the base provisions of the WDP, as it is considered that the existing Residential 2 zone provisions are appropriate for the development of the land for residential activities. Neither are any changes proposed to the Residential zone objectives and policies.

The Residential 2 zone provides for residential development with allotments having a minimum 600m<sup>2</sup> net area, with a minimum dimension of 18x18m. The anticipated number of allotments that could be created on the application site is approximately 140 sites.

A different form of housing would be enabled within a comprehensively developed retirement village where there would be a variety of units to meet differing needs of the residents, together with communal amenities. While a retirement village is a different form of housing and incorporates a range of support activities, it is a residential activity as the primary purpose is for permanent residential accommodation<sup>5</sup>. The proposed rules and ODP will provide for this type of residential use and allow for a specified area of the site to accommodate a larger main building to house the village centre and care building of a retirement village.

The ODP shows key elements to be incorporated into the future development of the site, including the required location of future road links to the existing transport network, the provision of an esplanade reserve adjacent to Southbrook Stream<sup>6</sup>, the location and extent of stormwater management areas and the identification of a specified area for a taller main retirement village building. The intention of the ODP is to provide certainty regarding key requirements of development, whilst allowing flexibility as the detailed design phases of development of the application site evolve in the future.

Pedestrian and cycle access will be provided to enable connections to be made to adjoining roads, to Southbrook Park, the Southbrook Stream<sup>7</sup> and the wider area. Future infrastructure servicing options have been assessed and it is confirmed that servicing of the land can be achieved in an appropriate manner. Servicing of the site includes water and wastewater which is to be provided through connections to the Council's reticulated network. Stormwater will be treated on-site in the stormwater basins located within the site adjacent to the esplanade reserve, before discharging to South Brook Stream. Telecommunications and power will be supplied from the surrounding networks. The specific design for these services will be determined at the time of future subdivision or development of the land and ensured through future subdivision or land use consents as is usual practice.

The intent of the plan change is to enable suburban residential dwellings and/or a retirement village, with both being considered residential activities in terms of their base activity type. For either type of activity, the key elements of development in terms of bulk and location that could impact on neighbours or the wider environment (building height, site coverage by buildings<sup>8</sup>, building setback from the road boundary, etc) are controlled through the same rules and if a

<sup>4</sup> See **Appendix 13** for additional comments on the content of the ODP and internal roading.

<sup>5</sup> See **Appendix 14** for further information on the application of the retirement village definition and its relationship to dwellinghouses.

<sup>6</sup> See **Appendix 13** for additional comments on the esplanade reserve formation.

<sup>7</sup> See **Appendix 13** for additional comments on this access.

<sup>8</sup> See **Appendix 13** for additional comments on site coverage.

future proposed development breaches those rules it would need to go through a resource consent process that would determine its appropriateness. Beyond these controls, the Plan Change proposes that there be an additional level of control imposed on a retirement village development to recognise that despite it being a residential activity, it would have a different form and appearance than standard suburban dwellings. This additional rule is intended to allow the Council to consider design and appearance elements of a proposal through a resource consent process that ensures that appropriate outcomes are achieved. Such outcomes include ensuring that a development integrates appropriately with the surrounding neighbourhood and is well connected to adjoining areas, appropriate provision for servicing and esplanade reserves, and use of visual quality and variety in building design and layout. It is considered that the appropriate level of assessment of such details can be achieved through a controlled activity status where there is certainty of outcome for the applicant but flexibility in the ability to deal with any particular design issues through a consent process and conditions.

In summary, new provisions are proposed including adding a definition of 'retirement village' to the WDP, provision for a taller main retirement village building, and recognition of the need to consider the design and appearance of a retirement village complex through a resource consent process. Beyond this all relevant provisions relating to residential development will guide suburban residential use of the site. Any future development of the site for any kind of residential activity will be undertaken in general accordance with an ODP.

An existing ODP called 'South West Rangiora Outline Development Plan' covers the new residential area west of Pentecost Road on District Plan Map 173. It is proposed that the ODP for the subject site be referenced as 'South Belt Outline Development Plan'.

## 4.0 Assessment of Environmental Effects

### 4.1 Residential character and amenity, visual amenity and landscape effects

The proposed plan change will enable future development of the application site as suburban residential land with a change in the visual character of the land from the present situation. The change in character of the land, together with the proposed area enabling a taller building, has been considered in a landscape and visual assessment prepared by Boffa Miskell Ltd (see **Appendix 5**).

This assessment has considered the existing Residential 4B zoning of the land as the baseline for development, and against this has assessed the change that could occur under the proposed rezoning and new rules. To achieve this a set of scenarios have been considered around stand-alone residences or partial development of the land as a retirement village. The assessment has utilised simple visual simulations to identify the level of built form that could occur under future development of the land, and the potential for visual impact from a taller building.

The assessment considers that there would be very little visual difference between development of the land for dwellings and a mix of dwellings and a retirement village. Under both scenarios the intensity of development would increase but in a way that is anticipated for a residential zone in an urban area.

The report concludes that rezoning this site as Residential 2 is appropriate in this location, from a landscape and visual perspective, as it will fit into the existing landscape context of the area and is adjacent to a similar type of development. The report also concludes that from a design and appearance perspective standard Residential 2 development would be consistent with the existing residential development on South Belt and nearby to the east and southeast.

The streetscape of a retirement village compared to a standard Residential 2 development has the potential to be less diverse, in terms of built form and streetscape appearance, but would also be in character with the wider residential suburban areas. This is particularly important for the South Belt and Southbrook Park boundaries as public spaces. The report recommends inclusion in the plan change provisions of requirements to consider the importance of built form diversity on these boundaries at the time of future development.

The report also concludes that the additional height allowance for a retirement village main building would not have any visual impacts over and above the wider development of the site, being either not visible at all or not prominent when viewed from beyond the site.

The proposed plan change provisions (as set out in Appendix 3 and described in section 3.0 of this report) incorporate a requirement for any future retirement village proposal to be assessed through a resource consent process to ensure appropriate design and appearance outcomes are achieved. This aligns with the advice provided in the visual assessment.

### 4.2 Servicing and Infrastructure

To ensure the use of the land as Residential 2 zoning can be appropriately achieved, the land will need to be serviced. All necessary infrastructure and servicing requirements have been considered and are summarised below.



#### 4.2.1 Wastewater

The Civil Engineering report by Riley Consultants (**Appendix 6**) has outlined whether the potential future demand for disposal of wastewater generated by the proposed Plan Change can be accommodated.

The report has analysed anticipated wastewater flows under either a full residential or a part residential / part retirement village scenario. Based on this analysis and discussions with Council experts, it has been confirmed that there is sufficient capacity in the wastewater main in South Belt to service the whole site under either scenario. See also **Appendices 13 and 14** for further information on this matter.

Within the site itself wastewater servicing can be designed and provided to meet the specific demands of future development.

The technical advice shows that there will be sufficient capacity in the existing network and there will be no adverse effects associated with the reticulated disposal of wastewater.

#### 4.2.2 Water Supply

A mains water supply pipe is currently situated in South Belt. Discussions with Council have confirmed that there are no known capacity constraints within the water supply system. Riley Consultants have identified that the pipe may need to be extended to link between Pentecost Road and Townsend Road (**Appendix 6**) and that there are three possible connection points for future development to the application site.

In terms of volume and demand, technical analysis of the various land development scenarios that could eventuate under the new zoning has been undertaken. Riley Consultants have confirmed that there is capacity in the council network to meet the anticipated demand for potable supply generated by the proposed rezoning. There is also capacity and pressure to supply water for firefighting purposes at the water main in South Belt. See **Appendix 14** for additional information on water supply.

#### 4.2.3 Stormwater Discharge

The site of the proposed rezoning slopes gently from the north-west to south-east. Stormwater currently flows both overland toward Southbrook Stream and into the existing council drain along the eastern boundary, as well as along the minor channels in South Belt and Townsend Road. The proposed Plan Change will affect these existing stormwater patterns, as ground contouring will be required to facilitate future residential use of the land.

Riley Consultants have provided an assessment of the necessary earthworks and stormwater management that will be needed to support the use of the land (**Appendix 6**).

For future development to be protected from potential flooding, filling is likely to be required across much of the site. Detailed design of the filling would occur as part of future land development or subdivision, but a preliminary design has been completed to enable stormwater management to be assessed.

The Council and Riley Consultants have confirmed that discharge of stormwater to ground is not an option for this land, as the ground water table is within 300mm of the surface. Existing stormwater basins to the east of the site are at capacity and will be unable to accept stormwater from potential future development on site.

Following discussions with Council, Riley Consultants have confirmed the appropriate solution for the site. It is proposed to use a combination of sumps, pipelines and pre-treatment devices to collect and treat stormwater initially. This will then be collected within one of two wet pond retention basins, located in the south-eastern corner and adjacent to the southern boundary of the site. These basins will provide further treatment and retention of the water before it is discharged to the Southbrook Stream. Sufficient land has been identified and set aside through the ODP to ensure that stormwater management can be provided within the site.

In addition, the frontages along South Belt and Townsend Road will need to be upgraded during site development to manage stormwater flows. The technical advice shows that stormwater can be collected on these roads and directed to South Brook, and the council network around the site, rather than within the site.

The future development of the application site will result in an increase in overall stormwater flows, but attenuation within the wet ponds will reduce peak water flow rates to pre development stormwater conditions. In very rare cases, if the ponds exceed capacity, emergency discharge directly to Southbrook Stream can occur and these cases are likely to coincide with flood conditions in the stream meaning dilution of any contaminants.

See **Appendix 13** for further information on stormwater ponds.

Overall the anticipated effects of future site development on the stormwater network will be no more than minor, based on appropriate stormwater management solutions being implemented at the time of future development and the stormwater can be managed appropriately as part of future site development. Similar stormwater measures would likely be required if the land was used in other reasonable ways.

#### 4.2.4 Telecommunications and Electricity

The Civil Engineering report provided by Riley Consultants (**Appendix 6**) has investigated the capacity available in the network to supply power and telecommunications to future development on the land. Discussions with suppliers confirms that supply is available in the surrounding network, and the design of any future supply can be determined during detail design phases in future. See also **Appendix 14** for further information on power supply.

### 4.3 Natural hazards

#### 4.3.1 Geotechnical assessment

Geotechnical investigations have been undertaken by Riley Consultants (**Appendix 8**). The investigations included a desktop study of available geological information, site visit, geomorphological mapping of the site and soil testing.

Based on the soil profile and how prone the site is to liquefaction; the site has been given a TC1 classification and future residential development will need to have at least a TC2 MBIE foundation solution. The report advises that larger buildings will need a specific geotechnical solution for the building foundation design. It is also recommended that earthworks associated with future development are carried out in summer months.

Overall it is considered that there are no significant geotechnical barriers to prevent the site from being developed for residential purposes.

#### 4.3.2 Flooding

An assessment of potential flooding risks and mitigation measures has been prepared by Riley Consultants (**Appendix 7**). The site is within the flood hazard area shown in the WDC District Plan, and is also located within the Ashley River floodplain. Modelling of the 200-year local catchment rainfall flood event and the 200-year Ashley River breakout event has been undertaken.

Currently some flooding occurs on the site, predominantly in the southern area adjacent to Southbrook Stream where ground levels are lower resulting in stream flows encroaching into the site. When flows exceed capacity in the open channel stormwater drains water enters the site along the western boundary from Townsend Road, and to a minor degree at the northern boundary from South Belt.

The report sets out that once development occurs on the site, including filling to raise the site above flood levels, overland flows across the site will be due to rainfall rather than flood waters. The future ground contouring is expected to divert flood waters around the site.

As a result of site level changes, the report finds that water flows within Southbrook Stream increase at Townsend Road, although water flows decrease within the channel along the eastern site boundary. Potential for water flows in Southbrook Stream to exceed capacity, resulting in water flowing overland to the south-east within rural land beyond Southbrook Stream, happens in both existing and post development scenarios.

The modelling undertaken found that the earthworks required to achieve a higher ground level, in conjunction with ancillary works along the site boundary, may have an impact on some land and existing properties adjacent to the site. The increase in maximum water levels adjacent to the culvert passing beneath Townsend Road is approximately 50mm at the upstream end and 60mm at the downstream end. The increase at the downstream end is a result of flow from Townsend Road entering Southbrook at this location. The increase in water levels midway along the site boundary is approximately 60mm. This maximum increase in water levels is mainly isolated to Southbrook with increases to water levels diminishing away from Southbrook. The estimated maximum water level increase adjacent to existing dwellings is in the order of 30mm which is observed at 84 Townsend Road located south of the culvert.

Further analysis has been completed for the property at 84 Townsend Road in order to assess the effect of an increase in water level, including a survey of the finished floor levels for existing dwellings on that site. Based on the modelled parameters, the modelling shows that the finished floor levels of Dwelling 1 and Dwelling 2 at 84 Townsend Road are inundated in the predevelopment scenario. The water level increase of up to 30mm as a result of the proposed development does not impact on the number of dwellings inundated during the modelled event at 84 Townsend Road. See **Appendix 13** for additional information on potential flood impacts.

The combined 200-year flood event (local catchment plus Ashley River breakout) has been modelled to assess the effects of development of the site. The modelling indicates the predevelopment flows cause inundation across a large number of properties. The model found that the earthworks required to achieve a flood free site in conjunction with auxiliary works along the site boundary can have a minimal impact on the existing properties adjacent to the site. The flood levels and flood extents as a result of development of the site can result in less than minor effect with appropriate design mitigation measures.

Overall, the modelling demonstrates that the land subject to the plan change can achieve an outcome with no more than minor effects based on appropriate stormwater management solutions being implemented. It is also considered that similar measures to these would be required for other reasonable use of this land.

## 4.4 Contaminated soil effects

The rezoning of the land will enable a change in residential outcomes, from low density residential zoning to suburban density residential zoning. This will facilitate a change in actual use from rural residential to residential development. On the basis of this change, a Preliminary Site Investigation (PSI) and Detailed Site Investigation (DSI) has been undertaken to fulfil the requirements of the NES for Contaminated Soils (NES-CS). A combined PSI and DSI has been prepared by Riley Consultants (**Appendix 9**).

A significant sampling process has been undertaken and the investigations found that heavy metals were present in some soil samples taken across the site, at concentrations greater than background levels. However, there was only one instance of lead exceeding the human health protection criteria for residential land use or ecological protection. All other contaminants were below trigger levels.

The report notes that resource consent for the works as a restricted discretionary activity will need to be obtained under the NES-CS, prior to future site development being carried out. This can be dealt with through future landuse or subdivision consents once detailed development intentions are known. The report also notes that the NES-CS consent status will reduce to controlled activity if a retirement village rather than residential end-use is intended.

The report recommends that subsequent to the Plan Change being made operative and prior to any future development on-site, a Site Management Plan (SMP) is prepared. Again, this necessity can be linked to the resource consent process to the development design consenting process.

Provided these matters are managed as part of future development works on site, the site is considered suitable for the residential development enabled by the rezoning.

## 4.5 Traffic / Transport Effects

The site is situated at the corner of South Belt and Townsend Roads, south east of central Rangiora, and west of Southbrook Road which is a key route to Christchurch and State Highway 1. A transport assessment has been prepared by Stantec, describing the existing transport infrastructure in the area and whether the transport network can accommodate the future development enabled by the proposed Plan Change (**Appendix 10**).

A review of road safety records shows that there have been no reported crashes along the South Belt road frontage. Some crashes have occurred at the intersections with South Brook Road and Townsend Road. The Townsend Road intersection crashes were prior to the change in form (from a right-angle corner to a T intersection), and the Southbrook Road intersection crashes reflect the high volumes of traffic movements. It is considered the site is well located with respect to connecting to the local and wider transport network. There are no inherent safety concerns in the immediate vicinity of the site.

In addition to good connections to the wider road network, there is a nearby core route bus service that is only 200m from the site, providing access to both the Rangiora town centre, and Christchurch. The existing road and pedestrian network also provide good connectivity for pedestrians and cyclists.

Having considered the expected traffic environment, existing rules and potential traffic engineering outcomes, new intersection positions on South Belt to service the site have been recommended and are shown on the ODP for the land. These locations are shown as fixed and include a new road connection between Townsend Road and Pentecost Road, and between

Rowse Street and Martyn Street. It is considered these locations will enable safe and efficient access to be provided to South Belt. The internal road layout for the site will be appropriately developed at the detailed design stage. Pedestrian and cycle connections to the wider network can be readily achieved through upgrades of the site frontage on South Belt and Townsend Road, although this will be addressed at the time of future development. See **Appendix 13** for further information on this matter.

Stantec have analysed the existing and anticipated traffic generation for the site, future growth on the network over time, and traffic generation changes if the site is developed under the new zoning (looking at either Residential 2 housing only, or a combination of Residential 2 and retirement village housing).

The Plan Change site will generate between approximately 1,200vpd and 1,400vpd, with up to 135 vehicles per hour (vph) forecast. This is an increase compared to the existing zoning which would generate approximately 110vpd. By way of context, the traffic volume currently generated is typical of a local road connection. The option with retirement village results in slightly higher daily traffic volumes, but less peak hour traffic.

Intersection analysis has been carried out at the South Belt intersections that connect with Townsend Road and South Brook Road. The contribution of the Plan Change to changes in traffic volume is small and less than 55vph (in both directions) on surrounding roads. Such volume increases can readily be accommodated within the existing road formation.

The intersection analysis has confirmed that South Belt / Townsend Road will operate with excellent levels of service with low delays.

The South Belt / Southbrook Road intersection is forecast to operate with lower levels of service, in the longer term (2028), irrespective of development of this site. That makes it more sensitive to changes in traffic volumes. However as indicated by the analysis, only small changes in traffic are forecast to use the intersection due to the development of the plan change site. Overall the level of service is retained at LOS E with or without the Plan Change.

Overall, it is considered that even though the South Belt / Southbrook Road intersection will be under pressure in the future, the contribution of the site to traffic volumes at the intersection will be negligible, and the site is sufficiently well located to allow flexibility in travel routes such that additional traffic can readily be accommodated within the transport network. The proposed plan change is supported from a transport perspective.

Note: carparking within the site will be subject to district plan requirements as applied to a proposal in the future and no change to parking rules is proposed in this plan change. See **Appendices 13 and 14** for more information on this.

## 4.6 Cultural and Heritage values

The application site is not in a known site or place of importance to tāngata whenua, there are no protected heritage items or areas on the site, no archaeological sites or any other protection (as identified on the Waimakariri District Planning Maps, the New Zealand Archaeological Association website, the New Zealand Historic Places Trust list or in the IMP).

As part of the Plan Change analysis an assessment has been undertaken with regards to the Mahaanui Iwi Management Plan to assess the potential effects on tāngata whenua values (see Section 6.4.1).

Consideration has been given to iwi values, especially in relation to protection of water quality, in undertaking the development of the ODP. Further consideration of issues of interest to iwi will



be incorporated into any future design and layout of the site for subdivision and land use purposes.

Overall it is considered that any potential adverse effects on cultural or heritage values will be less than minor.

## 4.7 Positive effects

It is also important to note that the rezoning of this land, and the subsequent development of the site, will provide a range of positive effects for the local and wider environment. These include:

- Provision of a new esplanade reserve along the northern side of Southbrook Stream, which will allow access to the stream and provide land for protection of waterway values and enhancement potential.
- Within the new esplanade reserve, there will be the ability to develop pedestrian and cycle connections which will enable a public link from east to west, connecting the Townsend Fields open spaces to South Brook park and beyond.
- Further pedestrian and cycle links to and through the site will be enabled.
- The residential and/or retirement village development of the land will provide further residential capacity for Rangiora, and will enable greater dwelling choice and accommodation options, especially for the elderly.
- The opportunity for elderly people to remain in Rangiora close to family and friends.

## 4.8 Conclusion on effects

As set out above, it is considered that the proposed rezoning of the land, and subsequent development of the subject site, will not lead to any adverse effects on the surrounding environment.

In terms of landscape and visual effects, the analysis concludes that rezoning this site as Residential 2 is appropriate in this location, from a landscape and visual perspective, as it will fit into the existing landscape context of the area and is adjacent to a similar type of development. Development of the land for residential and / or retirement village outcomes will not lead to any adverse visual or character effects. Recommendations to ensure good design and appearance outcomes, through future resource consent processes, are incorporated into the plan change provisions.

The Civil Engineering report by Riley Consultants provides technical evidence to show that there will be no impediments to servicing the site for proposed future uses as follows:

- Council wastewater reticulation mains have capacity to convey wastewater generated by future development.
- Council water supply reticulation mains have capacity to provide sufficient volume and pressure to meet normal demands and firefighting flows.
- Stormwater reticulation systems will be required to collect and convey stormwater on site to stormwater ponds, and the required system can be achieved through the use of wet ponds to treat, and attenuate stormwater generated from the site to pre-developed condition prior to discharge.

- Communications services will require an extension of the existing fibre service mains as reticulated by Enable, and electrical services will require an extension of the existing primary mains as reticulated by Main Power.

Development of the site for residential purposes has been assessed, including the effects of earthworks to raise the ground level above the expected flood levels, and to determine the impact of future residential development on existing surrounding residential properties. It is considered that with appropriate stormwater management solutions, the effects of flood risk across the site and surrounding areas can be appropriately managed.

Overall the geology and geotechnical condition of the site has been assessed and it is considered that there are no significant geotechnical barriers to prevent the site from being developed for residential purposes.

Contamination of the soil has been assessed and it has been confirmed that, provided consent processes and a Site Management Plan are undertaken as part of future development works on site, the site is considered suitable for residential development as would be enabled by the rezoning.

The site is well located within the transport network for good connectivity by a range of travel modes, including pedestrian, cycle, bus, and private vehicles. With the key site access locations identified, the remaining internal transport related matters can be addressed through subdivision and, if necessary, resource consent processes. The traffic generated is relatively low in the context of the wider transport network. Assessment has shown that the adjacent road network will operate efficiently, and the wider area South Belt / Southbrook intersection will retain the same level of service.

The proposed rezoning will also enable a range of positive outcomes including greater housing capacity and choice with good connectivity to existing services and facilities.

## 5.0 Statutory Framework

### 5.1 Private Plan Change process

The RMA provides that any person may make a plan change request to a local authority to amend its District Plan under Section 73(2) of the RMA. The requirements for requesting a plan change request are outlined in Schedule 1 of the RMA. The request must be made in writing, and the purpose and reasons for the change need to be explained. The request needs to include an evaluation report prepared in accordance with the requirements in Section 32 of the RMA. Relevant provisions of the RMA are set out in **Appendix 4**.

Where a plan has been developed under Schedule 1, no request to change the plan can be made within 3 years of that plan being made operative. The WDP was made operative on 28<sup>th</sup> November 2005 and thus a request for a private plan change is not precluded.

After the request to the local authority has been made, the local authority needs to evaluate the proposal. In evaluating the request, the local authority may request further information or reports, and can change the plan change request but only with the agreement of the person who made the request.

Within 30 working days of either receiving the plan change, receiving all information requested, or making modifications to the plan change whichever is the latest, the local authority needs to decide:

- whether to adopt the request, all in or part, as if it were their own plan change;
- accept the request in whole or in part;
- process the plan change as if it were an application for resource consent;
- reject the plan change (but only where it is frivolous or vexatious, or if in the last 2 years the change has been given effect to, or if it is not in accordance with sound resource management practice, or the plan that is subject to the plan change has been operative for less than 2 years).

Within 10 working days of making its decision the local authority shall notify the person requesting the plan change of its decision. If the decision is to accept the request, the local authority shall notify the plan change within 4 months and the usual process of submissions, further submissions and hearings then commences under the provisions of the Act.

#### 5.1.1 Section 32

In accordance with Section 32, an evaluation of the proposed plan change needs to:

- include an evaluation of the changes proposed and whether they are the most appropriate to achieve the purpose of the RMA;
- identify other reasonably practicable options which achieve the objectives;
- assess the efficiency and effectiveness of the proposed provisions;
- set out the reasons for choosing the proposed option.

This plan change request incorporates an evaluation of these matters within section 7 below.

### 5.1.2 Matters to be considered under Section 74

The assessment of a proposed plan change needs to ensure the proposed provisions are in accordance with all other statutory documents and the purpose and principles of the RMA. Section 74 of the Act outlines the functions, provisions, and statutory plans which the proposed plan change needs to be consistent with.

Specific to the Waimakariri District, the following provisions have been considered when preparing this plan change:

- National Planning Standards (first set) released 5<sup>th</sup> April 2019
- National Policy Statement on Urban Development Capacity (2016)
- National Environment Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES)
- Recovery Strategy for Greater Christchurch
- Land Use Recovery Plan
- The Greater Christchurch Urban Development Strategy (GCUDS)
- The Canterbury Regional Policy Statement (2013)
- The Canterbury Land and Water Regional Plan
- Canterbury Regional Land Transport Strategy 2012-2042
- Waimakariri District Plan
- The Mahaanui Iwi Management Plan (2013)

These documents are considered further in Section 6 below.

### 5.1.3 Resource Management Act 1991 – Part 2

The relevant provisions within the RMA are set out in **Appendix 4**.

Part 2 of the Act sets out the purpose of the Act (section 5) being the sustainable management of natural and physical resources to enable people to provide for their health, cultural, economic and social wellbeing.

Section 6 seeks to manage the use, development, and protection of natural and physical resources, to recognise and provide for identified matters of national importance. Of relevance to this proposal is the preservation of the natural character and the protection of them from inappropriate subdivision, use, and development. The maintenance and enhancement of public access to and along rivers, and the management of significant risks from natural hazards.

Section 7 identifies Other Matters to which particular regard must be had including the maintenance and enhancement of amenity values and the quality of the environment and Section 8 requires the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) to be taken into account.

This plan change will enable the efficient use of a piece of residentially zoned land for a suburban density of development that is more efficient than the development outcomes currently provided for, and also for a potential a retirement village. However, the design and appearance of any future land use outcomes, either as separate residential units or as a

retirement village with a taller main building, will be subject to a resource consent process to ensure a high level of on-site amenity and maintain the quality of the surrounding environment.

The rezoning, and consequential development of the land enabled by the rezoning, will also enable the taking of an esplanade reserve along the north bank of Southbrook Stream, which will not only provide flood protection but also an opportunity for public access and future riparian planting and enhancement.

Overall, it is considered that the Plan Change gives effect to Part 2 of the RMA.



## 6.0 Consistency with other Relevant Planning Documents

### 6.1 National Planning Documents

#### 6.1.1 National Planning Standards

The National Planning Standards (NPS) have been developed by the Ministry for the Environment, and the purpose of the standards is to improve the efficiency and effectiveness of planning systems through consistent approaches to planning documents. They provide mandatory standards for some elements of district plans and are being used to guide the development of a proposed district plan for Waimakariri. The NPS contains some mandatory directions that must be achieved by local authorities.

This plan change seeks amendments to the operative District Plan which was not developed under the planning standards. The changes sought by this plan change are to the existing rules rather than in the format of the new planning standards. It is acknowledged that when the district plan review is undertaken the format of rules sought under this plan change may alter, but it is anticipated that the content will remain the same or be aligned with any consistent approaches undertaken for the Residential 2 zone.

The approach of using the existing Residential 2 label for this land is consistent with the NPS's outcomes of providing for residential activity. Beyond this, it is worth noting that there are no other particular mandatory outcomes required to be achieved through this plan change.

An area of particular relevance to this plan change is the mandatory definitions which are required to be used, including the definition of 'retirement village'<sup>9</sup>. This definition has been applied to this plan change and thus gives effect to the NPS requirements. This definition makes it clear that retirement villages are considered to be a residential activity but one which may also incorporate a range of other additional amenities to benefit their residents. This is important as it makes clear from the highest level that retirement villages are primarily residential in nature.

It is noted that the descriptions of the residential zones to be applied (through mandatory direction) all specify that the residential zones are to be used predominantly for residential activities. As set out above, the NPS anticipates that retirement villages are a residential activity. In this way, the rezoning of the land to Residential 2 zone and the opportunity for establishment of a retirement village is consistent with the intent of the NPS for this type of zone.

#### 6.1.2 National Policy Statement on Urban Development Capacity

The National Policy Statement on Urban Development Capacity (NPS-UDC) came into effect on 1 December 2016. This document aims to ensure that planning decisions enable the supply of

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<sup>9</sup> National Planning Standards, Definitions Standard "means a managed comprehensive residential complex or facilities used to provide residential accommodation for people who are retired and any spouses or partners of such people. It may also include any of the following for residents within the complex: recreation, leisure, supported residential care, welfare and medical facilities (inclusive of hospital care) and other non-residential activities."

housing needed to meet demand and identifies high growth areas such as greater Christchurch<sup>10</sup>.

The NPS-UDC directs local authorities to provide sufficient development capacity in their resource management plans, supported by infrastructure, to meet demand for housing and business space. If the information gathered to understand growth demands and capacity, shows that more development capacity needs to be provided to meet demand, local authorities must then do so. The NPS-UDC also places a strong emphasis on planning coherently across urban housing and labour markets, which may cross local authority administrative boundaries. This planning has required a coordinated approach between local authorities and Environment Canterbury (ECan) in the greater Christchurch area, as greater Christchurch is defined as a high growth urban area.

The NPS-UDC is given effect to through the Greater Christchurch Urban Development Strategy, which guides the work of the Greater Christchurch Partnership. A Housing and Business Development Capacity Assessment prepared in 2018 concluded that at a greater Christchurch level there is enough zoned land in the short, and possibly the medium term, to meet projected demand. However, there may be some emerging shortages in the Selwyn and Waimakariri districts. These potential shortages will need to be considered through, amongst other processes, the District Plan review that is currently underway in the Waimakariri District.

As such, the proposed rezoning of the application site enables a more efficient form of residential development than the present Residential 4B zoning. In addition, the proposed rezoning encourages consolidation of development within the identified urban boundary for Rangiora. Further, the rezoning contributes to addressing the shortage of appropriately zoned land in the Waimakariri District. It therefore gives effect to the NPS-UDC.

### 6.1.3 National Environment Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

The National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NES-CS) is a nationally consistent set of planning controls and soil contaminant values. It ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed and, if necessary, the land is remediated or the contaminants contained to make the land safe for human use.

A combined Preliminary Site Investigation (PSI) and Detailed Site Investigation (DSI) has been undertaken for the application site to fulfil the requirements of the NES-CS by Riley Consultants (Appendix 9). However, it is also noted that once details of actual development proposals are designed a resource consent will be required to be applied for under the NES-CS prior to future site development works. The proposed plan change gives effect to the requirements of the NES-CS as appropriate to the proposed rezoning of the application site, by showing that the land can be appropriately developed for residential use with no need for unexpected levels of remediation.

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<sup>10</sup> The greater Christchurch area includes the urban area of Christchurch City as well as portions of Selwyn and Waimakariri Districts. It includes Rangiora.

## 6.2 Regional Planning Documents

### 6.2.1 Recovery Strategy for Greater Christchurch

The Recovery Strategy is the key reference document that guides and coordinates the programmes of work, including Recovery Plans, under the Christchurch Earthquake Recovery Act for the greater Christchurch area. It sets out a shared vision and the Government's overall approach to recovery, and is also a statutory document that will be read together with, and forms part of, certain documents created under other Acts. Of relevance to this plan change, the district plan provisions must not be interpreted or applied in a way that is inconsistent with the Recovery Strategy.

In regard to Goal 2 for Economic Recovery, the Strategy includes looking to revitalise greater Christchurch by planning for flourishing rural towns and facilitating opportunities for local investment. This plan change represents local investment in Rangiora by the provision of a zone to enable new housing and a retirement village to meet the residential needs of the town and district, further promoting the Rangiora township and the lifestyle to live in a growing rural township.

The key element of the Recovery Strategy of relevance to this plan change is the need to ensure sufficient residential housing as set out under Goal 5 for Built Environment Recovery. This seeks to ensure enough land is zoned to support the recovery needs, located within settlement patterns that are consistent with an urban form that provides for the future development of greater Christchurch. The proposed Plan Change provides for additional residential land within the current Rangiora settlement boundary, and in a form that is appropriate to enhancing housing needs.

As a whole, the Plan Change is consistent with the Recovery Strategy for greater Christchurch. The specific outcomes of the Recovery Strategy are to be implemented through the Land Use Recovery Plan and the District Plan (see sections below).

### 6.2.2 Land Use Recovery Plan

The Land Use Recovery Plan (LURP) 2013 was developed following the Canterbury Earthquakes under the Canterbury Earthquake Recovery Act. 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 as set out above. The LURP included specific actions to amend the WDP in relation to rezoning some priority areas for redevelopment and making changes to the rules to better enable residential and commercial growth.

The proposed Plan Change will be in accordance with the LURP as the proposed land falls within the identified 'projected infrastructure boundary' area for Rangiora and thus has been identified for future urban development. It will also support the goals of the LURP relating to the provision of housing choice and capacity, including for elderly persons<sup>11</sup>.

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<sup>11</sup> LURP sections 2.0, 3.0 and 4.0 and goals "zoning sufficient land for recovery needs within settlement patterns consistent with an urban form that provides for the future development of greater Christchurch" and "having a range of affordable housing options connected to community and strategic infrastructure that provides for residents' participation in social, cultural and economic activities".

### 6.2.3 The Greater Christchurch Urban Development Strategy 2016

The Greater Christchurch Urban Development Strategy (GCUDS) outlines the principles that underpin development within the greater Christchurch area. The key principle is to ensure greater Christchurch is a liveable, safe, sustainable and healthy place through leadership, partnership, resilience, innovation, integration, regeneration and equity.

Strategic goals set out the outcomes that the strategy seeks to achieve including healthy communities, enhanced natural environments, prosperous economies, integrated and managed urban development.

Rangiora is identified as an urban growth area and the application site is located within the identified urban growth boundary for the township. In this regard, it is aligned with the goal of integrated development, being located in proximity to existing services and facilities. Furthermore, stormwater will be treated on the site to minimise potential adverse effects on water quality in Southbrook Stream. Wastewater will be reticulated, and bulk earthworks will be undertaken during summer months to minimise effects on groundwater. Any future development will be designed to ensure a high-quality living environment with good connectivity to local walking tracks. As such, the rezoning and future development of the application site aligns with the outcomes sought by the GCUDS.

### 6.2.4 Canterbury Regional Policy Statement

The Canterbury Regional Policy Statement (CRPS) is the key guiding document for resource management issues in the region. The CRPS provides objectives, policies and methods to resolve the region's resource management issues, and to achieve the integrated management of the natural and physical resources of Canterbury. The key objectives and policies relevant to this plan change are contained in **Appendix 12**. District plans are required to give effect to a regional policy statement.

The CRPS does not include a definition of 'residential activity' or of a 'retirement village', but does define 'urban activities' as "*residential units at a density of more than one household per 4ha of site area*". The proposed use of the land as Residential 2 zoning is consistent with this urban activity definition, and the opportunity for a retirement village is also urban (and residential) in character.

The key provisions of the CRPS for the rezoning of the application site are contained within Chapters 5 and 6, and include:

#### **Objective 5.2.1 – Location, Design and Function of Development (Entire Region)**

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

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

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

*(a) maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;*

*(b) provides sufficient housing choice to meet the region's housing needs; ...*

#### **Objective 6.2.1 - Recovery Framework**

*Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:*

- (1) identifies priority areas for urban development within Greater Christchurch; ...*
- (3) avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS; ...*
- (6) maintains or improves the quantity and quality of water in groundwater aquifers and surface water bodies, and quality of ambient air; ...*
- (8) protects people from unacceptable risk from natural hazards and the effects of sea level rise;*
- (9) integrates strategic and other infrastructure and services with land use development; ...*
- (11) optimises use of existing infrastructure; ...*

#### **Objective 6.2.2 – Urban Form and Settlement Pattern**

*The urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas, by: ...*

- (4) providing for the development of greenfield priority areas on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;*
- (5) encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton; ...*

The application site is currently zoned for low density residential activity and is identified by the Council as being within the urban boundary of Rangiora. The proposed rezoning will enable a higher density of residential development than the current zoning, in close proximity to the centre of Rangiora, thus making the development of the land more effective in providing for residential capacity and demand. Being within the identified urban infrastructure boundary shows that the site has already been identified as being appropriate for residential growth and enables consolidation of development in this part of the town. The up-zoning of the land provides for greater efficiency of development than the current low density under the operative zone.

The location of the application site means that it will not conflict with or compromise existing activities, and the design of any future residential development on the land is expected to be of a high standard to ensure it contributes to the urban character of the town. A high standard of built form and layout that contributes to the wider community can be ensured through future processes. Any residential housing or a retirement village will be subject to appropriate rules or a future resource consent process.

In addition, the opportunity for residential development within a retirement village will provide further housing choice for older persons within the town. This is directly relevant to enabling people, including future generations, to meet their needs for well-being, health and safety. Providing the opportunity for older persons to live in a purpose designed facility that meets their



specific and changing needs benefits their wellbeing and that of their families and the wider community.

Additional opportunities for housing choice can be achieved through this plan change providing for stand alone residences or for retirement village opportunities. The use of this land represents self sufficient growth of the town without expansion into the adjoining rural zoned land.

The esplanade reserve along Southbrook Stream would provide the opportunity for enhancement of the natural environment, through planting of the riparian margin, and would provide improved public access.

In addition to the chapters above, the CRPS includes chapters directing the anticipated outcomes for management of Fresh Water, Natural Hazards and Soils. The assessment of effects above has determined that any future development of the land can be fully serviced, and stormwater treated within the site to minimise contaminants entering Southbrook Stream. Furthermore, earthworks can be undertaken without adversely impacting on groundwater quality. Likewise, ground levels within the site can be changed to minimise the risk of flooding and not adversely impact on adjoining sites. Traffic resulting from the future residential development of the site will not compromise the transport network.

The CRPS also includes policies relating to the use of outline development plans as a tool to guide future development of larger land parcels. It is noted that this does not relate to the zoning of this land as it is restricted to greenfield priority areas and rural residential development and the site and proposal fits neither of these. However, policy 6.3.3 has been used as guidance for the outline development plan for this site including clear demonstration of how the land must be developed in future to deal with key relevant matters – required road connections, esplanade reserve provision, stormwater management and connections to the surrounding area.

Overall, it is considered that the proposed plan change will give effect to the provisions of the CRPS.

#### 6.2.5 The Canterbury Land and Water Regional Plan

The Canterbury Land and Water Regional Plan (LAWRP) manages land and water resources in Canterbury to achieve the purpose of the RMA. Of particular relevance to this plan change, the provisions of the Plan manage the taking of water, the discharge of water and contaminants to land and water including stormwater, as well as large scale earthworks. Objective 3.8 seeks that the quality and quantity of water in fresh water bodies and their catchments is managed to safeguard the life-supporting capacity of ecosystems and ecosystem processes, including ensuring sufficient flow and quality of water to support the habitat and feeding, breeding, migratory and other behavioural requirements of indigenous species, nesting birds and, where appropriate, trout and salmon.

Objective 3.13 states that groundwater resources remain a sustainable source of high-quality water which is available for abstraction while supporting base flows or levels in surface water bodies, springs and wetlands and avoiding salt-water intrusion.

The policies seek that:

*4.15 In urban areas, the adverse effects on water quality, aquatic ecosystems, existing uses and values of water and public health from the cumulative effects of sewage, wastewater, industrial or trade waste or stormwater discharges are avoided by:*

- a. all sewage, industrial or trade waste being discharged into a reticulated system, where available;*
- ab. all stormwater being discharged to land or into reticulated system, where a reticulated system is available;*
- c. all stormwater being discharged in accordance with a stormwater management plan, where one has been consented; ...*

*4.17 Stormwater run-off volumes and peak flows are managed so that they do not cause or exacerbate the risk of inundation, erosion or damage to property or infrastructure downstream or risks to human safety.*

*4.18 The loss or discharge of sediment or sediment-laden water and other contaminants to surface water from earthworks, including roading, works in the bed of a river or lake, land development or construction, is avoided, and if this is not achievable, the best practicable option is used to minimise the loss or discharge to water.*

*4.19 The discharge of contaminants to groundwater from earthworks, excavation, waste collection or disposal sites and contaminated land is avoided or minimised by ensuring that:*

- a. activities are sited, designed and managed to avoid the contamination of groundwater;*
- b. existing or closed landfills and contaminated land are managed and monitored where appropriate to minimise any contamination of groundwater; and ...*

The proposed Plan Change will not be contrary to the objectives and policies of the LAWRP given the proposed connection to reticulated water and sewer networks, the anticipated management of stormwater treatment and management controls on earthworks. Regional consents will be required at the time of future development and these will be applied for once detailed design has been completed.

#### 6.2.6 Canterbury Regional Land Transport Plan 2015-2025 (updated 2018)

The Canterbury Regional Land Transport Plan (CRLTP) identifies issues to be addressed within the region. These include maintaining and enhancing accessibility, providing transport options, managing private household vehicle traffic growth, transport network security, and managing the transport impacts of anticipated population change. It also identifies the following key outcomes:

- Reducing environmental impact
- Improving resilience
- Enabling freight growth
- Supporting visitor retention and dispersal
- Supporting safe, healthy and connected communities, and
- Supporting economic development.

The proposed ODP, and any future development of the land under the proposed residential zoning, will not undermine or constrain the ability to achieve the key outcomes of the CRLTP. In fact, consolidating development within the urban boundary of Rangiora improves the density of

the population to support public transport options. The technical assessment undertaken shows future development of the land will not compromise the transport network.

## 6.3 District Planning Documents

### 6.3.1 Waimakariri District Plan

The WDP is a key document for the assessment of this plan change and provides the objectives and policies for the Plan Change to be tested against. The key provisions of the WDP are included in **Appendix 11**.

The WDP does not include any definition of residential activity or retirement village. The lack of these definitions is representative of the age of the plan and the time in which the plan was developed.

Chapter 12 Health Safety and Wellbeing provides objectives and policies relating to the outcomes expected for the built environment. Of relevance to this plan change are the following:

*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.*

*Policy 12.1.1.1 Maintain and enhance the positive contribution that buildings and structures, and the spaces between them, make to the character and amenity of urban areas where people reside, the neighbourhood and streetscape.*

The proposed Plan Change seeks to zone the land to enable suburban residential development that will be consistent with the surrounding residential neighbourhoods. The amenity values of the rezoned land can be expected to be similar to that in established neighbourhoods and provide housing options for residents. The level of built form that would be enabled for future development of the land would be the same or similar to that on neighbouring land to the north and north west, with the exception of the area identified as providing for a taller building for a retirement village. The area of additional building height has been assessed above as being appropriate to the site and suitably located within this block of land in a way that does not adversely impact on amenity values. In this way, the proposed rezoning of the land is consistent with the outcomes anticipated for residential areas within the urban boundary of Rangiora.

Chapter 17. Residential Zones contains the objectives and policies for the residential areas within the district. Of relevance to this plan change are the following:

*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.*

*Policy 17.1.1.1 Maintain and enhance the characteristics of Residential Zones that give them their particular character and quality of environment and provide for comprehensive residential development within the Residential 1, 2, and 6 Zones.*

*Policy 17.1.1.2 Recognise and provide for differences between Residential Zones reflecting the community's expectations that a range of living environments will be maintained and enhanced.*

The Residential 2 zone is described<sup>12</sup> as “...most of the living environment in the District’s towns. It is characterised by the single storey detached dwelling, surrounded by lawns and gardens. The streets are open and spacious and generally carry only local traffic. The Residential 2 Zone is sensitive to adverse effects that may spill over from adjacent zones, especially the Business and Rural Zones.”, and the characteristics expected for the Residential 2 zone are listed<sup>13</sup> as:

- *predominant activity is living;*
- *predominantly detached dwellings;*
- *facilities include schools, local shops, churches, places of assembly, reserves;*
- *lower density of dwellings than for Residential 1;*
- *lot sizes minimum 600 square metres and maximum site coverage 35%;*
- *open, spacious streetscape, with hard surfaces visually dominant;*
- *low traffic speeds;*
- *fewer traffic movements on many streets than in Residential 1;*
- *limited advertising;*
- *full urban services; and*
- *trees and plants enhance streetscapes*

The proposed Plan Change will introduce an additional area of Residential 2 zoning that will provide the opportunity for future residential growth, which is in character with the adjacent and wider suburban development of Rangiora. The approach to predominantly apply the current residential rules to this land ensures that the nature and scale of development will be as intended and as is currently occurring in this zone. In this way it will be consistent with policy 17.1.1.1.

The proposal to extend this to incorporate provision for a retirement village will enable a different form of residential living, which is consistent with the outcome sought by Objective 17.1.1 and policy 17.1.1.2 of ‘a range of living environments’. Retirement villages are commonly understood within other District Plans to form a component of residential zones in modern towns. This option will have a general scale compatible with the residential zoning, including the same level of overall site coverage, but with the addition of provision for a taller building in the centre of the site. This type of development is akin to the comprehensive residential development approach anticipated by policy 17.1.1.1 and will provide for a range of living environments as anticipated by the objective and policy.

Proposed controls over the design and appearance of a retirement village as part of a future consent process will ensure maintenance of character and quality. The description of the zone as being dwelling surrounded by lawns and gardens will be representative of the use of the land under the residential 2 zoning and would also be well achieved through a retirement village development that meets the same levels of site coverage.

Development of the application site under the proposed zoning and provisions will be consistent with the objectives and policies for the residential zones.

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<sup>12</sup> In the explanation to Issue 17.1 and associated objective and policies.

<sup>13</sup> In Table 17.1.

See **Appendix 13** for further analysis on the character of retirement villages in a residential zone.

The WDP includes a definition of 'Outline Development Plan' which means "*a plan of a specified area, included in this District Plan, which identifies, in a general manner, the road layout, any stormwater facilities, reserve areas or other matters required to be provided for, or included in, any subdivision or development within the area of the Outline Development Plan*". The ODP developed for this Plan Change meets this definition by clearly articulating all of these elements in a general manner and as relevant to the site.

Other relevant provisions of the WDP are addressed as follows:

- Chapter 3. Water seeks to ensure that waterbodies are maintained, and the proposed esplanade reserve will ensure that this occurs.
- Chapter 8. Natural Hazards includes provisions to ensure that flood risk is avoided, and the proposal incorporates appropriate measures to ensure that future residential use of the site is not at risk of flooding.
- Chapter 11. Utilities and Traffic Management sets out the outcomes sought for provision of utility services and traffic management within the District. The technical assessments associated with this plan change confirm that the desired outcomes can be achieved for this land.
- Chapter 15. Urban Environment provides for quality urban environments and maintained character and amenity values. The rezoning will enable the land to be utilised as part of the urban area of Rangiora with provisions to ensure that character and amenity outcomes are achieved through future detailed development.

See also **Appendix 13** for additional policy analysis.

Overall, the proposed Plan Change fits well with the outcomes intended for the Residential 2 zone and for the settlement pattern of Rangiora generally. The proposed rezoning, and enabled residential development, with or without a retirement village opportunity, will give effect to the objectives of the District Plan.

## 6.4 Other relevant documents

### 6.4.1 Mahaanui Iwi Management Plan

The Mahaanui Iwi Management Plan (IMP) provides a statement of Ngāi Tahu objectives, issues and policies for natural resource and environmental management in the takiwā. The IMP contains a number of objectives and policies that are of relevance to this plan change.

#### 5.3 Wai Maori

##### Objectives

*(3) Water and land are managed as interrelated resources embracing the practice of Ki Uta Ki Tai, which recognises the connection between land, groundwater, surface water and coastal waters.*

*(7) All waterways have healthy, functioning riparian zones and are protected from inappropriate activities, including stock access.*

## *Policies*

*WM2.3 To require that decision making is based on intergenerational interests and outcomes, mō tātou, ā, mō kā uri ā muri ake nei.*

*WM6.9 To require that local authorities work to eliminate existing discharges of contaminants to waterways, wetlands and springs in the takiwā, including treated sewage, stormwater and industrial waste, as a matter of priority.*

*WM6.17 To require the development of stringent and enforceable controls on the following activities given the risk to water quality: (b) Subdivision and development adjacent to waterways;*

## *5.4 Papatuanuku*

### *Objectives*

*(4) Rural and urban land use occurs in a manner that is consistent with land capability, the assimilative capacity of catchments and the limits and availability of water resources.*

*(7) Subdivision and development activities implement low impact, innovative and sustainable solutions to water, stormwater, waste and energy issues.*

### *Policies*

*P4.1 To work with local authorities to ensure a consistent approach to the identification and consideration of Ngāi Tahu interests in subdivision and development activities, including:*

*(a) Encouraging developers to engage with Papatipu Rūnanga in the early stages of development planning to identify potential cultural issues; including the preparation of Cultural Impact Assessment reports;*

*(b) Ensuring engagement with Papatipu Rūnanga at the Plan Change stage, where plan changes are required to enable subdivision;*

*(c) Requiring that resource consent applications assess actual and potential effects on tāngata whenua values and associations;*

*(d) Ensuring that effects on tāngata whenua values are avoided, remedied or mitigated using culturally appropriate methods; ...*

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

*(b) Reducing volume entering system - implementing measures that reduce the volume of stormwater requiring treatment (e.g. rainwater collection tanks);*

*(c) Reduce contaminants and sediments entering system - maximising opportunities to reduce contaminants entering stormwater e.g. oil collection pits in carparks, education of residents, treat the water, methods to improve quality; and*

*(d) Discharge to land based methods, including swales, stormwater basins, retention basins, and constructed wet ponds and wetlands (environmental infrastructure), using appropriate native plant species, recognising the ability of particular species to absorb water and filter waste.*

*P7.1 To require that local authorities recognise that there are particular cultural (tikanga) issues associate with the disposal and management of waste, in particular: (a) The use of water as a receiving environment for waste (i.e. dilution to pollution); and ...*

*P11.1 To assess proposals for earthworks with particular regard to:*

*(a) Potential effects on wāhi tapu and wāhi taonga, known and unknown;*

*(b) Potential effects on waterways, wetlands and waipuna; ...*

*(e) Proposed erosion and sediment control measures; and*

*(f) Rehabilitation and remediation plans following earthworks.*

*P11.9 To require stringent and enforceable controls on land use and earthworks activities as part of the resource consent process, to protect waterways and waterbodies from sedimentation, including but not limited to:*

*(a) The use of buffer zones;*

*(b) Minimising the extent of land cleared and left bare at any given time; and*

*(c) Capture of run-off, and sediment control.*

The objectives and policies set out in the IMP have been taken into consideration during the development of this proposed plan change. It is proposed to have on-site treatment of stormwater and not discharge untreated stormwater directly to Southbrook Stream, however the ultimate discharge of stormwater to the stream has been required by the Council as well as necessitated by the high water table. It is also proposed that the site be serviced by connections to reticulated potable and wastewater systems to avoid the adverse effects of these. The effects of any earthworks will be considered at the time of subdivision and/or development of the site but can be managed to minimise any effects on the stream and groundwater. The stream itself will be further protected by an esplanade reserve enabling public access and improved amenity and planting adjacent to the waterway.

The applicant has been in contact with Ngāi Tūāhuriri Rūnanga through Mahaanui Kurataiao Ltd (Mahaanui) and a kaitiaki hui was scheduled (but did not proceed). Subsequently, Mahaanui recommended the applicant proceed with lodgement with no specific concerns raised. Engagement with rūnanga around the location and intent for the rezoning has been provided through emails to Mahaanui and further engagement is anticipated to occur during any future site design.

Overall, the proposed plan change has been developed to minimise any adverse effects on the natural environment and to protect the values identified in the IMP.

## 7.0 Section 32 Analysis

Section 32 of the RMA sets out what needs to be included within an evaluation of a proposed Plan Change and specifies that this must:

- examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act.
- 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
- identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for economic growth that are anticipated to be provided or reduced; and employment that are anticipated to be provided or reduced; and if practicable, quantify the benefits and costs.
- assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.
- summarise the reasons for deciding on the provisions.

### 7.1 Objectives

This proposed Plan Change does not seek to alter any of the existing objectives of the District Plan, including those relating to the Residential 2 zone. As existing objectives, it is anticipated that these already have been deemed to achieve the purpose of the Act.

On this basis, the objectives against which the proposed Plan Change has been tested are:

*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 17.1.1 Residential Zones that provide for residents' health, safety and wellbeing and that provide a range of living environments with distinctive characteristics.*

No changes are proposed to the objectives in the Operative WDC as they will achieve the purpose of the RMA. They are clear statements of intent that provide for a range of living environments while appropriately managing the effects of any associated activities on the environment.

### 7.2 Analysis of options

This section of the report evaluates the proposed provisions introduced through this plan change, as they relate to the existing and unchanged objectives of the District Plan.



Along with the proposed provisions, three reasonably practicable alternative options to achieve the objectives have been identified through the research, consultation, information gathering, and analysis undertaken in relation to this proposal.

### 7.2.1 Evaluation method

For each potential option, an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objectives of the District Plan.

For the purpose of this evaluation, the four reasonably practicable alternative options are:

- Option 1: The proposed rezoning and associated provisions.
- Option 2: Status quo – retain the Residential 4B zoning of the land.
- Option 3: Bespoke zone – create a site-specific zone with a specific package of rules to enable suburban density residential development and retirement living options.
- Option 4: Residential 2 Zone with no provision for a retirement village.

The plan change proposal (option 1) differs from the current Residential 4B zoning as it seeks to:

- Insert an ODP showing key elements that are required to be achieved for future development of this land.
- Modify the Residential 2 zone rules to require compliance with the ODP for this land.
- Include a definition of 'retirement village' in the WDP.
- Modify the Residential 2 zone rules as they apply to this site, to include bulk and location provisions to enable the development of a retirement village and enable consideration of the design and appearance of a village through a subsequent consent process.
- Modify the planning maps to show the area of rezoning.

The above options and the proposed approach have been assessed in terms of their benefits and costs, and their efficiency and effectiveness in the tables below:

| Option 1: The proposed rezoning to Residential 2 Zone, with rules to provide for a retirement village |  |
|---|--|
| Benefits  | <b>Environmental</b> <ul style="list-style-type: none"> <li>Technical assessments have identified that all technical needs can be managed (flood risks, wastewater and stormwater) and all adverse effects can be avoided or mitigated (traffic, visual, contaminated soils) to ensure no adverse effects on the environment.</li> <li>The proposed provisions ensure that future development of the land for residential or a retirement village would need to comply with rules or be assessed by way of resource consent enabling protection of amenity values and the quality of the environment.</li> <li>The ODP includes a requirement for the creation of an esplanade reserve adjacent to Southbrook stream which will provide a riparian margin available for environmental enhancement and providing a buffer between activities and the waterway.</li> </ul> |
|   | <b>Economic</b> <ul style="list-style-type: none"> <li>While resource consent will be required to develop a retirement village as a controlled activity (if all bulk and location standards are met) it must be approved by council providing financial certainty to the developer.</li> <li>Future residents within this application site will provide additional support to local businesses, services and facilities within Rangiora and the surrounding area.</li> <li>A retirement village will create local employment opportunities both during construction and operation.</li> <li>Consenting costs could be reduced as the more directive rule framework provides clearer direction on the intent, purpose and use of the plan change land.</li> </ul>   |
|   | <b>Social</b> <ul style="list-style-type: none"> <li>The community has certainty of anticipated outcomes on the site for residential activity.</li> <li>The residential zoning provides more affordable, lower density housing opportunities for families.</li> <li>Provision for development of a retirement village provides an opportunity for elderly persons to remain in Rangiora.</li> <li>The esplanade reserve will provide social and recreational access opportunities.</li> </ul>  |
|   | <b>Cultural</b> <ul style="list-style-type: none"> <li>The esplanade reserve will protect cultural values and enable opportunities for enhancement of the values of the South Brook stream.</li> </ul>   |
| Costs   | <b>Environmental:</b> <ul style="list-style-type: none"> <li>Providing for a retirement village and a higher building height area may be considered out of character with the existing residential development to the north of the site.</li> </ul>  |
|   | <b>Economic:</b> <ul style="list-style-type: none"> <li>The costs, to developers and property owners, associated with the application and processing of resource consents to enable the subdivision of the land and/or future development of residences and a retirement village.</li> </ul>   |

| <b>Option 1: The proposed rezoning to Residential 2 Zone, with rules to provide for a retirement village</b>                           |   |
|--|---|
|  | <p><b>Social:</b></p> <ul style="list-style-type: none"> <li>The change in character of the site may not be welcomed by some.</li> </ul>  |
|  | <p><b>Cultural:</b></p> <ul style="list-style-type: none"> <li>None identified.</li> </ul>  |
| <p><b>Efficiency</b><br/><i>Assess costs in relation to achieving desired outcome</i></p>  | <p>This option is an efficient method of achieving the desired outcomes of suburban density housing and a retirement village given the benefits identified above (particularly the economic benefits).</p>  |
| <p><b>Effectiveness</b><br/><i>Assess to what extent the option will achieve the desired outcome</i></p>                               | <p>It is considered that the proposed methods will be effective at implementing the objective for the residential areas as:</p> <ul style="list-style-type: none"> <li>the modified Residential 2 Zone will be effectively managed, recognising its amenity and character.</li> <li>all relevant provisions are contained in the District Plan, have been subject to consideration under Part 2 of the RMA, and are clear and easy to understand.</li> <li>the rule framework reflects the amenity anticipated in the Residential 2 Zone by controlling the design and appearance of large-scale buildings.</li> <li>the standards are aligned with the anticipated nature and scale of built development in the Residential 2 Zone.</li> <li>the rules enable the benefits of residential activities and development opportunities to be realised, provided they do not result in significant effects on the environment and are appropriate to the Residential 2 Zone.</li> </ul> |
| <p><b>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</b></p> | <p>It is considered that there is sufficient information to act, as the existing provisions and implications/issues are well documented.</p>  |
| <p><b>Overall Appropriateness of Option 1</b></p>  | <p>This option is considered the most appropriate way to achieve the desired outcomes of the District Plan for suburban density housing and a retirement village, given the benefits and costs identified above.</p>  |

| <b>Option 2: Status Quo – retain the Residential 4B zoning</b> |   |
|--|---|
| <b>Benefits</b>  | <p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>The larger sections would assist in retaining a sense of openness and spaciousness.</li> <li>Any changes to a higher density of development would need to be individually assessed by way of resource consent enabling consideration of all potential adverse effects.</li> <li>Larger sections may enable some of the existing trees to be retained.</li> </ul> |
|  | <p><b>Economic</b></p> <ul style="list-style-type: none"> <li>There would be some economic gain to the landowner in sales of large sections.</li> </ul>   |
|  | <p><b>Social</b></p> <ul style="list-style-type: none"> <li>There would remain some opportunity for additional residential development to meet capacity demands.</li> </ul>   |

| Option 2: Status Quo – retain the Residential 4B zoning   |  |
|---|--|
|   | <b>Cultural</b> <ul style="list-style-type: none"> <li>None identified.</li> </ul>   |
| <b>Costs</b>  | <b>Environmental:</b> <ul style="list-style-type: none"> <li>May place pressure on other greenfield sites because of low density of development of this land not meeting the demand for greater residential capacity.</li> <li>The land is not utilised efficiently for development within the urban boundary.</li> <li>Existing issues relating to flooding or overland flows may not be comprehensively managed through low density development.</li> </ul> <b>Economic:</b> <ul style="list-style-type: none"> <li>The lower density of development may result in less economic return for the land owner and for the Council through rates and development contributions.</li> <li>The cost of resource consent to develop to a higher density and/or as a retirement village with less certainty of the outcome i.e. through more intensive consenting processes, and the higher likelihood that an application is declined.</li> <li>Larger sections may be less affordable for families.</li> </ul> <b>Social:</b> <ul style="list-style-type: none"> <li>Less capacity for housing opportunities.</li> <li>Less affordable housing options for the local community.</li> <li>Less opportunity for the elderly to remain in Rangiora.</li> <li>Less certainty about development outcomes on this land.</li> </ul> <b>Cultural:</b> <ul style="list-style-type: none"> <li>No guarantee of provision of the esplanade reserve or enhancement of the boundary with the waterway.</li> </ul> |
| <b>Efficiency</b><br><i>Assess costs in relation to achieving desired outcome</i>   | This option is not an efficient method of achieving the desired outcomes of suburban density housing and/or a retirement village given the costs identified above (particularly the environmental, economic and social costs).   |
| <b>Effectiveness</b><br><i>Assess to what extent the option will achieve the desired outcome</i>                                | It would be difficult to achieve the objectives of the District Plan for consolidation and residential growth with the existing provisions given the issues identified above and the current provisions do not specifically provide for or anticipate the development of a retirement village.   |
| <b>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</b> | It is considered that there is sufficient information to act as the existing provisions and implications/issues are well documented.   |
| <b>Overall Appropriateness of Option 2</b>  | This option is not an appropriate way to achieve the objective.  |

| Option 3: Bespoke zone   |   |
|--|---|
| <b>Benefits</b>  | <b>Environmental</b> <ul style="list-style-type: none"> <li>Rules can be designed to manage a specific type of development and to avoid potential adverse effects.</li> <li>Effects would be managed in line with the purpose of, and intended outcomes for, a bespoke zone.</li> </ul>   |
|  | <b>Economic</b> <ul style="list-style-type: none"> <li>The zone could be applied elsewhere if there are other comparable fringe sites.</li> <li>There is a reduced likelihood of consents and associated costs for developers.</li> <li>It would enable an efficient use of land.</li> </ul>  |
|  | <b>Social</b> <ul style="list-style-type: none"> <li>More certainty to the community as to outcomes for the site.</li> </ul>  |
|  | <b>Cultural</b> <ul style="list-style-type: none"> <li>Opportunities for specific cultural benefits could be included within zone provisions.</li> </ul>  |
| <b>Costs</b>   | <b>Environmental:</b> <ul style="list-style-type: none"> <li>Greater change to the environment could be introduced through a bespoke zoning to enable more intensive development of the land.</li> </ul>  |
|  | <b>Economic:</b> <ul style="list-style-type: none"> <li>Significant costs would be incurred in the development of a bespoke zone and the technical assessments required to support such an approach.</li> <li>The council would need to invest in analysis and assessment of a proposal that is not common in the district.</li> </ul>  |
|  | <b>Social:</b> <ul style="list-style-type: none"> <li>Significant uncertainty for the community in the change likely to occur on the land.</li> <li>Would add to the rules already in the District Plan, potentially creating greater confusion for users trying to interpret the plan provisions.</li> </ul>   |
|  | <b>Cultural:</b> <ul style="list-style-type: none"> <li>No guarantee of better outcomes for cultural values.</li> </ul>   |
| <b>Efficiency</b><br><i>Assess costs in relation to achieving desired outcome</i>                | <p>It is considered that this option is not an efficient method of achieving the outcomes as it would overlap with the operative Residential 2 Zone where such an overlap is not needed.</p> <p>Furthermore, the National Planning Standards seek that plans are less complex with less, rather than more, rules and set out a defined approach to the use of precincts or special zones. As such, it is considered a bespoke zone to apply to the plan change land is unnecessary and would create an overly complex plan.</p> |
| <b>Effectiveness</b><br><i>Assess to what extent the option will achieve the desired outcome</i> | <p>This option would be very effective at providing for future residential opportunities on the application site, as tailored rules could be applied to provide for future development.</p>   |

| Option 3: Bespoke zone  |  |
|---|--|
| <b>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</b> | It is considered that there is sufficient information to act as the existing provisions and implications/issues are well documented. |
| <b>Overall Appropriateness of Option 3</b>  | This option is not an appropriate way to achieve the objective.  |

| Option 4: Proposed Residential 2 zoning (without provision for a retirement village)             |  |
|--|--|
| <b>Benefits</b>  | <b>Environmental</b> <ul style="list-style-type: none"> <li>Residential development alone may be perceived to have a lesser impact on residential amenity values.</li> <li>Assessments have identified that flood risks, wastewater and stormwater can be managed appropriately with no adverse effects on the environment.</li> </ul> |
|  | <b>Economic</b> <ul style="list-style-type: none"> <li>Future additional residents within this application site will support local businesses, services and facilities.</li> </ul>   |
|  | <b>Social</b> <ul style="list-style-type: none"> <li>The community has some certainty of anticipated residential outcomes on the site.</li> <li>Provides potentially more affordable, lower density housing for families.</li> </ul>   |
|  | <b>Cultural</b> <ul style="list-style-type: none"> <li>The esplanade reserve will protect cultural values and enable opportunities for enhancement of the values of the South Brook stream.</li> </ul>   |
| <b>Costs</b>   | <b>Environmental:</b> <ul style="list-style-type: none"> <li>Change in the use of the land may be perceived to be considered out of character with the existing residential development to the north of the site</li> </ul>  |
|  | <b>Economic:</b> <ul style="list-style-type: none"> <li>The costs associated with the application and processing of resource consents to enable the development of a retirement village, with no certainty of outcomes.</li> </ul>   |
|  | <b>Social:</b> <ul style="list-style-type: none"> <li>Does not specifically provide an opportunity for elderly persons to remain in Rangiora.</li> </ul>   |
|  | <b>Cultural:</b> <ul style="list-style-type: none"> <li>None identified.</li> </ul>  |
| <b>Efficiency</b><br><i>Assess costs in relation to achieving desired outcome</i>                | This option is not an efficient method of achieving the desired outcomes of suburban density housing given the costs identified above (particularly the economic costs).   |
| <b>Effectiveness</b><br><i>Assess to what extent the option will achieve the desired outcome</i> | This option is an effective method of achieving the desired outcomes of suburban density housing but not effective in providing housing choice e.g. a retirement village.  |

| Option 4: Proposed Residential 2 zoning (without provision for a retirement village)  |  |
|---|--|
| <b>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</b> | It is considered that there is sufficient information to act as the existing provisions and implications/issues are well documented. |
| <b>Overall Appropriateness of Option 4</b>  | This option is not the most appropriate way to achieve the desired outcomes of suburban density housing and a retirement village.    |

In addition to assessing the overall options above, additional consideration has been given to options within the proposed package of provisions, specifically in terms of the provision for assessment of a retirement village. The proposal is that the design and appearance of a village be tested through a future resource consent process as a controlled activity. The alternatives to this approach would be permitted status or restricted discretionary activity status.

In assessing these two approaches, particular attention has been given to the provisions of the adjoining Christchurch District Plan which recently introduced provisions relating to retirement villages. Within that Plan, retirement villages are treated differently depending on what zone they are proposed within. In a 'Residential Suburban' or 'Residential Central City' zone a retirement village (that meets bulk and location rules) is a permitted activity with no additional controls over the design and appearance of the village. Within a 'Medium Density' zone retirement villages are a restricted discretionary activity with a range of considerations applied through a consent process including design and appearance consideration. In the 'New Neighbourhood' zones, retirement villages are managed as a controlled activity subject to a range of assessment provisions specifically considering the design and appearance of the village. See **Appendix 13** for further analysis on the different activity status'.

The Residential 2 zone within the Waimakariri District Plan is most closely aligned to the Residential Suburban or New Neighbourhood zones in Christchurch and thus particular attention has been given to the permitted and controlled activity options.

Below is a brief analysis of the costs and benefits of these activity status approaches:

| Activity Status <sup>14</sup>     | Costs   | Benefits   |
|-----------------------------------|---|--|
| <b>Permitted activity status</b>  | <ul style="list-style-type: none"> <li>No ability for consideration of specific village design by Council and therefore no ability to modify any poor design outcomes that might occur.</li> <li>Possibility of reduced amenity outcomes or poor connection with the wider community if a village is badly designed.</li> </ul> | <ul style="list-style-type: none"> <li>Recognises that retirement villages are a residential activity and anticipated in a residential zone as much as individual dwellings are (there are no design and appearance controls on separate residential dwellings).</li> <li>No additional time, cost or uncertainty for developers as no need to go through a resource consent process.</li> <li>No additional time or cost to the Council in processing a consent.</li> </ul> |
| <b>Controlled activity status</b> | <ul style="list-style-type: none"> <li>Additional time, cost and uncertainty for developers to go</li> </ul>  | <ul style="list-style-type: none"> <li>Recognises that retirement villages are a residential activity and anticipated in</li> </ul>  |

<sup>14</sup> Permitted activities do not require any resource consent, Controlled activities require a resource consent which must be approved but can have conditions imposed, Restricted Discretionary activities can be declined or approved with conditions but consideration of issues is restricted to specified matters.

|   |   |   |
|---|---|---|
|   | <p>through a resource consent process.</p> <ul style="list-style-type: none"> <li>• Inability to decline the consent if it cannot be modified sufficiently through consent process.</li> </ul>  | <p>a residential zone as much as individual dwellings are.</p> <ul style="list-style-type: none"> <li>• Ability for consideration of specific village design by Council and therefore ability to modify the detailed aspects of design through consent process and conditions to improve design outcomes.</li> <li>• Certainty for the developer that the consent will be granted.</li> </ul> |
| <b>Restricted discretionary activity status</b> | <ul style="list-style-type: none"> <li>• Additional time, cost and uncertainty for developers to go through an additional resource consent process.</li> <li>• Ability for perceptions or reality of 'double dipping' in consideration of rules that apply to a development (bulk and location rules plus design consideration).</li> </ul> | <ul style="list-style-type: none"> <li>• Ability for consideration of specific village design by Council and therefore opportunity to modify any poor design outcomes.</li> <li>• Ability for Council to decline an application if it cannot be modified sufficiently to deal with poor design outcomes.</li> </ul>   |

On balance it is considered most appropriate that controlled activity status be applied to the design and appearance consideration of a retirement village on this site. This activity status provides the appropriate level of control over design outcomes whilst not placing unreasonable constraint on developers. This approach is aligned with the approach recently tested rigorously in Christchurch and provides an appropriate level of control over design details to achieve appropriate outcomes for a residential area.

### 7.3 Reasons for deciding on the provisions

Having undertaken an assessment of the proposed rezoning and provisions against reasonable alternative options, it is clear that the proposed approach is the most efficient and effective approach for this application site. The benefits of this approach are considered to outweigh the costs, and the proposal is considered to be effective in achieving the objectives for the residential zones.

The proposed rezoning will achieve the outcomes sought for the residential zones in the District Plan, as set out in section 6.3 above. It will achieve the intent for provision for further opportunity for future residential growth that is in character with the adjacent and wider suburban development of Rangiora, and it will enable controls on future development of a retirement village to maintain design and appearance outcomes. The proposal is considered most appropriate in achieving the objectives for amenity outcomes and provision for residential growth.



## 8.0 Consultation

As part of the development of this plan change application, and particularly in relation to the technical analysis and specialist reporting, consultation and discussions have been undertaken with a range of stakeholders and interested parties, as set out below:

### 8.1 Waimakariri District Council

A key stakeholder in relation to the Plan Change is the Waimakariri District Council. Council's role is complex and relates to this plan change in terms of their role as regulatory authority (holder and administrator of the district plan) and in terms of their responsibility for reticulated services, community facilities and other infrastructure.

The technical specialists working on the Plan Change have held numerous meetings and discussions with the comparable specialists within Council. Through these discussions, they have agreed input information for modelling and data analysis, as well as confirming the approaches proposed to managing effects. This has ensured that the technical reports provided with this application cover all issues of relevance to the Council operations.

In addition, discussions have been held with the planning teams. The proposed Plan Change provisions themselves have been prepared in consultation with the District Plan Review Team, and the provisions are consistent with the current direction indicated for the relevant provisions that are likely to be in the proposed District Plan. Liaison has also occurred with the planners responsible for administering the private Plan Change request to ensure completeness and alignment with the approaches within the operative district plan.

It is understood that all Council teams have confirmed that these Plan Change documents are complete and appropriate.

### 8.2 Environment Canterbury

The role of ECan includes responsibility for ensuring appropriate overall development within the region, as well as maintaining water quality and quantity values, avoiding adverse transport outcomes, and avoiding natural hazards.

Discussions with ECan staff have confirmed that they are comfortable with the location and scale of residential development proposed, and that this is consistent with the outcomes anticipated by the CRPS. In addition, technical staff within ECan have reviewed the transport and flooding / stormwater reports and confirm that these appropriately deal with these issues and avoid adverse effects through appropriate management.

### 8.3 Tūāhuriri Rūnanga and Mahaanui Kurataiao Limited

An approach to Mahaanui Kurataiao Limited (Mahaanui), was made seeking engagement with both Mahaanui and Tūāhuriri rūnanga. A hui was scheduled to be held at Tuahiwi Marae during September 2019 but due to unforeseen circumstances was cancelled by Mahaanui. Further engagement with Mahaanui included the recommendation that the plan change proceed with no specific concerns raised. Summerset is committed to continuing to seek engagement with rūnanga. See **Appendices 13 and 14** for more information on this consultation.

## 9.0 Conclusions

This private Plan Change seeks to amend parts of the WDP, to enable a rezoning of the land at 104 Townsend Road, Rangiora. The proposed Plan Change relates to a 13.9604ha site which is currently zoned Residential 4B and used for residential and rural activity.

The proposal is for the land to be zoned Residential 2 and for an ODP and rules that would enable use of the land for residential and/or retirement village activity. The plan change would enable more efficient use of the land, providing greater residential capacity for Rangiora and further residential options for residents including elderly.

The assessment of actual and potential effects has found that there will be no significant adverse effects, and that there is no impediment to the Plan Change Request.

The Plan Change request is assessed as being consistent with the Recovery Strategy for Greater Christchurch, the Canterbury Regional Policy Statement, the WDP and the other relevant planning documents.

The Section 32 assessment of the Plan Change has found that the provisions in the proposal are the most appropriate way to achieve the objectives for residential activity in Rangiora.

The Plan Change request to amend the District Plan to enable development of the site under the provisions of the Residential 2 zone is considered to be consistent with and promote the purpose and principals of the RMA.

# Appendix 1: Location Plan



## Appendix 2: Certificate of Title



# Appendix 3: Proposed Changes to the Waimakariri District Plan (amended to reflect final changes as a result of further information requests)

## Chapter 1. Definitions

### **Retirement Village** (from NPS)

means a managed comprehensive residential complex or facilities used to provide residential accommodation for people who are retired and any spouses or partners of such people. It may also include any of the following for residents within the complex: recreation, leisure, supported residential care, welfare and medical facilities (inclusive of hospital care) and other non-residential activities.

## Chapter 17. Residential Zones

### Objectives and Policy

**Table 17.1: Residential Zone Characteristics – Residential 1 and 2**

| Residential 1  | Residential 2   |
|--|---|
| <ul style="list-style-type: none"> <li>— Predominant activity is living;</li> <li>— facilities include schools, limited commercial activities, reserves, churches, and service related businesses;</li> <li>— highest density of dwellings for the District's Residential Zones;</li> </ul>  | <ul style="list-style-type: none"> <li>— Predominant activity is living;</li> <li>— predominantly detached dwellings;</li> <li>— facilities include schools, local shops, churches, places of assembly, reserves <u>and retirement villages</u>;</li> <li>— lower density of dwellings than for Residential 1;</li> </ul>   |
| <ul style="list-style-type: none"> <li>— flats and townhouse developments are more common than Residential 2;</li> <li>— minimum lot size 300 square metres, and maximum site coverage 50%;</li> <li>— streetscapes enhanced by mature trees and other plants;</li> <li>— hard surfaces visually dominant;</li> <li>— full urban services; and</li> <li>— footpaths on both sides of the street</li> </ul> | <ul style="list-style-type: none"> <li>— lot sizes minimum 600 square metres and maximum site coverage 35%;</li> <li>— open, spacious streetscape, with hard surfaces visually dominant;</li> <li>— low traffic speeds;</li> <li>— fewer traffic movements on many streets than in Residential 1;</li> <li>— limited advertising;</li> <li>— full urban services; and</li> <li>— trees and plants enhance streetscapes</li> </ul> |

## **Chapter 30. Utilities and Traffic Management – Rules**

### **Traffic Management**

#### **30.6 Permitted Activities**

##### **30.6.2 Exemptions**

- 30.6.2.7 The intersections of roads within the South West Rangiora Outline Development Plan area shown on District Plan Map 173, and within the South Belt Outline Development Plan area shown on District Plan Map 184 are exempt from complying with Rule 30.6.1.32.

## **Chapter 31. Health, Safety and Wellbeing – Rules**

### **Buildings and Structures**

#### **31.1 Permitted Activities**

##### **Structure Coverage**

- 31.1.1.10 The structure coverage of the net area of any site shall not exceed:
- a. 50% in Residential 1 Zones;
  - b. 35% in Residential 2, 3, 5 and 6 Zones;
  - ...
  - m. 35% for any retirement village in the Residential 2 zone (subject to the South Belt Outline Development Plan as shown on District Plan Map 184) as an average across the site, however within Height Area B up to 50% of that area may be covered by structures.

##### **Structure Height**

- 31.1.1.24 Any structure in a Residential 1, 2, 3, 6 or 7 Zone (Areas B and C) shall not exceed a height of 8m except within the View Protection Area identified in Maori Reserve 873 shown on District Plan Map 176B, where any structure shall not exceed a height of 5 metres, and  
except within the areas identified as Height Area A and Height Area B on the South Belt Outline Development Plan as shown on District Plan Map 184, where only for a retirement village structure:
- a Within Height Area A no structure shall exceed a height of 14 metres, and
  - b Within Height Area B no structure shall exceed a height of 10.5 metres.

##### **Outdoor Living Space and Service Areas**

- 31.1.1.36 Each dwellinghouse in the: ...
- 31.1.1.37 Comprehensive residential developments shall be provided with:
- a. a continuous private ground level outdoor living space per dwellinghouse that:
    - i. contains a 4 x 4m square;
    - ii. has a minimum dimension of 3m;
    - iii. is not occupied by any building, driveway, manoeuvring or parking area; and
    - iv. has direct sunlight available throughout the year.



- b. a minimum of 5m<sup>2</sup> of outdoor service area per dwellinghouse to provide for rubbish and recycling storage for each dwellinghouse that:
  - i. has a minimum dimension of 1.5m; and
  - ii. is screened or located behind buildings when viewed from any road or public open space.

Non-compliance with Rule 31.1.1.37 will not require an application to be notified or served on affected persons, unless required through non-compliance with other plan conditions.

31.1.1.38 Within a Retirement Village in the Residential 2 zone subject to South Belt Outline Development Plan as shown on District Plan Map 184, there shall be communal rubbish/recycling space/s provided for use of residents within the site and no specified private outdoor living spaces or service spaces are required.

31.1.1.53 Within the Residential 2 Zone subject to South Belt Outline Development Plan as shown on District Plan Map 184 all fencing between the residential property and reserve land or road reserve shall have a maximum height of 1.8m and a minimum visual permeability/openness of 45%.

## **31.2 Controlled Activities**

31.2.2 A retirement village, in the Residential 2 zone subject to South Belt Outline Development Plan as shown on District Plan Map 184, that meets all applicable conditions for permitted activities under Rule 31.1 shall be a controlled activity.

In considering any application for resource consent under Rule 31.2.2, the Council shall in granting consent and in deciding whether to impose conditions, exercise control over the following matters:

Whether the development, while bringing change to existing environments, is appropriate to its context, taking into account:

- whether the proposal would cause significant loss of sunlight, daylight or privacy on adjoining residential properties.
- the ability of the proposal to provide engagement with, and contribution to, adjacent streets and public open spaces, with regard to:
  - fencing and boundary treatments;
  - connectivity, including the configuration of pedestrian accesses.
- the mitigation measures proposed, including landscape planting, to mitigate any adverse effects of loss of trees from the site or openness of the site, and to assist the integration of the proposed development within the site and neighbourhood.
- the location and design of vehicle and pedestrian access and on-site manoeuvring to cater for the safety of elderly, disabled or mobility-impaired persons.
- integration of internal accessways, parking areas and garages in a way that is safe for pedestrians and cyclists, and that does not visually dominate when viewed from the street or other public spaces.
- the degree to which the village design demonstrates that the design has had particular regard to personal safety of the occupants, both in the sense of injury prevention and crime prevention.
- creation of visual quality and variety through the separation of buildings, building orientation, and in the use of architectural design, detailing, glazing, materials, colour and landscaping.
- where practicable, incorporation of environmental efficiency measures in the design, including passive solar design principles that provide for adequate levels of internal natural light and ventilation.

- the proposed stormwater management within the site and connection of the development to all necessary services.
- the appropriate provision of esplanade reserve land.

### 31.3 Discretionary Activities (Restricted)

31.3.8 A retirement village, in the Residential 2 zone subject to South Belt Outline Development Plan as shown on District Plan Map 184, that does not meet any one or more of the applicable conditions for permitted activities under Rule 31.1.

In considering any application for a resource consent under Rule 31.3.8 the Council shall, in deciding whether to grant or refuse consent, and in deciding whether to impose conditions, restrict the exercise of discretion to the following matters:

Whether the development, while bringing change to existing environments, is appropriate to its context, taking into account:

- whether the proposal would cause significant loss of sunlight, daylight or privacy on adjoining residential properties.
- the ability of the proposal to provide engagement with, and contribution to, adjacent streets and public open spaces, with regard to:
  - fencing and boundary treatments;
  - connectivity, including the configuration of pedestrian accesses.
- the mitigation measures proposed, including landscape planting, to mitigate any adverse effects of loss of trees from the site or openness of the site, and to assist the integration of the proposed development within the site and neighbourhood.
- the location and design of vehicle and pedestrian access and on-site manoeuvring to cater for the safety of elderly, disabled or mobility-impaired persons.
- integration of internal accessways, parking areas and garages in a way that is safe for pedestrians and cyclists, and that does not visually dominate when viewed from the street or other public spaces.
- the degree to which the village design demonstrates that the design has had particular regard to personal safety of the occupants, both in the sense of injury prevention and crime prevention.
- creation of visual quality and variety through the separation of buildings, building orientation, and in the use of architectural design, detailing, glazing, materials, colour and landscaping.
- where practicable, incorporation of environmental efficiency measures in the design, including passive solar design principles that provide for adequate levels of internal natural light and ventilation.
- the proposed stormwater management within the site and connection of the development to all necessary services.
- the appropriate provision of esplanade reserve land.

## Chapter 32. Subdivision – Rules

### 32.1.1 Standards and Terms

#### Allotment Areas and Dimensions

32.1.1.1 All allotments shall comply with Table 32.1.

**Table 32.1: Minimum Allotment Areas and Dimensions**

| Zone | Minimum Allotment Area | Minimum Dimensions of Allotment (m) |          |
|------|------------------------|-------------------------------------|----------|
|      |                        | Internal Square                     | Frontage |

|   |                   |  |         |    |
|---|-------------------|--|---------|----|
| Residential 2 (excluding Comprehensive Residential Development and a retirement village in the Residential 2 zone subject to South Belt Outline Development Plan as shown on District Plan Map 184) | 600m <sup>2</sup> | NOTE: See Rules 32.1.1.4, 32.1.1.8, 32.1.1.9 and 32.1.1.10 | 18 x 18 | 15 |
|---|-------------------|--|---------|----|

32.1.1.28 Subdivision within the following areas shall generally comply with the Outline Development Plan for that area.

...

ak) The Residential 2 Zone on South Belt, subject to South Belt Outline Development Plan as shown on District Plan Map 184.

### Finished Section Levels

32.1.1.91 Within the South Belt Outline Development Plan area as shown on District Plan Map 184 any application for subdivision consent shall identify the minimum finished floor level required to achieve 400mm above a 0.5% Annual Exceedance Probability flood event for each new residential allotment.

### 32.4 Non-complying Activities

32.4.1 Except where exempted under Rule 32.1.2, any subdivision that does not comply with Rules 32.1.1.1 to 32.1.1.28, 32.1.1.54 to 32.1.1.57 or 32.1.1.65 to 32.1.1.76, or 32.1.1.78 and 32.1.1.80 to 32.1.1.82 or 32.1.1.91 or 32.1.1.93 is a non-complying activity.

### Chapter 33. Esplanades: Locations and Circumstances – Rules

33.1.4 Except where provided by Rule 33.1.6 and Rule 33.1.7, the minimum width of an esplanade reserve or esplanade strip required under Rules 33.1.1 and 33.1.2 shall be 20m.

33.1.7 Esplanade reserves shall be provided for land adjoining the Southbrook Stream as shown on the South Belt Outline Development Plan. The esplanade reserves shall conform with the dimensions shown on South Belt Outline Development Plan as shown on District Plan Map 184.

*Any other consequential amendments and numbering changes.*

### Planning Maps

- Change Planning Maps 116 and 117 to show the area as Residential 2 zone
- Insert a new Map 184 to contain the South Belt Outline Development Plan



## Appendix 4: Relevant Provisions of the Resource Management Act



## Appendix 5: Technical Report – Visual and Landscape Report





# Appendix 6: Technical Report – Civil Engineering Report



## Appendix 7: Technical Report – Flooding Report

# Appendix 8: Technical Report – Geotechnical Assessment

# Appendix 9: Technical Report – Contamination Assessment



# Appendix 10: Technical Report – Transport Assessment





# Appendix 11: Relevant provisions of the Waimakariri District Plan



## Appendix 12: Relevant provisions of the Canterbury Regional Policy Statement



# Appendix 13: Response to Request for Further Information



## Appendix 14: Response to Second Request for Further Information