

**Before the Hearing Commissioners on the Proposed Waimakariri District Plan**

**In the matter of:** The Resource Management Act 1991

**And**

**In the matter of:** The hearing of submissions and further  
submissions on the Proposed Waimakariri District  
Plan – Stream 12:  
Rezoning of land

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**STATEMENT OF EVIDENCE OF DEAN MICHAEL CHRYSAL  
ON BEHALF OF DANIEL SMITH**

**DATED: 13 MARCH 2024**

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## **Introduction**

- 1 My name is Dean Michael Chrystal. I am a Director at Planz Consultants Limited, a planning consultancy based in Christchurch, Dunedin and Nelson.
- 2 I have been asked by Daniel Smith to provide evidence in support of a submission seeking rezoning of the Rangiora Airfield and surrounding land in order to facilitate expansion of the airfield runways and enable an air business park style of development. This evidence is also supported by the Community and Recreation Unit of the Waimakariri District Council (WDC) who have been involved in discussions associated with Daniel Smith's submission.
- 3 In preparing my evidence I have reviewed:
  - The relevant proposed Waimakariri District Plan provisions and those of the Operative Waimakariri District Plan;
  - The relevant National Guidance
  - The Canterbury Regional Policy Statement;
  - New Zealand Civil Aviation Authority circulars; and
  - 2048 Waimakariri District Development Strategy
- 4 I have also read and rely upon the evidence of Mr Grant MacLeod, Mr Steve Noad, Mr Rob Hay, Mr Andrew Metherell, Mr Mike Groome and Mr Rory Langbridge. I do not intend to repeat their evidence but simply reference them in relation to matters I address.

## **Qualifications and Experience**

- 5 I hold a Bachelor of Regional Planning degree and am an accredited Commissioner. I have been employed in the practice of Planning and Resource Management for over 35 years, both in New Zealand and the United Kingdom.
- 6 My experience includes the policy and rule development on a number of District Plans throughout the country, including in Christchurch, Selwyn, Timaru, South Taranaki, Balcultha, Queenstown, Whangarei and Dunedin.
- 7 My experience extends to work associated with Christchurch International Airport and Rangiora Airfield and obtaining the inclusion of noise related and associated provisions into various District Plans around the country on behalf of Fonterra at their facilities.
- 8 As a Commissioner, my experience includes hearing and deciding on numerous plan changes and resource consent applications around the country and I have been involved in Hearing Panel's specifically on the district plan reviews of the Selwyn and Horowhenua District Councils and currently the Proposed Te Tai O Poutini Plan on the West Coast.

9 I have previously been involved in the preparation of the Notice of Requirement to designate Rangiora Airfield and the associated Plan Change 45.

10 In preparing my evidence I confirm that I have read the Expert Witness Code of Conduct set out in the Environment Court's Practice Note 2023. I have complied with the Code of Conduct in preparing this evidence and I agree to comply with it while giving oral evidence before the Hearings Panel. Except where I state that I am relying on the evidence of another person, this written evidence is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed in this evidence.

### **Scope of Evidence**

11 In scope of my evidence is broken down into a summary of my conclusions before moving on to identify the key components of the proposed rezoning sought, the site and background to the airfield, the statutory framework and planning considerations, the key issues, and providing my overall conclusion.

### **Executive summary**

12 The relief sought involves the rezoning of land contained within the Rural Lifestyle Zone to Special Purpose Zone – Rangiora Airfield including the Rangiora Airfield in order to provide an airpark for aviation operations (including maintenance and repair of aircraft); appropriate airfield related activities as defined (including commercial and industrial activities); and a limited number of residential properties for aircraft enthusiasts to live in close proximity to the Rangiora Airfield.

13 Rangiora Airfield is listed as strategic infrastructure within the Canterbury Regional Policy Statement (CRPS). To address this, objectives, policies and rules were introduced through Plan Change 45 and a Notice of Requirement to designate the airfield for Airport Purposes to provide protection for the airfield in relation to noise sensitive uses and enable airfield related activities. This included the introduction of noise contours. These provisions have been carried into the Proposed Waimakariri District Plan.

14 As assessment as to whether the proposed zone meets the criteria in Direction 3 under the National Planning Standards for a Special Purpose Zone concludes that all three criteria can be met.

15 A section 32 assessment of the proposed rezoning (contained in **Appendix 3**) concludes that the proposed objectives are the most appropriate way of achieving the purpose of the Resource Management Act (RMA or the Act), the proposed provisions in terms of efficiency and effectiveness are the most appropriate way to achieve the objectives having considered other reasonably practicable options, the benefits in terms of the environmental, economic, social, and cultural effects outweigh the costs and will provide opportunities for economic and employment

growth, and there is sufficient information that demonstrates that there are no significant risks around proceeding with the proposed rezoning.

- 16 That although somewhat different in its nature to what might normally be assessed under the NPS-UD, the proposed new zoning generally meets the intent of the Policy 8 and Policy 1 provisions, acknowledging there are some areas such as accessibility and the limited number of residential units in terms of development capacity, where that will not be the case.
- 17 The CRPS is now becoming dated with this focus on earthquake recovery and the NPS-UD is a higher order document and therefore prevails. Notwithstanding this, I acknowledge that the relief sought is not identified as a priority area for urban development and that it does not avoid urban development outside of existing urban areas which creates a reasonably high level on inconsistency with Objective 6.2.1 although this avoid clause does have an exemption in terms of situations that are expressly provided for in the CRPS. In my view there is an argument that Policy 6.3.5 could be seen to provide that situation and a potential pathway through Objective 6.2.1 should the Hearing Panel not accept that the NPS-UD and in particular Policies 8 and 1 have been met.
- 18 The only objective and policy sought to be amended are objective NOISE-O3 and policy NOISE-P5. The amendment to the objective is to provide an exception to the “avoid” component for noise sensitive activities within the 55dBA Ldn Noise Contour in the new zone, while the policy has been rewritten so as to mitigate adverse noise effects from the operations of the Rangiora Airfield on noise sensitive activities in the new zone through prohibition within the 65dBA Ldn noise contour and noise mitigation within the 55dBA Ldn contour.
- 19 I consider that the key issues in terms of effects on the environment, such as noise, visual effects, traffic effects, servicing and natural hazards have been appropriately addressed; in particular the mechanisms proposed to address noise and reverse sensitivity provide a relatively tight framework associating residential use to airfield activity and protecting as far as is practical against reverse sensitivity effects. These are founded on existing practice examples. Nevertheless, I am open to considering any other potential options that may become apparent.
- 20 There are a number of benefits associated with the new zone including employment opportunities, increasing landing fees, the potential to attract new businesses such as flight training, the provision of fly and stay opportunities and the facilitation of servicing to the existing airfield facilities and the wider environment.
- 21 The Proposal in my opinion represents an efficient use of the land resource and the Rangiora Airfield operations in general in enabling airfield related growth. It will facilitate the opening up of some existing airfield land around the edges (approximately 8ha) while providing for a further 18ha of land for airfield related activities and approximately 25ha for residential style development.

- 22 Overall, I conclude that the proposed Special Purpose Zone will ensure that the overriding purpose of the RMA to promote the sustainable management of natural and physical resources is achieved. This includes providing for individuals and the wider communities social, economic and cultural well-being through employment, business opportunities, housing and recreational opportunities. This is achieved by building on the physical resource that is Rangiora Airfield and addressing as far as is practical any potential adverse effects. In my opinion this is an effective and appropriate way forward.

### Relief Sought

- 23 The relief sought in the submission (Submission 10) by Daniel Smith (The Proposal) involves rezoning the land contained within the Rural Lifestyle Zone to Special Purpose Zone – Rangiora Airfield (SPZ (RA)). Although it is somewhat unclear it appears there are no submissions opposing the rezoning.
- 24 The land area concerned is shown in **Figure 1** (Red outline) below and it includes the existing Rangiora Airfield land (in blue, which will remain designated), land to the east and south of the airfield owned by Daniel Smith and the existing 65 and 55dBA Ldn noise contours. An area to the east on Merton Road which was included in the original submission no longer forms part of the proposal. Full details of the proposal are contained in **Appendix 1**.



**Figure 1 – Land Area concerned**

- 25 The purpose of the SPZ (RA) is to provide an airpark for aviation operations (including maintenance and repair of aircraft); appropriate airfield related activities (including commercial and industrial activities); and a limited number of residential properties for aircraft enthusiasts to live in close proximity to the Rangiora Airfield. The proposal would also facilitate the expansion of runways 07/25 and 04/22 and the realignment of Priors Road.
- 26 It is intended that the commercial and industrial activities provided in the SPZ (RA) will be 'aircraft related', while residential units will be required to satisfy noise insulation requirements

and contain no compliant covenants to protect the airfield from reverse sensitivity effects and be enabled with airfield related access. An Outline Development Plan (ODP) is included in the proposal to guide development.

### Scope

27 The question of the scope of the submission has been addressed by the Councils legal adviser Mr Andrew Schulte. His advice in relation to the submission by Mr Smith (attached as **Appendix 2**) was that:

- *The submission, while containing limited detail, fairly raises the issue of the zoning of the land in the vicinity of the Airfield:*
- *Therefore, provided the necessary evidence can be provided by the due date (estimated as 28 February 2024, which is 60 working days before the major rezoning hearings are proposed to commence), the rezoning concept plan should be able to be progressed in the PWDP hearings:*
- *However, there is the possibility that there could still be a challenge to the scope of the changes proposed, on the basis that, while the submission seeks that the activity identified on the attached plan is “accommodated” there may be a question as to whether this goes far enough to enable the removal of the prohibited activity status of sensitive activities within the 65 dBA contour, if that is intended under the concept plan: and,*
- *But, if possible, such an outcome under the PWDP would obviate the need for a private/adopted plan change and may save costs. However, the time for evidence preparation is relatively confined.*

28 Mr Andrew Schulte went on to note that:

*This would still leave the amendment to the designation for the Airfield, that contains the air noise contours needing to occur. However, as that aspect does not need to be included until any extensions to the runways are to be developed.*

### Future Plan Change and Notice of Requirement Amendment

29 As noted by Mr Schulte, in the fullness of time the Proposal, if approved, will subsequently necessitate a further plan change (or variation) and amendment to the existing designation to incorporate the extended runways and associated revised noise contours and obstacle limitation surfaces, which is out of scope in terms of these proceedings.

30 In my opinion that process should occur soon after any decision in favour of the rezoning, due in part to the importance of the noise contours in the provisions.

- 31 For the purpose of the evidence provided and the provisions proposed, the revised noise contours based on the extended runways facilitated by the Proposal have been identified for context on the ODP.

#### Civil Aviation Investigation

- 32 As noted by Mr McLeod and Mr Groome, Rangiora Airfield is currently being investigated by the Director of Civil Aviation as to whether it should become a certified airfield. While no decision has yet been made on that issue, the proposed rezoning will not necessarily impact on that decision as I understand it.

#### **Site and Background**

##### The site

- 33 Rangiora Airfield has been located in its present position just south of the Ashley River and 1.3km west of Rangiora since the late 1950's. Since that time the use of the airfield has increased with various aircraft related buildings now occupying the northern part of the site and supporting aircraft movements which by the end of 2023 were over 42,000 movements annually.
- 34 Three grass runways are located on the site, capable of handling regular light aircraft operations such as microlights, agricultural aircraft, general aviation aircraft, light twin engine aircraft and DC3s. The main east west runway is approximately 1km in length. A helicopter pad accounts for some 13% of all current movements. Civil Aviation requirements govern the design and location of the runways and buildings adjacent to runways, as well as the obstacle limitation surfaces off the end of each runway.
- 35 There are currently no commercial passenger flights from the airfield, however there are a limited number of commercial helicopters operating from the airfield. The airfield does not contain lighting or navigational aids and therefore there are no operations outside of daylight hours.
- 36 Mr MacLeod in his evidence has provided some details of how the airfield is managed and operates, including that it has an Airfield Manager, an Airfield Advisory Group and a Safety Manual. He also details the responsibilities that sit with the Council in terms of operations and maintenance<sup>1</sup>.
- 37 The adjoining land forming part of this zoning Proposal is situated to the east and south-west of the airfield land. Both blocks still retain one dwelling at present and have previously been used for rural related activities.

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<sup>1</sup> MacLeod evidence, paras 5 - 7

- 38 Access to the airfield itself is provided by Mertons Road which is sealed, while Priors Road, a shingle surfaced road, both traverse through and run along the southern boundary of the Proposal site.

#### Surrounding Environment

- 39 The environment surrounding the airfield and proposed Airpark is zoned Rural to the west (beyond Priors Road) and Rural Lifestyle to the south and east in the Proposed Waimakariri District Plan (PWDP) and is characterised by relatively flat rural pastureland, with large trees, shelterbelts and paddocks and is generally occupied by farming activities to the west and lifestyle blocks to the east and south. The distance to Rangiora Township itself is approximately 1.8km.
- 40 The Ashley River and environs is located directly to the north of the airfield. This area is administered by Environment Canterbury.

#### Background

- 41 Rangiora Airfield is listed as strategic infrastructure within the CRPS<sup>2</sup>. In recognition of that status, and projected future growth, in 2018 the District Council proposed to better recognise and protect the airfield within the Operative District Plan through a plan change and notice of requirement (NoR).
- 42 In summary the combined Plan Change and NoR involved:
- Introducing noise contours for the Rangiora Airfield. The noise contours had a dual purpose; to provide protection for the airfield in relation to noise sensitive uses beyond the airfield boundary, as well as providing a definable monitoring requirement for managing airport noise;
  - Safeguarding the operations of the Rangiora Airfield to further enable airfield related activities, whilst minimising the impacts of surrounding land uses on its continued operation through designation and noise restriction/mitigation provisions, with the designation being for Airport Purposes;
  - Providing strategic recognition of the economic, social and cultural contribution of Rangiora Airfield, and ensuring that aviation clubs and businesses which locate at the airfield will not be at risk from potential reverse sensitivity effects associated with development surrounding the airfield; and
  - Providing greater clarity within the District Plan of the operational requirements of Rangiora Airfield, and providing notice of its location to surrounding landowners.

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<sup>2</sup> Definitions for Greater Christchurch in the CRPS



43 The plan change and NoR were approved in 2020 and have been rolled into the PWDP. Conditions of the designation include:

- All buildings shall be set back 100 metres from the centerline of the stop bank of the Ashley River (Rakahuri River).
- All buildings shall be set back 10 metres from the road boundary.
- All buildings shall be set back 3 metres from an internal boundary.
- There shall be no embedded runway lighting.

44 The rules associated within the noise contours prohibit noise sensitive activities within the 65dBA Ldn contour and restricted noise sensitive activities within the 55dBA Ldn contour to residential activities with a minimum density of 4 hectares. Any residential dwelling or alteration to an existing dwelling or noise sensitive activity within the 55dBA Ldn contour is required to meet noise insulation standards.

#### **Statutory Framework and Planning Considerations**

45 The detailed statutory framework under the RMA for assessing the submission will be well known to the Hearing Panel. I have therefore for ease summarised the various requirements below.

46 Section 31 sets out the functions of the Council and include the establishment, implementation and review of objectives, policies and methods to:

- (a) achieve integrated management of the effects of the use, development and protection of land and associated natural and physical resources;
- (b) ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district; and
- (c) control any actual or potential effects of the use, development or protection of land.

47 Section 74 provides the framework for assessing the proposed rezoning and sets out those matters which must be considered and those matters to which regard shall be had. In addition to the Section 31 matters above those of relevance include:

- whether its accords with the provisions of Part 2;
- an obligation to have regard to an evaluation report prepared in accordance with section 32;
- whether it accords with a national policy statement, national planning standard and any regulations;
- having regard to management plans and strategies prepared under other Acts; and
- taking into account any relevant planning document recognised by an iwi authority.

48 Section 75 addresses the contents of what a district plan must contain and that its must amongst other things give effect to any national policy statement, a national planning standard and any regional policy statement.

*Part 2 (Sections 5-8)*

49 The Proposal must accord with the provisions of Part 2 of the RMA including its sustainable management purpose (section 5), which is addressed in the conclusion.

50 I do not consider there are any section 6 or 8 matters of relevance in this situation.

51 In terms of section 7, I consider (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values; and (f) maintenance and enhancement of the quality of the environment, are all relevant matters to have regard to.

52 In relation to these matters, I note here that Rangiora Airfield clearly represents an existing physical resource, one which as a result of the previous plan change and NoR is now well protected in the PWDP.

*Section 32*

53 A full section 32 assessment is contained in **Appendix 3**. The analysis of the Proposal concluded that:

- The proposed objectives are the most appropriate way in achieving the purpose of the Act because:
  - They manage the provision of land and future development upon it for a long-term land use which aligns closely with the purpose of the RMA s5(1).
  - They provide clarity around the future use and intentions of development at the Rangiora Airfield and in the surrounding land.
  - They identify Rangiora Airfield as regionally significant infrastructure recognising its significant role and function in enabling people and communities to provide for their social, economic and cultural well-being and for their health and safety in accordance with s5(2).
  - They have regard to the efficient use and development of natural resources and an existing physical resource in accordance with s7(b).
  - They are relevant to the unique characteristics of an airpark development and recognise the special operational and functional needs of the Rangiora Airfield while balancing these with the need to avoid, remedy or mitigate effects on the environment in keeping with s5(2)(c).

- They identify that adverse effects of airfield related residential and other activities are to be managed to ensure acceptable amenity outcomes in the manner envisaged by s7(c).
- The proposed provisions in terms of efficiency and effectiveness are the most appropriate way to achieve the objectives having considered other reasonably practicable options. The other reasonably practicable options considered were applying for a resource consent rather than seeking a rezoning, applying for a private plan change request and identifying alternative options considered in the drafting of the specific provisions.
- The benefits in terms of the environmental, economic, social, and cultural effects outweigh the costs and will provide opportunities for economic and employment growth.
- There is sufficient information that demonstrates that there are no significant risks around proceeding with the Proposal.

#### National Planning Standards

54 As the Proposal involves a new zone an assessment is required as to its consistency with the National Planning Standards (Standards) which establish a standard format for district plans across New Zealand. Clause 8. Zone Framework Standard identifies the mandatory directions for district plan zones. Direction 1 of clause 8 sets out that district plans must only contain the zones listed in Table 13 of the Standards consistent with the description of those zones. However, 8(1)(a) provides for Special Purpose Zones to be an exception when Direction 3 is followed. Direction 3 set out that:

3. *An additional special purpose zone must only be created when the proposed land use activities or anticipated outcomes of the additional zone meet all of the following criteria:*
  - a) *Are significant to the district, region or country*
  - b) *Are impractical to be managed through another zone*
  - c) *Are impractical to be managed through a combination of spatial layers.*

55 As required by Direction 3, all of the criteria (a)-(c) can be met as follows:

- The Rangiora Airfield is strategic infrastructure which is defined in the CRPS to mean, *“those necessary facilities, services and installations which are of greater than local importance, and can include infrastructure that is nationally significant”*<sup>3</sup>. The outcome sought by the zone is that the Rangiora Airfield can continue to function and operate while being supported by aviation related growth and development including through the provision of a unique residential lifestyle activity for aviation enthusiasts.
- The unique requirements of an airfield/airpark development are not a natural fit with the other zone descriptions in Table 13 and are therefore deemed to be impractical to

<sup>3</sup> Canterbury Regional Policy Statement, p251

manage through another zone. Conversely, a Special Purpose Zone, through its provisions, can ensure that development of potentially incompatible activities can occur in an integrated and comprehensive manner to support the function, operation and long-term use of the Rangiora Airfield.

- Spatial layers are appropriate and practical to manage the land use activities and anticipated zone outcomes, noting that there are currently two designations which apply to the Rangiora Airfield, being '*Rangiora Airfield*' and '*Surrounding land within 65dBA noise contour for Rangiora Airfield (not owned by Waimakariri District Council)*'. Further spatial layers under the current zoning framework (Rural Lifestyle Zone) are impracticable in order to manage further development of airfield related industrial and commercial activities and residential lifestyle activities associated with the airfield and they would be at odds with the outcomes of the underlying zone. Instead, the existing designations which relate to Rangiora Airfield are not sought to be changed at this stage but precinct layers (Activity Areas A and B) are proposed to manage the place based provisions and zone outcomes of the SPZ (RA).

#### National Guidance

- 56 For the sake of completeness, I do not consider the National Policy Statement on Indigenous Biodiversity is of relevance in this case as there is no indigenous biodiversity identified associated with the proposed rezoning area. Nor do I consider the National Policy Statement on Highly Productive Land is relevant, however I have explained that in detail below.

#### *National Policy Statement on Highly Productive Land (NPS HPL)*

- 57 The NPS-HPL came into effect in October 2022 which was after the PWDP had been notified. The PWDP must give effect to the NPS-HPL which includes any zoning or rezoning.
- 58 As it currently stands HPL is deemed to be any land identified as Land Use Capability (LUC) Class 1, 2, or 3 as mapped by the New Zealand Land Resource Inventory (NZLRI), provided that it is not:
- Land that is already identified for future urban development; or
  - Subject to a Council initiated, or an adopted, notified plan change to rezone it from general rural or rural production to urban or rural lifestyle.

- 59 The majority of the Proposal site contains Class 4 soils, however there is an area in the south-west part of the site around Priors Road which has Class 3 soils. However, as the PWDP is a Council initiated plan change that was notified prior to the commencement of the NPS-HPL and the PWDP seeks to zone the Proposal site as a Rural Lifestyle Zone, it is not deemed to be HPL for

the purposes of the NPS. This interpretation appears to be consistent with the views put forward by Mr Mark Buckley in a recent s42A report for Council<sup>4</sup>.

*National Policy Statement on Urban Development*

60 An initial question in the context of the NPS-UD is does it actually apply in a circumstance such as this. In this context I have looked closely at Policy 8 and concluded that it does. The policy states:

*Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:*

*(a) unanticipated by RMA planning documents; or*

*(b) out-of-sequence with planned land release.*

61 Clearly the Proposal is not anticipated and is out-of-sequence in terms of clauses (a) and (b), while my understanding is that Waimakariri in terms of Greater Christchurch area is considered to be an ‘urban environment’.

62 The questions therefore become whether the Proposal would add significantly to development capacity and contribute to well-functioning urban environments. In this context I consider that what is proposed here is relatively unique and certainly in a Waimakariri District context is entirely unique.

63 The industrial/commercial component of the Proposal (Activity Area A) would add approximately 18ha for Airfield activities (which is defined) beyond the boundary of the airfield. It would also facilitate the opening up of another 8ha within the airfield itself which is not currently available due primarily to access issues and associated costs of facilitating it. In terms of what this land is providing for i.e. Airfield activities, I consider this adds significantly to development capacity. I note in relation to this that Mr MacLeod identified there are upwards of 40 people currently seeking hanger space<sup>5</sup>.

64 In terms of the residential component the Proposal will facilitate around 50 residential units if all were taken up. A maximum of 30 of those residential units in Activity Area A are tied to Airfield activities. The remainder would be stand alone dwellings but with the provision of taxiways for aircraft movements. I consider it is unlikely that 50 residential units could be claimed to add significant development capacity in a simply residential context in Waimakariri District. However, that context fails to acknowledge that the residential component forms part of, and is inherently linked to, the overall Proposal. It also helps in facilitating services (water and wastewater) to the whole zone by distributing the costs of that provision. As an aside I note that the existing Rural

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<sup>4</sup> S42A Report on Whaitua Taiwhenua – Rural Zones, 8 September 2023, para 805

<sup>5</sup> MacLeod evidence para 12

Lifestyle zoning would enable 14-15 dwellings on 4ha sites within the land forming part of the proposed SPZ (RA) owned by Daniel Smith.

65 Turning to the question of whether the Proposal contributes to a well-functioning urban environment, Policy 1 provides the relevant guidance which planning decisions must consider. In my opinion the Proposal will:

- enable a variety of homes which meet people’s needs, in terms of type and location;
- enable a variety of sites that are suitable for a somewhat niche business sector which needs to locate in proximity to the airfield.
- have reasonable ability access from Rangiora (approximately 1.4km away) including biking and will be accessible for those utilising aircraft. However, it is accepted that this clause is not entirely met as there is no public transport and as Mr Metherell states the Proposal will not generate sufficient demand to warrant changes in services<sup>6</sup>, and while some housing is ‘on site’ many current and future employees will need to travel some distance. Further, there are few amenities currently available, although the Proposal may facilitate things such as a café.
- support reductions in greenhouse gas emissions through the concentration of activities and enabling more aviation related activity to be undertaken onsite rather than elsewhere.
- be resilient to the likely current and future effects of climate change, noting that the site is subject to minor flood hazards rather than the major Ashley River breakout area which is further to the west.

66 Overall, in my view, although somewhat different in its nature to what might normally be assessed under the NPS-UD, the Proposal generally meets the intent of the provisions, acknowledging there are some areas such as accessibility and the limited number of residential units in terms of development capacity, where that will not be the case.

*National Policy Statement Fresh Water (NPS-FM)*

67 The NPS-FM introduces the concept of Te Mana o te Wai, which refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community. There is a hierarchy of obligations set out in Objective 2.1, which prioritises:

- (a) First, the health and well-being of water bodies and freshwater ecosystems;
- (b) Second, the health needs of people (such as drinking water); and

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<sup>6</sup> Metherell evidence para 18

- (c) Third, the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future.

68 The NPS-FM policies relevant to the site seek that:

- Tangata whenua are actively involved in freshwater management and Māori freshwater values are identified and provided for **(Policy 2)**.
- Freshwater is managed in an integrated way, including considering the land use effects on a whole catchment basis, including the effects on receiving environments **(Policy 3)**.
- Avoiding the loss of river extent and values to the extent practicable **(Policy 6)**.
- The habitats of indigenous freshwater species are protected **(Policy 9)**.
- Communities can provide for their social, economic and cultural well-being in a manner consistent with the NPS-FM **(Policy 15)**.

69 Given the guidance contained in Policy 2, it is acknowledged the preferred method of engagement for mana whenua on the PWDP process is for them to be engaged by the Council to assess submissions, following Council's receipt of Submitters evidence. Mana whenua therefore continue to have an opportunity to be activity involved in this rezoning request.

70 The rezoning request sufficiently separates built form from the existing Ashley River margins with a 100m setback from the centreline of the stopbank which currently separates the site from the Ashley River. This is consistent with an existing Rangiora Airfield designation condition. In practice this will mean that further development within the SPZ (RA) is most likely to the south of the main runway. This is consistent with Policy 6 and Policy 9.

71 The Proposal will facilitate connecting the SPZ (RA) area and a broader area to the Rangiora water and wastewater networks, which currently is not occurring with existing development on the airfield. This is a positive benefit of the Proposal and meets the intent of Policy 3 (reducing effects on the receiving environment) and Policy 15 (communities providing for their social, economic and cultural well-being).

72 Other issues associated with the NPS-FM, including stormwater disposal, would be appropriately addressed at subdivision and development stage.

*National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS)*

73 In terms of the NESCS, Environment Canterbury's Listed Land Use Register (LLUR) records the following HAIL activities are recorded:

- F1 Airports

- A17 Storage tanks or drums for fuel, chemicals or liquid waste.

74 Both these relate to the Rangiora Airfield site itself and cover fuel storage, workshops, washdown areas or fire practice areas, and storage tanks or drums for fuel, chemical or liquid waste. These areas would require investigation if further development were proposed in the vicinity of where activities have been recorded.

75 While no other HAIL sites within the remainder of the SPZ(RA) are identified on the LLUR, the NESCS would apply when the resource consents are applied for to develop the land.

*National Environmental Standards for Sources of Human Drinking Water (NES-DW)*

76 The NES-DW contains regulations for protecting sources of human drinking water from contamination and apply to registered drinking water supplies.

77 The eastern-most side of the proposed SPZ (RA) adjoining Merton Road is partially located within a provisional Community Drinking Water Protection Zone with the registered drinking supply that this protection zone relates to being registered to well M35/6031 which is the active supply for the nearby Holiday Park.

78 As detailed below the Council is committed to providing a water and wastewater network to the SPZ (RA) and surrounding area which includes the Holiday Park. Stage 1 of the project is to connect water and wastewater services to the existing reticulation at Chatsworth Avenue and lay new pipes to the intersection of Lehmans Road and Priors Road. This would enable the Holiday Park to connect to these mains at this first stage for their drinking water supply. Installation of this stage has been assumed to occur in 2024.

79 In addition to this, the new water supply network would replace the existing on-airfield water supply which as I understand it is in need of replacement as referred to by Mr MacLeod.

Canterbury Regional Policy Statement

80 The CRPS, as referred to above, identifies Rangiora Airfield as strategic infrastructure. I also note that the CRPS includes a definition of 'Regionally significant infrastructure' for the entire region which includes at point 15:

*Infrastructure defined as 'strategic infrastructure' in this regional policy statement.*

81 As an example of the airfield's importance, I note that Mr Noad has described the role the airfield played in both the Canterbury Earthquake and Kaikoura Earthquakes<sup>7</sup> and Mr Groome has

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<sup>7</sup> Noad evidence paras 25 & 26



identified that on the Canterbury Plains Rangiora Airfield is *by a large margin the busiest of all these airfields*<sup>8</sup>.

82 The airfield and the immediate surrounding land subject to the proposed rezoning fall just inside the Greater Christchurch area identified on Map A in Chapter 6 of the CRPS. While I note the CRPS is now becoming dated with this focus on earthquake recovery and that the NPS-UD is a higher order document and therefore prevails, I have nevertheless considered the key objectives and policies which are:

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

Objective 6.2.1 - Recovery Framework

Policy 6.3.5 - Integration of land use and infrastructure

83 Objective 5.2.1 seeks that development is located and designed so that it functions in a way that achieves consolidation around existing urban areas as the primary focus for accommodating the region's growth, enables people and communities to provide for their social, economic and cultural well-being and health and safety, including:

- providing housing choice;
- enabling business activities in appropriate locations;
- being compatible with the continued safe, efficient and effective use of regionally significant infrastructure;
- avoids adverse effects on significant natural and physical resources including regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects on those resources and infrastructure; and
- avoids conflicts between incompatible activities.

84 In my opinion the Proposal meets the intent of this objective through:

- Having development located and designed around existing regionally significant infrastructure to provide for a specialist lifestyle housing choice for aviation enthusiasts rather than as a primary focus area for the region's growth.
- Providing for the ongoing economic and social well-being of airfield users.
- Supporting and guiding land uses around Rangiora Airfield through zone provisions in a manner which will avoid the location of activities which are sensitive to noise in the 65dB Ldn noise contours and mitigate the effects of the airfield on noise sensitive activities in the 55dB Ldn noise contour.

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<sup>8</sup> Groome evidence para 18

- Specifically recognising the Airfield as a significant infrastructure resource and the benefits it's growth would have for user groups, employment and the wider community.
- Addressing potential reverse sensitivity issues to avoid conflicts between incompatible activities.

85 Objective 6.2.1 seeks that recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:

- identifies priority areas for urban development within Greater Christchurch;
- avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS;
- maintains or improves the quantity and quality of water in groundwater aquifers and surface waterbodies, and quality of ambient air;
- maintains the character and amenity of rural areas and settlements;
- integrates strategic and other infrastructure and services with land use development;
- achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs;
- optimises use of existing infrastructure

86 I acknowledge that the Proposal is not identified as a priority area for urban development and that it does not avoid urban development outside of existing urban areas. This creates, on the face of it, a reasonably high level on inconsistency with the objective. The avoid clause does however have an exemption in terms of situations that are expressly provided for in the CRPS. In my view there is an argument that Policy 6.3.5 (discussed below) could be seen to provide that situation.

87 In terms of the remainder of the criteria under Objective 6.2.1, the Proposal generally meets their intent in terms of optimising and not adversely affecting the efficient operation, use and development of existing infrastructure and not impacting on groundwater aquifers and surface waterbodies, and the quality of ambient air. I accept that the character and amenity of the immediate rural area will however change.

88 Policy 6.3.5 requires that recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by:

1. Identifying priority areas for development to enable reliable forward planning for infrastructure development and delivery.

2. Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure.
3. Providing that the efficient and effective functioning of infrastructure is maintained.
4. Only providing for new development that does not affect the efficient operation, use, development, appropriate upgrading and safety of existing strategic infrastructure.
5. Managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective, provision, operation, maintenance or upgrade of strategic infrastructure.

89 The Proposal clearly integrates land use development (the enablement of airfield related activities) with infrastructure (Rangiora Airfield). Indeed, without the airfield the relief sought would not have been made. In terms of the following clauses:

- clause 1 is not relevant in this circumstance,
- servicing provision will be coordinated with the development of the SPZ (RA),
- the Proposal will maintain and likely enhance the functioning of the airfield,
- development will not affect the efficient operation, use, development, appropriate upgrading and safety of Rangiora Airfield and again will in some ways enhance it i.e. it will enable greater use and development and will facilitate upgrading (lengthening) and potential safety of the runways, and
- the effects of any development, in particular residential development in term of reverse sensitivity, are able to be managed through mechanisms in the Proposal.

90 Policy 6.3.5 provides a potential pathway through Objective 6.2.1 should the Hearing Panel not accept that the NPS-UD and in particular Policies 8 and 1 have been met.

#### Proposed Waimakariri District Plan

91 The PWDP adopts the provisions associated with Rangiora Airfield contained in the Operative District Plan. The only objective and policy sought to be amended by the Proposal are objective NOISE-O3 and policy NOISE-P5. The amendment to the objective is to provide an exception to the avoid component for noise sensitive activities within the 55dBA Ldn Noise Contour for the SPZ (RA), while the policy has been rewritten so as to mitigate adverse noise effects from the operations of the Rangiora Airfield on noise sensitive activities in the SPZ (RA) through prohibition with the 65dBA Ldn noise contour and noise mitigation within the 55dBA Ldn contour. The Rural and Rural Lifestyle Zones retain avoid requirements. Without these amendments the Proposal would be contrary to these provisions.

- 92 An evaluation against the relevant objectives is contained in the S32 analysis in **Appendix 3**.
- 93 I have also considered the relevant Urban Form and Development policies and noted that the Proposal, with the provisions proposed, meets the intent of Policy UFD-P10 in terms of managing reverse sensitivity effects from new development, particularly in relation to strategic infrastructure. It would also meet the intent of UFD-P8 if Activity Area A were considered industrial land in terms of managing effects, aligning with infrastructure and being informed by an ODP. I note however that it is not located adjacent to an existing urban environment, but can be efficiently serviced by some elements of infrastructure i.e. water, wastewater and roading.

#### Other Documents

##### *Mahaanui Iwi Management Plan and cultural values*

- 94 The Mahaanui Iwi Management Plan provides a values-based policy framework for the protection and enhancement of Ngāi Tahu values, and for achieving outcomes that provide for the relationship of Ngāi Tahu with natural resources. The Proposal sits within the Rakahuri Catchment as identified within the Plan.

- 95 The key provisions of relevance to the Proposal are:

##### *Policy P3.1*

*To require that local government recognise and provide for the particular interest of Ngāi Tahu Papatipu Rūnanga in urban and township planning.*

##### *Policy P3.2*

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

- (b) Plan changes and Outline Development Plans.*

##### *Policy 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;*

*Policy R1.1*

*To require that land and water management in the Rakahuri catchment recognises and provides for the importance of this river as mahinga kai to generations of Ngāi Tahu. This means that:*

*(c) Inappropriate land use on floodplains and river margins is discontinued;*

- 96 With regard to the above policies, it is noted that for the Plan Change 45 and NoR process for the Rangiora Airfield in 2017/2018, engagement with Ngai Tūāhuriri Rūnanga occurred and no matters of cultural significance were identified at that time. It is recognised that this Proposal covers a larger area of land with a change in zoning (particularly over the areas which fall outside the designation) and therefore that consultation with mana whenua is appropriate. However, it is understood that Mahaanui Kurataiao Limited have advised that their preferred method of engagement is for them to be engaged by the Council to assess submissions, following Council's receipt of Submitters evidence.
- 97 While there has not yet been engagement with mana whenua on this Proposal, the amending proposal and ODP have been developed to respond to the IMP (and the PWDP SASM policy directions) as follows:
- (a) The built development will not 'creep' further towards the Ashley River/Rakahuri which is a site of cultural value for tāngata whenua. The Rangiora Airfield designation has a condition requiring built development to setback of 100m from the centreline of the stopbank. This same restriction is provided for within the rules of the SPZ (RA).
  - (b) Development within the SPZ (RA) will connect onto the Rangiora water and wastewater schemes via reticulated infrastructure therefore providing protection to the groundwater and nearby surface water resource. This wastewater infrastructure will enable the current Rangiora Airfield infrastructure to move away from their present on-site disposal and water take.
  - (c) Site management techniques can be adopted (through implementation of earthworks and subdivision controls) that will ensure that cultural values are not adversely impacted upon.
  - (d) No sites of significance to Ngai Tahu are identified within the PWDP over the Proposal area. It is acknowledged that should an archaeological site, waahi tapu, taonga or koiwi be discovered it may not be damaged, destroyed or modified unless the necessary authorities pursuant to the New Zealand Pouhere Taonga Act 2014 have been obtained first.
- 98 The Submitter looks forward to considering any feedback from Mahaanui Kurataia Limited through the hearing process.

- 99 The District Development Strategy identifies the vision for the District showing where development could occur over the next 30 years in response to anticipated growth and planning drivers.
- 100 Rangiora Airfield is referred to within the Strategy under the Strategic Aim of being well-connected through infrastructure. The strategy notes that infrastructure, which includes Rangiora Airfield, is critical for sustainable development of the District and that in order to efficiently provide for infrastructure an integrated approach is required. I consider the Proposal is consistent with this particular aim of the DDS as the Rangiora Airfield is defined as strategic infrastructure and its future growth and development will be provided for in an integrated manner.
- 101 Broadly, the DDS identifies that the growth approach for the District is for continued business activities in identified business areas (within existing towns and potentially new greenfield business zoned land beyond the existing infrastructure supported boundary in Rangiora). This is to provide opportunities for co-located business activities and ancillary support services.
- 102 The rezoning would support the future development and growth of the Rangiora Airfield enabling co-location of airfield related business activities and ancillary support services whilst also creating more local aviation focused employment opportunities. I consider this type of business activity is appropriate to be consolidated around the airfield and sufficiently unique that it will not undermine the existing business areas or growth of other new business areas in the District.

*Civil Aviation Authority Advisory Circulars*

- 103 Civil Aviation Authority Advisory Circulars AC139-7 & AC91-15 addresses Aerodrome Standards and Requirements— Aeroplanes at or below 5700 kg MCTOW—Non Air Transport Operations. The circulars address the physical characteristics of the runways and taxiways, the requirements of the obstacle limitation surfaces, and the visual aids for navigation such as windsocks and markers. Essentially it details the physical characteristics, the types of equipment and installations, and the associated standards that are acceptable to the Director of Civil Aviation for ensuring compliance with its requirements.
- 104 Ensuring the safety of aircraft is obviously a major purpose of the circular's requirements. In the context of the Proposal other than leaving sufficient room for runway expansion (shown on the ODP) and taxiways (covered via rules) there is nothing that is required to be addressed.
- 105 The obstacle limitation surfaces would need to be addressed via a separate plan change/variation as there is insufficient scope within the submission to amend them here.

## Key Issues

### *Noise/Reverse Sensitivity*

- 106 The issue of noise and the associated potential for reverse sensitivity is something I have considered closely. I have over a number of years been involved in District Plans supporting the use of noise contours and limiting noise sensitive activities within those contours. This includes the current provisions in the PWDP for Rangiora Airfield, along with similar provisions associated with Fonterra facilities in Taranaki, Northland, Canterbury and Otago.
- 107 I accept, as has Mr Hay, that noise sensitive activities are at times located close to airfields where they are consistent with, or have some relationship with, the airfield concerned, such as live-work and fly home situations. However, in my view such situations need to be closely managed.
- 108 I have looked at other examples around New Zealand to gain some background. In some situations, there are no noise contours or relevant provisions, so I have not considered those closely.
- 109 The closest example to the Rangiora situation I have been able to determine is the North Shore airfield at Dairy Flat. In that example there is an Airport and Airfields Special purpose zone covering the airfield environs which enables aircraft operations and aviation related businesses and facilities, and a bespoke Dairy Flat Precinct applying to 50ha of land providing for a residential aero park.
- 110 The precinct contains a subdivision plan providing for some 77 sections. Each is to have sealed aircraft taxiway access to and from the airfield, which is tied in via legal agreement at subdivision stage, as is a no complaints covenant registered against the certificate of title in favour of the Airport. There is also a requirement for sound attenuation and related ventilation and/or air conditioning measures for noise sensitive activities between the 55dB Ldn and 65dB Ldn noise boundary. Virtually all 77 sections on the precinct subdivision plan are within the 55dB Ldn noise boundary and some are within the 65dB Ldn noise boundary. It is unclear how these latter sections are being addressed as new activities sensitive to aircraft noise are prohibited.
- 111 The purpose of the precinct as stated in the description includes *to create an environment for aircraft enthusiasts to live in close proximity to the North Shore Airport, and to provide permanent access for aircraft from all individual properties to the Airport*<sup>9</sup>.
- 112 In terms of the Proposal, elements of the North Shore Airport and Dairy Flat Precinct have been used in informing the provisions for the SPZ (RA) in relation to noise.

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<sup>9</sup> Auckland Unitary Plan, Dairy Flat Precinct

- 113 Protection against reverse sensitivity effects associated with the residential components of the Proposal is a key issue in my opinion. This has been facilitated directly by the requirement of a no complaints covenant for all new noise sensitive land uses in favour of the Waimakariri District Council, alongside the existing requirement for acoustic insulation within the 55dbA Ldn contour. I accept however, as Mr Hay has said, that no-complaints covenants do not in themselves mitigate noise effects or reduce annoyance.
- 114 This therefore brings me to the indirect requirements. These include rules at the subdivision stage requiring all lots including those for residential purposes to be provided with taxiway access to the airfield thus providing a link to the airfield. There are also rules in both the zone and subdivision standards linking residential activities in Activity Area A to airfield related activity through a maximum gross floor area rule (SPZ(RA)-R4 1a.) and a legal mechanism rule (SUB-R12 2a.).
- 115 These rules, including the registration of the consent notice on the individual titles will inform purchasers of a property of the environment they are buying into (this will also be evident with the existing airfield infrastructure in place) and therefore it is expected (and provided for through zone and subdivision provisions) that the owners/occupiers of the land will have an aviation association and are likely to be aviation enthusiasts. Such people are also expected to have less sensitivity to noise generated from an airfield environment. In other words, they are making a lifestyle choice.
- 116 This in my view places these properties in a different situation to those where no complaints covenant cannot be imposed or links to the airfield required.
- 117 From an acoustic perspective, Mr Hay considers that the proposed objectives, policies, and rules of the Proposal are appropriate when considered in conjunction with the ODP proposed; and supports their adoption.<sup>10</sup>
- 118 Mr Hay has indicated that he is also supportive of any practicable rule, instrument, or process that would more tightly tie the occupation of any Activities Sensitive to Aircraft Noise (ASAN) to airport purposes. The purpose of this being to prevent the potential longer-term drift of occupancy of an ASAN from airport/aviation related to general residential use. He is also in favour of the adoption of the proposed airport noise contours through a subsequent process<sup>11</sup>.
- 119 In my opinion the mechanisms proposed provide a relatively tight framework associating residential use to airfield activity and protecting as far as is practical against reverse sensitivity effects and are founded on existing practice examples. Nevertheless, I am open to considering any other potential options that may become apparent.

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<sup>10</sup> Hay evidence, para 3.3

<sup>11</sup> Hay evidence, paras 3.4 & 3.5



120 Finally on the issue of noise, I consider it is important to understand that there are existing rules in place addressing noise from aircraft. In particular the airfield is required to operate so that the noise from the aircraft operations does not exceed 65dBA Ldn outside the 65dBA Ldn airport noise contour (which is based on 88,000 movements per annum) and that when recorded movements exceed 70,000 per annum a compliance check is required. Further, measurements of the noise levels at the site are required to commence once aircraft operations reach 88,000 movements per annum. In addition, the NoR includes a restriction on the installation of lighting which would prevent flying during the hours of darkness.

*Landscape/Visual*

121 Mr Langbridge has assessed the landscape and visual impacts of the Proposal and concluded that it is appropriate because the potential landscape and/or visual effects on rural character and amenity of the site and its receiving environment will be mitigated (to some degree) by the:

- proximity the application site has to the Rangiora Airfield,
- by the isolated nature of the site,
- the themed development, with all aspects of the development being related directly to the aviation industry and
- by a uniform and considered treatment of the perimeter boundary that will reinforce the area as a considered expansion of the aviation precinct.

122 Mr Langbridge considers the adverse effects arising from the loss of a relatively isolated area of moderate rural character to be **low**<sup>12</sup>.

123 The Proposal would inevitably result in a change to the existing environment and thus a change in amenity values from a reasonably high degree of openness to one consisting of a greater level of built form. That is always the case with urban type expansion.

124 The provisions proposed as part of the Proposal contain height limits, building coverage limits, setbacks from roads and boundaries, outdoor storage screening and there are landscaping requirements associated with the ODP. These are all designed to address amenity issues. I note that in terms of landscaping a level of care is required in proximity to an airfield as to height of the landscaping and as it can attract bird life which can conflict with aircraft movements.

125 In my opinion the type of development that will eventuate, while being linked to the airfield, will with the controls proposed, provide for a reasonably high standard of amenity and quality of environment within the context of what the zone frameworks enables. To this end I consider s7(c) and (f) of the RMA are able to be met.

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<sup>12</sup> Langbridge evidence, paras 9 & 10

126 In my opinion there are no impediments to the rezoning proposal from a landscape and visual perspective.

*Traffic*

127 The Proposal will facilitate the realignment and sealing of Priors Road which in my view is a positive benefit. An assessment of the traffic implications of the Proposal has been undertaken by Mr Metherell. He has indicated that his Integrated Transport Assessment supports the rezoning of the Site to Special Purpose Zone (Rangiora Airfield) in the PWDP and he has concluded that the rezoning of the site can be supported from a transport perspective and that it will not require reclassification of roads in the road hierarchy, with local road status remaining suitable.

128 Mr Metherell's conclusions are understandable given the relatively limited number of vehicles the rezoning would likely generate (approximately 600) and the dual access (Merton Road and Priors Road) it creates. In my opinion there are no impediments to the rezoning proposal from a transport perspective.

*Servicing*

129 An assessment of the potential for servicing the proposed rezoned area and other areas close by has previously been undertaken by Waimakariri District Council in 2021<sup>13</sup> and updated costing were provided in May 2023<sup>14</sup>. The 2021 Memo considered three options for both water servicing and wastewater servicing and found that all options could be provided, and that the solution depended upon the level of development (or number of connections).

130 I understand that there is a commitment from the Council to provide both water and wastewater infrastructure to the corner of Lehmans and Priors Road at this stage. The proposed rezoning would then provide the impetus and funding levels to extend the network to the SPZ (RA) location including to those existing activities already located on the airfield.

131 As referred to by Mr MacLeod, the Council has already made a decision that the airfield water supply be deemed to be public, which has resulted in a need to upgrade both the potable water supply to the airfield to meet the relevant standards as well as providing for a reticulated wastewater network linking back to the Rangiora wastewater system<sup>15</sup>.

132 Based on the above, there do not appear to be any impediments to providing water and wastewater services to the airfield and surrounding area (including the proposed rezoning area) and in my opinion connecting this area will have the positive benefit of providing reticulated

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<sup>13</sup> North West Rangiora Water and Wastewater Servicing Memo, 28 September 2021

<sup>14</sup> North West Rangiora Water and Wastewater Servicing Memo, 16 May 2023

<sup>15</sup> MacLeod evidence, para 16

services to the existing airfield development. The extent of development will also help in financially facilitating the extension of the network into this area.

- 133 In terms of stormwater, ground soakage is likely to be an acceptable option in this location and can be managed through subdivision consent (Rule SUB-S15 and matters of control SUB-MCD6)). There is a small area of the site which fall inside a provisional Community Drinking Water Protection Zone and may necessitate a higher level of stormwater treatment in this location.

#### *Flooding Hazard*

- 134 A flood hazard area crosses parts of the site as shown in Figure 2 below:



**Figure 2 - Flood Hazard Area**

- 135 Activities/sites within these areas are subject to assessment under SUB-R4 and matters of discretion in SUB-MCD5, which includes the location of structures and identified building platforms, any restriction on floor levels and the extent to which necessary overland flow paths are maintained. In my view these provisions are sufficient to enable any flood hazard to be addressed.

#### *Airfield Related Growth*

- 136 In considering further airfield growth, it is in my opinion again important to take into account the strategic infrastructure status which the CRPS places of Rangiora Airfield. It would seem counter intuitive to on the one hand having recognised the importance of the airfield as a strategic asset and then not facilitate further growth, particularly in a situation where there is a demand for facilities. In my opinion there is potential for, and the likelihood of, further growth at Rangiora Airfield should it be enabled. It is therefore more in line with the strategic policy direction that growth at the airfield is planned for and mechanisms put in place to address that growth than it is to restrict it to present levels. I note that the projected noise contours are based on approximately 88,000 annual aircraft movements which is over double the current movements. The contours themselves have therefore provided for a growth in aircraft movements.

- 137 To this extent, Mr Groome considers the Proposal would complement the existing Rangiora Airfield by allowing expansion with easy access to the airfield itself. He also notes that many aircraft owners are semi-retired or retired persons with aviation being their hobby and that the development would enable these people to build a residence or have accommodation and house their aircraft all in the one place, saving on commuting times to the airfield and being in an environment which they are enthusiastic about<sup>16</sup>.
- 138 Mr Groome has gone on to identify a number of benefits including increased landing fees, increased spend and business activity, increased employment opportunities, the potential for increased flight training operations and residential development which facilitates fly in and stay opportunities.
- 139 The Proposal in my opinion represents an efficient use of the land resource and the Rangiora Airfield operations in general in enabling airfield growth. It will facilitate the opening up of some existing airfield land around the edges (approximately 8ha) while providing for a further 18ha of land for airfield related activities and approximately 25ha for residential style development.

#### **Conclusion**

- 140 The proposed SPZ (RA) in my opinion delivers a balanced outcome. It provides certainty and protection for the continued operation of the airfield whilst enabling growth in airfield related activities for which there is currently a demand. That growth could facilitate a number of benefits in terms of business opportunities, increased employment and boutique residential development. It would also help facilitate and fund the provision of network services (water and wastewater) into the zone and wider area.
- 141 Given the level of land enabled for airfield related activities, the Proposal in my opinion, while somewhat different, meets the intent of Policy 8 and Policy 1 of the NPS-UD which enables development capacity that is unanticipated; or out-of-sequence with planned land release, provided it adds significantly to development capacity and contributes to well-functioning urban environments.
- 142 The existing provisions in the PWDP already protect and provide for the ongoing operations of the Rangiora Airfield, as well as address the acoustic amenity of the surrounding area. These two mechanisms were designed to balance the efficient use of the airfield operations with the use of the surrounding land. The changes now proposed to the PWDP are designed to enable development of land surrounding the airfield, including enabling residential activity which has links to the airfield subject to it meeting noise insulation requirements and providing a no complaints covenant. In my opinion the outcome now proposed here in terms of noise sensitive

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<sup>16</sup> Groome evidence, paras 51 & 52

activity is acceptable given the nature of likely residential development and its occupiers couple with these mechanisms.

- 143 For the area within the 65 dBA contour all dwellinghouses and noise sensitive activities remain prohibited. The noise levels in this area are considered to have a too greater impact on amenity to allow such development to occur.
- 144 To summarise, I consider that effects on the environment, such as noise, visual effects, traffic effect, servicing and flooding are able to be appropriately addressed.
- 145 I consider the objectives of the Proposal are the most appropriate way to achieve the purpose of this Act, and that it will be in accordance with the direction of national guidance, give effect to the CRPS and meet the intent of the objective and policy framework of the Proposed Waimakariri District Plan.
- 146 Overall, I conclude that the Proposal will ensure that the overriding purpose of the RMA to promote the sustainable management of natural and physical resources is achieved. This includes providing for individuals and the wider communities social, economic and cultural well-being through employment, business opportunities, housing and recreational opportunities. This is achieved by building on the physical resource that is Rangiora Airfield and addressing as far as is practical any potential adverse effects. In my opinion this is an effective and appropriate way forward.



**Dean Chrystal**

13<sup>th</sup> March

## **Appendix 1**

## **Special Purpose Zone – Rangiora Airfield**

### **Introduction**

The purpose of the Special Purpose Zone (Rangiora Airfield) is to provide an airpark for aviation operations (including maintenance and repair of aircraft); appropriate airfield related activities (including commercial and industrial activities); and a limited amount of residential activity for aircraft enthusiasts to live in close proximity to the Rangiora Airfield.

It is intended that the commercial and industrial activities provided in the Special Purpose Zone (Rangiora Airfield) will be ‘aircraft related’, while residential activities will have to be linked to an airfield activity and/or the use of the airfield through legal access over taxiways onto the airfield depending on what Activity Area they are located within. Residential buildings will also have to noise insulation requirements to protect the airfield from reverse sensitivity effects.

Designations take priority over zoning, and any conditions or restrictions on the Rangiora Airfield itself or Airspace designations will override the provisions in the Rangiora Airfield Zone should a land use or subdivision conflict arise.

The zone is divided into two distinct activity areas (references correspond to SPZ(RA) – APP1 and are referred to in the Activity Area Rules Tables as follows):

- Activity Area A: Airfield Central
- Activity Area B: Airfield Environs (Residential)

The key differences between these activity areas are the types of activities enabled and the extent to which activities, such as aviation related commercial and industrial and residential activities, can occur.

**Activity Area A – Airfield Central** encompasses the runways, existing hangars and other core airside activities, including commercial, industrial and educational activities which support the Rangiora Airfield and aviation sector. Residential development is provided for where it is connected with a core airside activity.

**Activity Area B – Airfield Environs (Residential)** provides for low density residential development connected with airfield use.

All areas have taxiway connectivity with the runway, which will be a requirement of subdivision, to reinforce the relationship between the airfield and the surrounding activities.

The provisions in this chapter are consistent with the matters in Part 2 – District Wide Matters – Strategic Directions and give effect to matters in Part 2 – District Wide Matters – Urban Form and Development.

As well as the provisions in this chapter, district wide chapter provisions will also apply where relevant.

<b>Objectives</b>	
<b><u>SPZ(RA)-O1</u></b>	<p><b><u>Purpose of the Special Purpose Zone (Rangiora Airfield)</u></b>  <u>To enable the continued operation and future development of the Rangiora Airfield as a strategically significant, safe and economically sustainable airfield that meets the current and future needs of the aviation community within the District and Region.</u></p>
<b><u>SPZ(RA)-O2</u></b>	<p><b><u>Management of Environmental Effects</u></b></p> <ul style="list-style-type: none"> <li>(a) <u>The operational and functional needs of Rangiora Airfield are provided for while ensuring that the adverse effects of aviation activities on the environment are avoided, remedied, or mitigated.</u></li> <li>(b) <u>The adverse effects of airfield related, residential and other activities are managed to ensure acceptable amenity outcomes.</u></li> </ul>
<b><u>SPZ(RA)-O3</u></b>	<p><b><u>Compatibility of Activities with the Airfield Operation</u></b>  <u>Airfield-related activities:</u></p> <ul style="list-style-type: none"> <li>(a) <u>Are compatible with the efficient operation, maintenance and upgrading of the airfield and its associated effects;</u></li> <li>(b) <u>Manage reverse sensitivity effects on the airfield.</u></li> </ul>
<b>Policies</b>	
<b><u>SPZ(RA)-P1</u></b>	<p><b><u>Activities in the Special Purpose Zone (Rangiora Airfield)</u></b></p> <ul style="list-style-type: none"> <li>(a) <u>Provide for the continued operation and development of aviation activities.</u></li> <li>(b) <u>Enable compatible airfield related activities within Activity Area A, where these complement the function and operation of the Rangiora Airfield and/or the airport location.</u></li> <li>(c) <u>Enable residential units within Activity Areas A and B where the residential unit manages reverse sensitivity effects on adjoining aviation activities.</u></li> </ul>
<b><u>SPZ(RA)-P2</u></b>	<p><b><u>Management of effects</u></b>  <u>Manage the effects arising from development, subdivision and use, having regard to:</u></p> <ol style="list-style-type: none"> <li>1. <u>Compatibility with the role and function of the Rangiora Airfield Zone;</u></li> <li>2. <u>The requirements of SPZ(RA) – APP1;</u></li> <li>3. <u>Whether the development, subdivision and use is ancillary to and/or supports airfield activities;</u></li> <li>4. <u>The safety, security and resilience of the airfield as regionally significant infrastructure;</u></li> <li>5. <u>Whether the activity can be appropriately serviced, including wastewater, stormwater and potable drinking water supply;</u></li> <li>6. <u>The potential for reverse sensitivity effects on the established and permitted activities within the Special Purpose Zone (Rangiora Airfield);</u></li> <li>7. <u>The effects of the development, subdivision and use on the surrounding area including by:</u> <ol style="list-style-type: none"> <li>a. <u>Managing the height, bulk and location of buildings and structures.</u></li> <li>b. <u>Screening outdoor storage and refuse storage areas.</u></li> <li>c. <u>Providing landscaping at zone boundaries.</u></li> </ol> </li> </ol>

**Activity Rules**



<b><u>SPZ(RA)-R1 Construction of, or alterations or additions to a building or other structure</u></b>	
<p><b><u>Activity status: PER</u></b></p> <p><u>Where:</u></p> <ol style="list-style-type: none"> <li><u>The activity complies with all built form standards (as applicable).</u></li> </ol>	<p><b><u>Activity status when compliance not achieved: as set out in the relevant built form standards.</u></b></p>
<p><b><i>Advisory Note: <b>NOISE – Te orooro – Noise</b> contains standards relevant to noise sensitive activities including additions and alterations to existing buildings containing noise sensitive activities in the Special Purpose Zone (Rangiora Airfield).</i></b></p>	
<b><u>SPZ(RA)-R2 Airfield activities</u></b>	
<p><b><u>Activity status: PER</u></b></p> <p><u>Where:</u></p> <ol style="list-style-type: none"> <li><u>The activity occurs within Activity Area A, and</u></li> <li><u>The activity complies with all built form standards (as applicable).</u></li> </ol>	<p><b><u>Activity status when compliance is not achieved with SPZ(RA)-R2 (1): DIS</u></b></p> <p><b><u>Activity status when compliance with SPZ(RA)-R2 (2) is not achieved: as set out in the relevant built form standards.</u></b></p> <p><b><u>Matters of discretion are restricted to:</u></b></p> <ol style="list-style-type: none"> <li><u>As set out in the applicable matters of discretion for the built form standard.</u></li> </ol>
<p><b><u>Activity status: NC</u></b></p> <p><u>Where:</u></p> <ol style="list-style-type: none"> <li><u>The activity occurs within Activity Area B.</u></li> </ol>	<p><b><u>Activity status when compliance is not achieved: NC</u></b></p>
<b><u>SPZ(RA)-R3 Visitor accommodation</u></b>	
<p><b><u>Activity status: PER</u></b></p> <ol style="list-style-type: none"> <li><u>Within Activity Area A:</u> <ol style="list-style-type: none"> <li><u>It is located outside the 65dBA LdN Noise Contour boundary.</u></li> <li><u>It is ancillary and attached to the use of a building for an airfield activity on the same site.</u></li> </ol> </li> <li><u>Within Activity Area B:</u> <ol style="list-style-type: none"> <li><u>It is located outside the 65 dBA LdN Noise Contour boundary.</u></li> <li><u>The activity shall be undertaken within a residential unit.</u></li> <li><u>A maximum of eight visitors shall be accommodated per site.</u></li> </ol> </li> </ol>	<p><b><u>Activity status when compliance not achieved with SPZ(RA)-R3(1)(a) or SPZ(RA)-R3(2)(a): PR</u></b></p> <p><b><u>Activity status when compliance not achieved with SPZ(RA)-R3(1)(b) or SPZ(RA)(2)(b) or SPZ(RA)(2)(c): NC</u></b></p>

**Advisory Note: *NOISE – Te orooro – Noise contains standards relevant to visitor accommodation in the Special Purpose Zone (Rangiora Airfield).***

**SPZ(RA)-R4 Residential unit**

**Activity status: PER**

1. Within Activity Area A:
  - a. The activity shall comprise a maximum of 75% of the GFA of all buildings on the site.
  - b. There is no more than one residential unit per site.
  - c. There is no more than 30 residential units in total within Activity Area A.
  - d. The residential unit is located outside the 65 dBA LdN Noise Contour boundary.
  
2. Within Activity Area B:
  - a. There is no more than one residential unit per site.
  - b. The residential unit is located outside the 65 dBA LdN Noise Contour boundary.

**Activity status when compliance not achieved with SPZ(RA)-R4(1)(a): DIS**

**Activity status when compliance not achieved with SPZ(RA)-R4(1)(b)-(d) or SPZ(RA)-R4(2): PR**

**Advisory Note: *NOISE – Te orooro – Noise contains standards relevant to residential unit’s in the Special Purpose Zone (Rangiora Airfield).***

**SPZ(RA)-R5 Minor residential unit**

**Activity status: PR**

**Activity status when compliance not achieved: N/A**

**SPZ(RA)-R6 Accessory building or structure**

**Activity status: PER**

Where:

1. The development complies with all built form standards (as applicable).

**Activity status when compliance not achieved: as set out in the relevant built form standards.**

**SPZ(RA)-R7 Any activity not provided for in the Special Purpose Zone (Rangiora Airfield) as a permitted, controlled, restricted discretionary, discretionary, non-complying, or prohibited activity, except where expressly specified by a district wide provision**

**Activity status: DIS**

**Activity status when compliance not achieved: N/A**

**Built Form Standards**

<b>SPZ(RA)-BFS1 Site Layout Rangiora Airfield Outline Development Plan</b>	
1. <u>Development shall be in accordance with the Outline Development Plan in SPZ(RA)-APP1.</u>	<b><u>Activity status when compliance not achieved: DIS</u></b>
<b>SPZ(RA)-BFS2 Building Height</b>	
<p>1. <u>The maximum height of buildings and structures above ground level shall be:</u></p> <ul style="list-style-type: none"> <li>a. <u>Activity Area A: 12m</u></li> <li>b. <u>Activity Area B:</u> <ul style="list-style-type: none"> <li>i. <u>10m for any residential unit or accessory building to a residential unit (excluding hangar).</u></li> <li>ii. <u>12m for any hangar or other structure.</u></li> </ul> </li> </ul> <p><u>SPZ(RA)-BFS2 does not apply to antennas, aerials, satellite dishes, flues, flag poles and airfield control structures.</u></p>	<p><b><u>Activity status when compliance is not achieved: RDIS</u></b></p> <p><b><u>Matters of control and discretion are restricted to:</u></b></p> <p><u>SPZ-RA-MCD1 – Height</u></p> <p><u>SPZ-RA-MCD6 – Civil Aviation requirements</u></p>
<b><i>Advisory Note: TRAN – Ranga waka contains Activity Rule TRAN-R23 which is relevant to the height of structures or vegetation within the Rangiora Airfield Obstacle Limitation Surfaces.</i></b>	
<b>SPZ(RA)-BFS3 Building coverage</b>	
<p>1. <u>The building coverage shall not exceed the maximum percentage of net site area:</u></p> <ul style="list-style-type: none"> <li>a. <u>Activity Area A: No maximum</u></li> <li>b. <u>Activity Area B: 20% of the net site area.</u></li> </ul>	<p><b><u>Activity status when compliance is not achieved: RDIS</u></b></p> <p><b><u>Matters of control and discretion are restricted to:</u></b></p> <p><u>SPZ-RA-MCD2 – Coverage</u></p> <p><u>SPZ-RA-MCD6 – Civil Aviation requirements</u></p>
<b>SPZ(RA)-BFS4 Building and structure setbacks (excluding building and structure setbacks from taxiways).</b>	
<p>1. <u>The minimum building setback within the Activity Areas shall be:</u></p> <ul style="list-style-type: none"> <li>a. <u>Activity Area A:</u> <ul style="list-style-type: none"> <li>i. <u>100m from the centreline of the stopbank of the Ashley River/Rakahuri</u></li> <li>ii. <u>10m from a road boundary.</u></li> <li>iii. <u>3m from an internal boundary.</u></li> </ul> </li> </ul>	<p><b><u>Activity status when compliance is not achieved: RDIS</u></b></p> <p><b><u>Matters of control and discretion are restricted to:</u></b></p>

<p>b. <u>Activity Area B:</u>  i. <u>10m from any zone boundary, road boundary and/or internal boundary.</u></p>	<p><u>SPZ-RA-MCD3 – Building and structure setbacks</u>  <u>SPZ-RA-MCD6 – Civil Aviation requirements</u></p>
<p><b><u>SPZ(RA)-BFS5 Setback from taxiway</u></b></p>	
<p>1. <u>The minimum setback for buildings and structures from the edge of a taxiway in all activity areas shall be 3m.</u></p> <p>2. <u>The minimum setback for trees from a taxiway in all activity areas shall be 20m.</u></p>	<p><b><u>Activity status when compliance is not achieved: RDIS</u></b></p> <p><b><u>Matters of control and discretion are restricted to:</u></b></p> <p><u>SPZ-RA-MCD4 – Setback from taxiway</u>  <u>SPZ-RA-MCD6 – Civil Aviation requirements</u></p>
<p><b><u>SPZ(RA)-BFS6 Outdoor storage and screening (including refuse storage)</u></b></p>	
<p>1. <u>Within Area A:</u>  1. <u>Outdoor storage of goods, materials or equipment must be associated with an airfield activity operating from the site.</u>  2. <u>Any outdoor storage area, shall be screened by 1.8m high solid fencing, landscaping or other screening from any site in Area B, in a rural zone or at the road boundary.</u></p>	<p><b><u>Activity status when compliance is not achieved: RDIS</u></b></p> <p><b><u>Matters of control and discretion are restricted to:</u></b></p> <p><u>SPZ-RA-MCD5 – Outdoor storage and screening</u>  <u>SPZ-RA-MCD6 – Civil Aviation requirements</u></p> <p><b><u>Notification</u></b>  <u>An application for a restricted discretionary activity under this rule is precluded from being publicly notified but may be limited notified.</u></p>

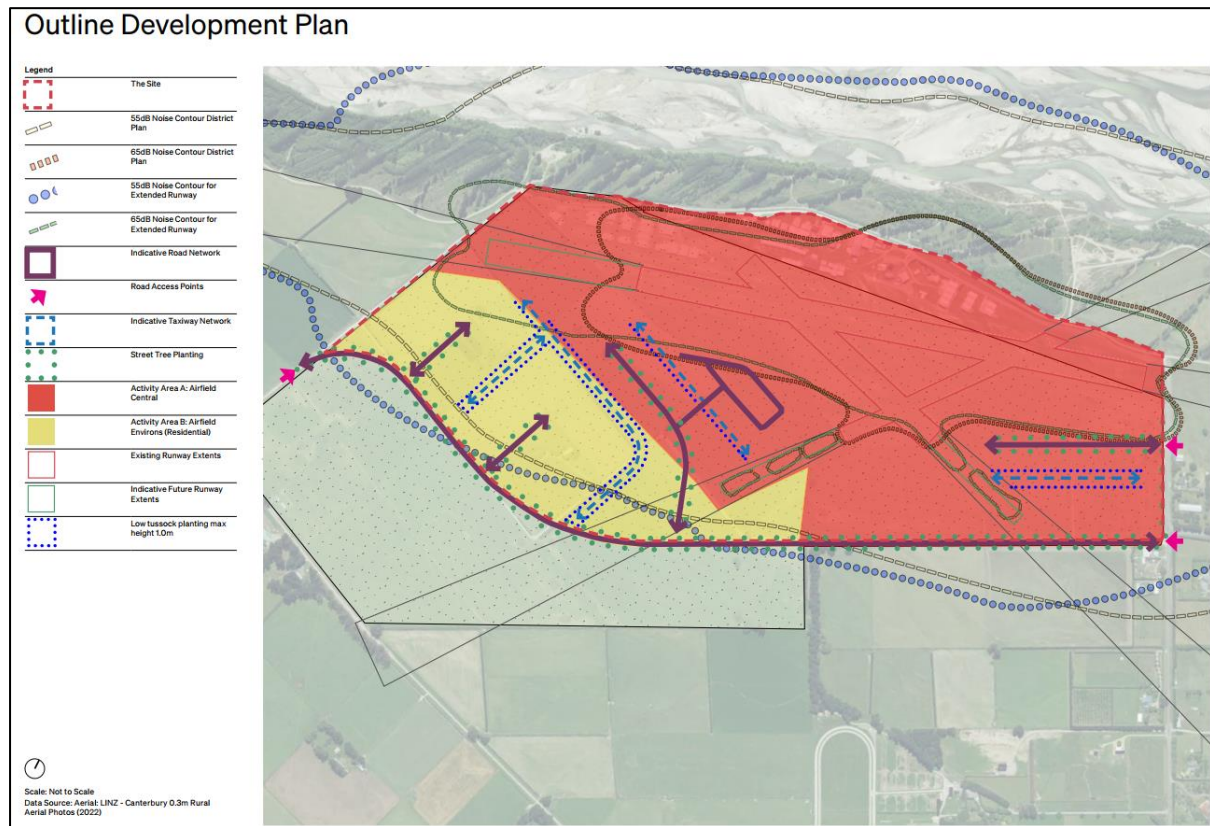
## **Matters of Control and Discretion for Special Purpose Zone (Rangiora Airfield)**

<p><b><u>SPZ-RA-MCD1</u></b></p>	<p><b><u>Height</u></b></p> <ol style="list-style-type: none"> <li>1. <u>The extent to which the additional height is necessary for the operational or functional needs of the airfield related activity, or otherwise results in adverse effects on the safe, efficient and effective function and operation of the Rangiora Airfield.</u></li> <li>2. <u>The extent to which any increased building height will result in visual dominance, loss of privacy and outlook of adjoining sites or incompatibility with the scale and character of buildings within and surrounding the site.</u></li> <li>3. <u>The need for the height breach to allow more efficient or practical use of the remainder of the site.</u></li> <li>4. <u>The ability to mitigate adverse effects through the use of screening, planting, landscaping and alternative design.</u></li> </ol>
<p><b><u>SPZ-RA-MCD2</u></b></p>	<p><b><u>Coverage</u></b></p> <ol style="list-style-type: none"> <li>1. <u>The intensity and scale of the built form and the extent to which it is appropriate to the zone and will maintain the character and amenity values of the zone.</u></li> <li>2. <u>The extent to which the building coverage breach is necessary due to the shape of the site.</u></li> <li>3. <u>The extent to which the building coverage breach is necessary to facilitate practical use of the building or day to day management of the site, including the need to align with existing buildings and their associated use and/or airfield activities.</u></li> <li>4. <u>Extent of impermeable surfacing on the site.</u></li> <li>5. <u>Any impacts on stormwater management or the management of water on the site.</u></li> </ol>
<p><b><u>SPZ-RA-MCD3</u></b></p>	<p><b><u>Building and structure setbacks</u></b></p> <ol style="list-style-type: none"> <li>1. <u>The need for the setback breach to result in a more efficient, practical and better use of the site.</u></li> <li>2. <u>The proposed use of the setback and the visual and other effects of this use and whether a reduced setback and the use of that setback achieves a better outcome.</u></li> <li>3. <u>The potential adverse impacts of activities within the SPZ(RA) on residents in Activity Area B and/or the adjoining Rural Lifestyle zone.</u></li> <li>4. <u>With respect to a road setback, any adverse effects on the efficient and safe functioning of the road.</u></li> <li>5. <u>With respect to a setback from the stopbank of the Ashley River/Rakahuri, the potential adverse effects on natural values and natural hazards.</u></li> </ol>
<p><b><u>SPZ-RA-MCD4</u></b></p>	<p><b><u>Setback from taxiway</u></b></p> <ol style="list-style-type: none"> <li>1. <u>The setback from the taxiway enables aircraft operations to continue without hindrance, or safety being compromised, including planned or potential growth of the Rangiora Airfield.</u></li> <li>2. <u>The effect the reduced setback will have an adverse actual or potential effect on the safety, efficiency and operation (including aircraft safety) of Rangiora Airfield.</u></li> <li>3. <u>The effect of the reduced setback on amenity values.</u></li> </ol>

<b>SPZ-RA-MCD5</b>	<p><b>Outdoor storage and screening</b></p> <ol style="list-style-type: none"> <li>1. <u>The extent of visual impacts on the adjoining environment.</u></li> <li>2. <u>The extent to which site constraints and/or the functional requirements of the activity limit the ability to provide and/or screen the outdoor storage area.</u></li> <li>3. <u>The extent to which any proposed landscaping or screening mitigates the effects amenity effects of the outdoor storage.</u></li> </ol>
<b>SPZ-RA-MCD6</b>	<p><b>Civil Aviation Requirements</b></p> <ol style="list-style-type: none"> <li>1. <u>An application for resource consent within the Special Purpose Zone (Rangiora Airfield) must be accompanied by information that demonstrates compliance with any relevant Civil Aviation rule.</u></li> </ol>

## Appendices

### SPZ(RA)-APP1 – ODP



## NH – Matepā māhorahora– Natural Hazards

### Activity Rules

Activity Rules		
<b>NH-R2</b>	<b>Natural hazard sensitive activities</b>	
<b>Residential Non-Urban Flood</b>	<b>Activity status: PER</b>	<b>Activity status where compliance with NH-R2 (1), NH-R2 (2)(b), NH-</b>
	Where:	

<p><b>Assessment Overlay</b></p> <p><b>Special Purpose Zone (Rangiora Airfield)</b></p>	<ol style="list-style-type: none"> <li>1. the building is erected to the level specified in an existing consent notice that is less than five years old; or</li> <li>2. if located within the Non-Urban Flood Assessment Overlay, the building:             <ol style="list-style-type: none"> <li>a. is not located on a site within a high flood hazard area as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li> <li>b. has a finished floor level equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li> <li>c. is not located within an overland flow path as stated in a Flood Assessment Certificate issued in accordance with NH-S1; or</li> </ol> </li> <li>3. if the activity is a residential unit or a minor residential unit and is located outside of the Non-Urban Flood Assessment Overlay and located within Rural Zones or the <u>Special Purpose Zone (Rangiora Airfield)</u>, it has a finished floor level that is either:             <ol style="list-style-type: none"> <li>a. 400mm above the natural ground level; or</li> <li>b. is equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1.</li> </ol> </li> </ol>	<p><b>R2 (2)(c) and NH-R2 (3) is not achieved: RDIS</b></p> <p><b>Matters of discretion are restricted to:</b></p> <ul style="list-style-type: none"> <li>• <u>NH-MD1 - Natural hazards general matters</u></li> </ul> <p><b>Activity status where compliance with NH-R2 (2)(a) is not achieved: NC</b></p> <p><b>Notification</b> An application for a restricted discretionary activity under this rule is precluded from being publicly notified, but may be limited notified.</p>
<p><b>NH-R3</b></p>	<p><b>Natural hazard sensitive addition to existing natural hazard sensitive activities</b></p>	
<p><b>Urban Flood Assessment Overlay</b></p> <p><b>Kaiapoi Fixed Minimum Finished Floor Level Overlay</b></p> <p><b>Non-Urban Flood Assessment Overlay</b></p> <p><b>Ashley Fault Avoidance Overlay</b></p>	<p><b>Activity status: PER</b></p> <p>Where:</p> <ol style="list-style-type: none"> <li>1. the addition to a building does not result in a new or additional natural hazard sensitive activity establishing on the site; and</li> <li>2. the addition:             <ol style="list-style-type: none"> <li>a. is not located within the Ashley Fault Avoidance Overlay; or</li> <li>b. is erected to the level specified in an existing subdivision consent notice or on an approved subdivision consent plan that is less than five years old; or</li> <li>c. if located in the Kaiapoi Fixed Minimum Finished Floor Level Overlay, any building footprint addition has a finished floor</li> </ol> </li> </ol>	<p><b>Activity status where compliance is not achieved: RDIS</b></p> <p><b>Matters of discretion are restricted to:</b></p> <ul style="list-style-type: none"> <li>• NH-MD1 - Natural hazards general matters</li> </ul> <p><b>Notification</b> An application for a restricted discretionary activity under this rule is precluded from being</p>

<p><b>Rural Zones</b> <b>Special</b> <b>Purpose Zone</b> <b>(Rangiora</b> <b>Airfield)</b></p>	<p>level equal to or higher than the minimum finished floor level shown on the planning map; or</p> <p>d. if located within any Flood Assessment Overlay, the building footprint addition is:</p> <ul style="list-style-type: none"> <li>i. located on a site outside of a high flood hazard area as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li> <li>ii. is not located within an overland flow path as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li> <li>iii. has a finished floor level equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1; or</li> </ul> <p>e. if the activity is a residential unit or a minor residential unit and is located outside of the Non-Urban Flood Assessment Overlay and located within Rural Zones or the <u>Special Purpose Zone (Rangiora Airfield)</u>, it has a finished floor level that is either:</p> <ul style="list-style-type: none"> <li>i. 400mm above the natural ground level; or</li> <li>ii. is equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1.</li> </ul>	<p>publicly notified, but may be limited notified.</p>
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## EW – Ketuketu whenua - Earthworks

### Earthworks Standards

<p><b>EW-S1 General standards for earthworks</b></p>	
<p>1. Unless otherwise specified in EW-R1 to EW-R11, earthworks shall comply with Table EW-1. Where zone or overlay thresholds differ, the lower threshold shall apply.</p>	<p><b>Activity status when compliance is not achieved: RDIS</b></p>



	<p><b>Matters of control and discretion are restricted to:</b></p> <p>EW-MD1 - Activity operation, scale, form and location</p> <p>EW-MD2 - Nuisance and reverse sensitivity</p> <p>EW-MD3 - Land stability</p> <p>EW-MD4 - Natural hazards</p> <p>EW-MD5 - Rehabilitation</p> <p>EW-MD6 - Coastal environment and hazards</p> <p>EW-MD7 - Water bodies, vegetation and fauna</p> <p>EW-MD8 - Natural features and landscapes</p>
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**Table EW-1: General standards for [earthworks](#)**

<b>Maximum volume or area in any 12 month period (unless otherwise specified) per site</b>	
General Rural Zone, Rural Lifestyle Zone, Special Purpose Zone ( <a href="#">Kāinga Nohoanga</a> ) - <a href="#">sites</a> outside of Tuahiwi Precinct, <a href="#">Special Purpose Zone (Rangiora Airfield)</a>	500m <sup>3</sup> or 100m <sup>3</sup> per ha, whichever is greater

## Noise – Te orooro – Noise

Objectives	
<b>NOISE-O3</b>	<p><b>Rangiora Airfield</b></p> <p>Within the Rangiora Airfield Noise Contours:</p> <ol style="list-style-type: none"> <li>1. The avoidance of noise sensitive activities within the 65dBA and 55dBA Ldn-Noise Contours for Rangiora Airfield.</li> <li>2. <u>The avoidance of noise sensitive activities within the 55dBA Ldn Noise Contour for Rangiora Airfield except on land zoned Special Purpose Zone (Rangiora Airfield).</u></li> </ol>
Policies	
<b>NOISE-P5</b>	<p><b>Rangiora Airfield</b></p> <p><del>Avoid the development of noise sensitive activities in the Rural Lifestyle Zone within the 55dBA Ldn Noise Contour for Rangiora Airfield and prohibit noise sensitive activities within the 65 dBA Ldn Noise Contour for Rangiora Airfield.</del></p> <p><u>Within the Special Purpose Zone (Rangiora Airfield) mitigate adverse noise effects from the operations of the Rangiora Airfield on noise sensitive activities, by:</u></p> <ol style="list-style-type: none"> <li>1. <u>Prohibiting new noise sensitive activities within the 65dBA noise contour; and</u></li> <li>2. <u>Requiring noise mitigation for new noise sensitive activities within the 55dBA Ldn noise contour for Rangiora Airfield.</u></li> </ol> <p><u>Within the General Rural and Rural Lifestyle Zone avoid the development of noise sensitive activities within the 55dBA Ldn Noise Contour for Rangiora Airfield and prohibit noise sensitive activities within the 65 dBA Ldn Noise Contour for Rangiora Airfield.</u></p>

Activity Rules		
<b>NOISE-R13</b>	Aircraft operations at Rangiora Airfield	
<b>Rural Lifestyle Zone</b>	Activity status: PER	<b>Activity status when compliance not achieved: NC</b>
<b>Special Purpose (Rangiora Airfield) Zone</b>	<p>Where:</p> <ol style="list-style-type: none"> <li>1. The aircraft operation is for one of the following purposes: <ol style="list-style-type: none"> <li>a. Emergency medical or for national/civil defence reasons, air shows, military operations;</li> <li>b. Aircraft using the airfield as a necessary alternative to an airfield elsewhere;</li> <li>c. Aircraft taxiing;</li> <li>d. Engine run-ups for each 50 hour check.</li> </ol> </li> <li>2. For all other aircraft operations: <ol style="list-style-type: none"> <li>a. Noise from the aircraft operations shall not exceed 65 dBA Ldn outside the 65dBA Ldn Airport Noise Contour, shown on the planning map;</li> <li>b. Measurement and assessment of noise from aircraft operations at Rangiora Airfield shall be carried out in</li> </ol> </li> </ol>	

	<p>accordance with NZS 6805:1992 Airport Noise Management and Land Use Planning;</p> <p>c. When recorded aircraft movements at Rangiora Airfield exceed 70,000 movements per year, compliance with (1) shall be determined by calculations of noise from airfield operations and shall be based on noise data from the Rangiora Airfield Noise Model. Records of actual aircraft operations at Rangiora Airfield and the results shall be reported to the District Council’s Manager, Planning and Regulation;</p> <p>d. Measurement of the noise levels at the site shall commence once aircraft operations at Rangiora Airfield reach 88,000 movements per year and shall be calculated over the busiest three-month period of the year. The measurements shall be undertaken annually while aircraft operations are at 88,000 movements or higher and the results shall be reported to the District Council’s Manager, Planning and Regulation.</p>	
<b>NOISE-R15</b>	Buildings in the 55 dBA Ldn Noise Contour for Rangiora Airfield <i>This rule applies to any new residential unit, or minor residential unit addition to an existing residential unit, minor residential unit or building, or part of a building, for a noise sensitive activity and additions to an existing noise sensitive activity.</i>	
<b>55 dBA Ldn Noise Contour for Rangiora Airfield</b>	<p><b>Activity status: PER</b></p> <p>Where: Any new building and addition to an existing building for a noise sensitive activity. The building shall be insulated from aircraft noise to achieve the indoor sound levels in Table NOISE-1.</p>	<p><b>Activity status when compliance not achieved: NC</b></p>
<b>NOISE-R23</b>	<b>Residential units, minor residential units, visitor accommodation or other noise sensitive activities</b>	
<b>65 dBA Ldn Noise Contour for Rangiora Airfield</b>	<p><b>Activity status: PR</b></p> <p>Where:</p> <ol style="list-style-type: none"> <li>1. The activity is located in the 65 dBA Ldn Noise Contour for Rangiora Airfield.</li> </ol>	<p><b>Activity status when compliance not achieved: N/A</b></p>

## SIGN – Nga tohu – Signs

Activity Rules		
<b>SIGN-R6</b>	Any on-site sign	
<b>Residential Zones</b>	<p>Activity status: PER</p> <p>Where:</p>	<b>Activity status when compliance not achieved: RDIS</b>
<b>Commercial and Mixed Use Zones</b>	<ol style="list-style-type: none"> <li>1. the sign is not located within any natural character of scheduled freshwater body setback if greater than 6m<sup>2</sup>;</li> </ol>	<b>Matters of discretion are restricted to:</b>

<p><b>Rural Zones</b></p> <p><b>Industrial Zones</b></p> <p><b>Open Space and Recreation Zones</b></p> <p><b>Special Purpose Zone (Pines Beach and Kairaki Regeneratio)</b></p> <p><b>Special Purpose Zone (Museum and Conference Centre)</b></p> <p><b>Special Purpose Zone (Kāinga Nohoanga)</b></p> <p><b>Special Purpose Zone (Pegasus Resort)</b></p> <p><b>Special Purpose Zone (Hospital)</b></p> <p><b><u>Special Purpose Zone (Rangiora Airfield)</u></b></p>	<p>2. the <u>sign</u> is not located within any <u>ONF</u>, <u>ONL</u>, <u>SAL</u>, <u>HNC</u>, <u>VHNC</u> or <u>ONC</u> if greater than 6m<sup>2</sup>; and</p> <p>3. <u>SIGN-S1</u> to <u>SIGN-S5</u> are met.</p>	<ul style="list-style-type: none"> <li>• <u>SIGN-MD1</u> - Transport safety</li> <li>• <u>SIGN-MD2 - Amenity values</u> and character</li> <li>• <u>SIGN-MD4</u> - Natural and landscape values</li> </ul>
<p><b>SIGN-R7</b></p>		
<p><b>Industrial Zones</b></p> <p><b><u>Special Purpose Zone (Rangiora Airfield) Area A</u></b></p>	<p>Activity status: RDIS</p> <p>Where:</p> <ol style="list-style-type: none"> <li>1. the <u>off-site sign</u> shall be set back a minimum of 20m from:             <ol style="list-style-type: none"> <li>a. any adjoining zone boundary of <u>Commercial and Mixed Use Zones</u>, <u>Rural Zones</u>, any <u>Residential</u></li> </ol> </li> </ol>	<p><b>Activity status when compliance not achieved: NC</b></p>

	<p><a href="#">Zones</a>, any <a href="#">Open Space and Recreation Zones</a>, <a href="#">Special Purpose Zones</a>;</p> <p>b. any natural character of scheduled <a href="#">freshwater body setback</a>;</p> <p>c. any <a href="#">ONE</a>, <a href="#">ONL</a>, <a href="#">SAL</a>, <a href="#">HNC</a>, <a href="#">VHNC</a> or <a href="#">ONC</a>;</p> <p>2. if located adjacent to a <a href="#">road</a> with a speed limit greater than 60km/hr, shall be separated a minimum of 200m from any intersection, pedestrian crossing, or permanent regulatory <a href="#">sign</a>, permanent warning <a href="#">sign</a> or curve that has a chevron <a href="#">sign</a> erected by the <a href="#">road controlling authority</a>; and</p> <p>3. <a href="#">SIGN-S1 to SIGN-S5</a> are met.</p> <p><b>Matters of discretion are restricted to:</b></p> <ul style="list-style-type: none"> <li>• <a href="#">SIGN-MD1</a> - Transport safety</li> <li>• <a href="#">SIGN-MD2</a> - <a href="#">Amenity values</a> and character</li> </ul>	
<p><a href="#">Commercial and Mixed Use Zones</a></p> <p><a href="#">Rural Zones</a></p> <p><a href="#">Residential Zones</a></p> <p><a href="#">Open Space and Recreation Zones</a></p> <p><b>Special Purpose Zone (Pines Beach and Kairaki Regeneratio)</b></p> <p><b>Special Purpose Zone (<a href="#">Kāinga Nohoanga</a>)</b></p> <p><b>Special Purpose Zone (<a href="#">Hospital</a>)</b></p> <p><b>Special Purpose Zone (Pegasus Resort)</b></p>	<p>Activity status: NC</p>	<p><b>Activity status when compliance not achieved: N/A</b></p>

<p><b>Special Purpose Zone (Museum and Conference Centre)</b></p> <p><b>Special Purpose Zone (Rangiora Airfield) Area B</b></p>		
<p><b>Advisory Note:</b> <i>Special Purpose Zone (Rangiora Airfield) contains standards relevant to airfield activities in the Special Purpose Zone (Rangiora Airfield). Signs related to and ancillary to the function and operation of the Rangiora Airfield are <b>airfield activities</b>.</i></p>		

## SUB – Wāwāhia whenua – Subdivision

SUB-R12	Subdivision within the Special Purpose Zone (Rangiora Airfield)	
<p><b>Special Purpose Zone (Rangiora Airfield)</b></p>	<p><b>Activity status: RDIS</b></p> <p>Where:</p> <ol style="list-style-type: none"> <li>1. <u>SUB-S1-S18 are met.</u></li> <li>2. <u>A resource consent application made under this rule shall include a condition to be specified in a consent notice or other appropriate legal instrument to be registered against the record of title for the land specifying that:</u> <ol style="list-style-type: none"> <li>a. <u>All residential activity within Activity Area A must be associated with an airfield related activity on the same site.</u></li> <li>b. <u>All new noise sensitive land uses must enter into a no-complaints covenant in favour of the Waimakariri District Council.</u></li> </ol> </li> </ol> <p><b>Matters of control/discretion are restricted to:</b></p> <ol style="list-style-type: none"> <li>3. <u>SUB-MCD1 - Allotment</u> area and dimensions</li> <li>4. <u>SUB-MCD2 - Subdivision</u> design</li> <li>5. <u>SUB-MCD3</u> - Property access</li> <li>6. <u>SUB-MCD45</u>- Natural hazards</li> <li>7. <u>SUB-MCD6 - Infrastructure</u></li> <li>8. <u>SUB-MCD7 - Mana whenua</u></li> <li>9. <u>SUB-MCD8 - Archaeological sites</u></li> <li>10. SUB-MCD9 – Airport and aircraft noise</li> <li>11. <u>SUB-MCD10 - Reverse sensitivity</u></li> </ol>	<p><b>Activity status when not achieved with SUB-R12(1): DIS</b></p> <p><b>Activity status when not achieved with SUB-R12(2): PR</b></p>

	<p>12. <a href="#">SUB-MCD13 - Historic heritage</a>, culture and <a href="#">notable trees</a></p> <p><b>Notification</b></p> <p>An application for a controlled activity under this rule is precluded from being publicly or limited notified.</p>	
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### Subdivision Standards

<b>SUB-S1 Allotment size and dimensions</b>	
<p>1. All allotments created shall comply with Table SUB-1.</p>	<p>Activity status when compliance not achieved:</p> <ol style="list-style-type: none"> <li>1. In the Medium Density Residential Zone, any Industrial Zone and Special Purpose Zone (Kaiapoi) Regeneration): DIS</li> <li>2. In any other zone: NC</li> </ol>
<b>SUB-S3 Residential yield</b>	
<p>1. Residential subdivision of any area subject to an ODP, except in the <u>Large Lot Residential Zone and Special Purpose Zone (Rangiora Airfield)</u>, shall provide for a minimum net density of 15 households per ha, unless there are demonstrated constraints then no less than 12 households per ha.</p>	<p><b>Activity status when compliance not achieved: NC</b></p>
<b>SUB-S5 Legal and physical access</b>	
<p>1. Any allotment created shall have legal and physical access to a legal road.</p> <p>2. <u>Within the Special Purpose Zone (Rangiora Airfield) at each stage of subdivision, the applicant must provide Council with evidence of an enforceable legal agreement to ensure that the lots on the plan of subdivision are guaranteed access via the planned taxiways to the Rangiora Airfield, for as long as the Rangiora Airfield remains in use. The enforceable legal agreement must:</u></p> <ol style="list-style-type: none"> <li>(a) <u>Be between the relevant applicant/landowner and the owner of the Rangiora Airfield;</u></li> <li>(b) <u>Be registered on the certificate of title for any new site created.</u></li> <li>(c) <u>The section 224(c) certificate for the subdivision must not</u></li> </ol>	<p><b>Activity status when compliance not achieved: NC</b></p>

<p><u>be issued until the Council is satisfied that this requirement is met.</u></p>	
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**Table SUB-1: Minimum allotment sizes and dimensions**

The following shall apply:

- For unit title or cross-lease allotments, the allotment area shall be calculated per allotment over the area of the parent site.
- Minimum areas and dimensions of allotments in Table SUB-1 for Commercial and Mixed Use Zones, Industrial Zones and Residential Zones shall be the net site area.
- Allotments for unstaffed infrastructure, excluding for any balance area, are exempt from the minimum site sizes in Table SUB-1.

Zone	Minimum allotment area	Internal square	Frontage (excluding rear lots)
<p><u>Special Purpose Zone (Rangiora Airfield)</u></p> <ul style="list-style-type: none"> <li>• <u>Activity Area A (Airfield Central)</u></li> <li>• <u>Activity Area B Airfield Environs (Residential)</u></li> </ul>	<ul style="list-style-type: none"> <li>• <u>No minimum</u></li> <li>• <u>5000m<sup>2</sup></u></li> </ul>		



<p><b>SUB-MCD2</b></p>	<p><b>Subdivision design</b></p> <ol style="list-style-type: none"> <li>1. The extent to which design and construction of <a href="#">roads</a>, service lanes, <del>and <a href="#">accessways</a></del>, <u>and within the Special Purpose Zone (Rangiora Airfield) taxiways will provide legal and physical access that is safe and efficient.</u></li> <li>2. The extent to which the proposal complies with any relevant <a href="#">ODP</a> or concept plan. Where a proposal does not comply with an <a href="#">ODP</a> or concept plan, the extent to which the proposal achieves the same, or better urban design and environmental outcomes, than provided through the <a href="#">ODP</a> or concept plan.</li> <li>3. The extent to which <a href="#">allotments</a> provide for solar orientation of buildings to achieve passive solar gain.</li> <li>4. Design of the <a href="#">subdivision</a> and any mitigation of <a href="#">reverse sensitivity effects</a> on <a href="#">infrastructure</a>.</li> <li>5. The provision and location of walkways and cycleways, the extent to which they are separated from <a href="#">roads</a> and connected to the transport network.</li> <li>6. The provision and use of open <a href="#">stormwater</a> channels, <a href="#">wetlands</a> and <a href="#">waterbodies</a>, excluding aquifers and pipes and how they are proposed to be maintained.</li> <li>7. The provision, location, design, protection, management and intended use of reserves and open space.</li> <li>8. The extent to which areas of significant <a href="#">indigenous vegetation</a> or significant habitats of <a href="#">indigenous fauna</a>, the natural character of <a href="#">freshwater</a> bodies, springs, watercourses, <a href="#">notable trees</a>, <a href="#">historic heritage</a> items, or <a href="#">wāhi taonga</a> are protected and their values maintained.</li> <li>9. The extent to which <a href="#">subdivision</a> subject to an <a href="#">ODP</a>:             <ol style="list-style-type: none"> <li>a. provides for the protection of routes for future <a href="#">roads</a>, and other public features of the <a href="#">subdivision</a>, from being built on; and</li> <li>b. will not undermine or inhibit the future development of identified new development areas.</li> </ol> </li> <li>10. <u>Within the Special Purpose Zone (Rangiora Airfield) whether information is provided to show the subdivision demonstrates compliance with any Civil Aviation rule.</u></li> </ol>
<p><b>SUB-MCD9</b></p>	<p><b>Airport and aircraft noise</b></p> <ol style="list-style-type: none"> <li>1. Any <a href="#">reverse sensitivity effect</a> on the operation of the Christchurch International Airport from <a href="#">subdivision</a>; and</li> <li>2. <u>Any reverse sensitivity effect on the operation of the Rangiora Airfield from <a href="#">subdivision</a>; and</u></li> <li>3. Any <a href="#">effects</a> from aircraft <a href="#">noise</a> on the use of the <a href="#">site</a> for its intended purpose.</li> </ol>
<p><b>SUB-MCD10</b></p>	<ol style="list-style-type: none"> <li>1. <b>Reverse sensitivity</b> Any need to provide a separation distance for any <a href="#">residential unit</a> or <a href="#">minor residential unit</a> from existing activities, and any need to ensure that subsequent owners are aware of potential <a href="#">reverse sensitivity</a> issues from locating near:             <ol style="list-style-type: none"> <li>a. <u>Existing and permitted activities operating from the Rangiora Airfield and/or</u></li> </ol> </li> </ol>

	b. Lawfully established rural activities, including but not limited to intensive farming.
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## TRAN - Ranga waka – Transport

<b>TRAN-P16</b>	<b>Rangiora Airfield</b>
	Recognise and provide for the social and economic benefits of Rangiora Airfield, and avoid adverse effects from incompatible activities, including reverse sensitivity effects on Airfield operations <u>except as provided for through the Special Purpose Zone (Rangiora Airfield).</u>

## DEFINITIONS

<b>AIRCRAFT OPERATION</b>	<b>Rangiora Airfield</b>
AIRCRAFT OPERATION	Means: <ul style="list-style-type: none"> <li>a. The landing and take-off of aircraft (including helicopters) at Rangiora Airfield;</li> <li>b. Aircraft flying along any flight path associated with a landing or take-off at Rangiora Airfield.</li> </ul>
<u>AIRFIELD ACTIVITY</u>	<p><u>Means the following use of land and/or buildings related to or ancillary to the function and operation of the Rangiora Airfield:</u></p> <ul style="list-style-type: none"> <li>a. <u>any activity associated with Aircraft Operation (excluding aircraft operation);</u></li> <li>b. <u>runways, taxiways, aprons, and other aircraft movement areas;</u></li> <li>c. <u>airport terminals, hangars (excluding residential aircraft hangars) and control towers;</u></li> <li>d. <u>rescue, fire, police and medical facilities;</u></li> <li>e. <u>aircraft fuel installations and aircraft fuel servicing facilities;</u></li> <li>f. <u>facilities for handling and storage of hazardous substances;</u></li> <li>g. <u>navigation and safety aids, meteorological stations, lighting and telecommunications facilities;</u></li> <li>h. <u>catering and preparation of food;</u></li> <li>i. <u>commercial and industrial activities associated with the needs of airfield passengers, pilots, visitors and employees and/or aircraft movements and airfield business;</u></li> <li>j. <u>freight and luggage facilities;</u></li> <li>k. <u>activities and facilities directly associated with servicing the needs of airfield passengers, visitors, pilots and employees;</u></li> </ul>

	<ul style="list-style-type: none"><li>l. <u>aviation related educational activities, including aircraft training facilities and accommodation facilities;</u></li><li>m. <u>aviation warehouses and aviation storage facilities;</u></li><li>n. <u>access roads, walkways, and cycleways;</u></li><li>o. <u>stormwater facilities, infrastructure, and utility activities;</u></li><li>p. <u>monitoring and site investigation activities;</u></li><li>q. <u>signs, artwork, sculptures, flags, and landscaping;</u></li><li>r. <u>administration and offices associated with any airfield activity;</u></li><li>s. <u>any ancillary activities, building sand structures related to the above.</u></li></ul>
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## **Appendix 2**

22 November 2023

Waimakariri District Council  
Attention: Grant MacLeod

By email: grant.macleod@wmk.govt.nz

Dear Grant

**Further advice as to planning options at Rangiora Airfield – Timing and the existing PDP submission**

1. You've advised that the Waimakariri District Council (**Council**) has now reached an agreement over the concept for the development of and around Rangiora Airfield (**Airfield**) with Daniel Smith (**Mr Smith** or **the applicant**), who is a neighbouring landowner.
2. Last year we provided advice (dated 30 September 2022) on how the Council might choose to progress a proposed plan change to enable a new development concept at the Airfield. It is that concept that has now been agreed. However, in the time taken to reach agreement the Proposed Waimakariri District Plan (**PWDP**) hearings have been taking place. And, given the likely date for decisions in December 2024, you have raised the question of whether the envisaged plan change now makes sense?<sup>1</sup>
3. Based on the discussion below it is my opinion that:
  - 3.1. Proceeding with the plan change application under the (currently still) Operative Waimakariri District Plan (**OWDP**) makes little sense, in circumstances where it is probable that a decision on the plan change would also issue late in 2024 at the earliest:
  - 3.2. The decision, if the plan change was approved, would then need to be incorporated into the PWDP. This would require either a variation, if the plan change decision was made before the PWDP decisions were approved, or by a further plan change, negating any benefit of proceeding under the OWDP:
  - 3.3. Another approach suggested was to utilise the submission on the PWDP made by Mr Smith. A review of that submission concludes that:
    - 3.3.1. The submission, while containing limited detail, fairly raises the issue of the zoning of the land in the vicinity of the Airfield.

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<sup>1</sup> Note: this finalised version of the advice follows an initial draft dated 27 September 2023.

- 3.3.2. Therefore, provided the necessary evidence can be provided by the due date (estimated as 28 February 2024, which is 60 working days before the major rezoning hearings are proposed to commence), the rezoning concept plan should be able to be progressed in the PWDP hearings:
- 3.3.3. However, there is the possibility that there could still be a challenge to the scope of the changes proposed, on the basis that, while the submission seeks that the activity identified on the attached plan is “accommodated” there may be a question as to whether this goes far enough to enable the removal of the prohibited activity status of sensitive activities within the 65 dBA contour, if that is intended under the concept plan: and,
- 3.3.4. But, if possible, such an outcome under the PWDP would obviate the need for a private/adopted plan change and may save costs. However, the time for evidence preparation is relatively confined.
- 3.4. This would still leave the amendment to the designation for the Airfield, that contains the air noise contours needing to occur. However, as that aspect does not need to be included until any extensions to the runways are to be developed.
- 4. Accordingly, there appears to be sufficient time and a reasonable scope proposition (on the assumption that the proposed concept plan accords with the rezoning sought) to enable the pursuit of the rezoning of the land surrounding the airport under the PWDP. However, the steps to provide the necessary evidence need to be commenced soon so that it can be available for lodgement on or before 28 February 2024.

## **Background**

- 5. This advice follows a previous letter, provided over 12 months ago, which presumed that the plan change being discussed would have been lodged earlier in 2024. However, that did not occur.
- 6. Had that been possible then the applicant and Council would most likely have been able to seek a variation to the PWDP, prior to decisions and/or approval of the new District Plan, that would incorporate the plan change in the new plan.
- 7. Because the lodging of a plan change has been delayed, the question has been raised: is a plan change under the OWDP still the best way to proceed, given that there is no certainty that the plan change, if successful, would be able to be incorporated into the new plan prior to approval? For this advice, it is assumed that there would be limited appetite for delaying the approval of the new District Plan to await such a plan change (or variation) ‘catching up’.
- 8. An alternative to pursuing a plan change now is to try and achieve the proposed rezoning adjacent to the airfield via the PWDP process. For that to occur the submission

on the PWDP lodged by Mr Smith needs to enable the concept plan. (or, at least, the parts of it relating to rezoning) that has now been agreed in principle.

9. There would still be other issues to resolve, such as the changing of rules that protect the Airfield by limiting adjacent noise-sensitive developments, and amending the designation for the Airfield that identifies the relevant noise contours. The former *may* also be achieved under the existing submission (subject to scope considerations), but the designation is not within scope. It is understood that the designation is not subject to any submission seeking that it be changed.
10. It may be conceivable that as a change to the designation is required for and is therefore a result of 'accommodating' the activities which are part of the agreed concept plan. But assuming that is not possible, the designation and noise contour changes can be sought (by the Council) after the PWDP is approved.
11. That raises the final question, would the 2-year limit on plan changes following the approval of a new District Plan apply. This is raised because it could impact the pursuit of a designation change or, if scope is found not to exist, the timing of a further plan change to the new District Plan to rezone the land.

## Legal framework

### *2-year window?*

12. Assessing the last issue first, the framework under the RMA<sup>2</sup> means that a plan change instigated by a local authority is not subject to the criteria in clause 25 of Schedule 1 by which a plan change may be rejected. A local authority plan change is considered under parts 1, 4 (for freshwater plans) or 5 (if the process is streamlined) of Schedule 1<sup>3</sup>.
13. In any event the criteria for rejection is discretionary under the RMA, which indicates that even a private plan change request within the 2 year 'window' can be adopted or accepted by the local authority if the circumstances warrant that course<sup>4</sup>.
14. Therefore, if scope does not exist for the proposed rezoning concept, it is likely it will still be able to be pursued under the new District Plan without any need to wait for 2 years.
15. The key question then, providing there is enough time to gather the required evidence<sup>5</sup>, is whether the existing submission provides the scope for the agreed rezoning concept?

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<sup>2</sup> The RMA will still apply to the changes sought until steps specified in the new Natural and Built Environment Act have taken place: see Schedule 1, NBEA

<sup>3</sup> Clause 21(4), Schedule 1, RMA.

<sup>4</sup> However, dependant on timing this position would change if the NBEA came to apply, at least in respect of a private plan change, under which the 2 year hiatus becomes mandatory.

<sup>5</sup> Discussed below but it should be noted that this will need to cover, in addition to usual technical matters (e.g. 3 waters, transport, landscape, urban design and planning) evidence on the safety impacts of the rezoning or land and enabling development (including potentially more sensitive development) adjacent to the Airfield.

## Scope

16. At the outset I note that there is limited guidance from case law on the issue of the scope of *original* submissions. Where issues of scope have been decided under the First Schedule to the Resource Management Act (“the RMA” or “the Act”), it has generally been in the context of variations and plan change appeals, and in relation to the adequacy of the summary of submissions prepared by the local authority<sup>6</sup>.
17. One more recent decision in the High Court does however touch on the extent to which submissions on the Auckland Unitary Plan provided scope for subsequent decisions by the Independent Hearing Panel. In *Albany North Landowners v Auckland Council*<sup>7</sup> Whata J noted the opportunity for public participation afforded by Schedule 1 of the RMA and the need to consider whether any amendments to a proposed plan:

*“...goes beyond what is reasonably and fairly raised in submissions on the proposed plan... To this end, the Council must be satisfied that the proposed changes are appropriate in response to the public’s participation. The assessment of whether any amendment was reasonably and fairly raised in the course of submissions should be approached in a realistic workable fashion rather than from the perspective of legal nicety. The workable approach requires the local authority to take into account the whole relief package detailed in each submission when considering whether the relief sought had been reasonably and fairly raised in submissions.”*

[underlining added]

18. This represents a confirmation of the general approach that has been applied but which is seldom explained further. Therefore, approaching the issue from a first principles basis, I would make the following observations.
19. Submissions on proposed plans are made under Clause 6 to the First Schedule of the Resource Management Act (“the RMA” or “the Act”), which provides:

### **Making of submissions**

- (1) Once a proposed policy statement or plan is publicly notified under clause 5, the persons described in subclauses (2) to (4) may make a submission on it to the relevant local authority.
- (2) The local authority in its own area may make a submission.
- (3) Any other person may make a submission but, if the person could gain an advantage in trade competition through the submission, the person’s right to make a submission is limited by subclause (4).
- (4) A person who could gain an advantage in trade competition through the submission may make a submission only if directly affected by an effect of the proposed policy statement or plan that—
  - (a) adversely affects the environment; and
  - (b) does not relate to trade competition or the effects of trade competition.

<sup>6</sup> See: *Gertrude’s Saddlery v Arthurs Point Outstanding Natural Landscape Society Inc* [2021] NZHC 147 (2021) 22 ELRNZ 433

<sup>7</sup> [2017] NZHC 138 at [115], citations omitted.



- (5) A submission must be in the prescribed form
20. So effectively any person<sup>8</sup> may make a submission on a proposed plan to the relevant local authority. As to what a submission may contain, there is further guidance in the First Schedule and the Act itself. As a starting point, submissions must be in the prescribed form.<sup>9</sup>
  21. Form 5 requires the identification of: “[t]he specific provisions of the propos[ed plan] that [the] submission relates to”, “whether [the submitter] support[s] or oppose[s] the specific provisions or wish[es] to have them amended”, the “reasons for [those] views” and the “precise details” of the decision that is sought from the local authority.
  22. Section 72 contains the purpose of a district plan, which is to assist territorial authorities to carry out their functions in order to achieve the purpose of the Act. That purpose, as stated in section 5, is to promote the sustainable management of natural and physical resources.
  23. In all cases, as noted above in *Albany North*, the interpretation of submissions is to be approached in a realistic and workable fashion, rather than from the perspective of a legal nicety<sup>10</sup>. This principle also originates in a decision on whether a proposed plan amendment was within the scope of submissions, but it has been widely applied. It reinforces that the approach to interpretation under the RMA is focused on substance rather than form.
  24. Therefore, in summary, while the issue of whether a submission is within scope is approached in a realistic and workable fashion, the submission itself must be on the proposed plan. Since a submission can raise issues excluded by the local authority, “on” in this context must mean the submission relates to an issue that is relevant to the local authorities duties in preparing its plan and that the plan is required to regulate.
  25. Considering whether a submission falls within such broad parameters means that if the question of validity is in the balance or involves a value judgement, it should proceed to be considered on its merits. The scheme of the Act and case law generally favours an approach encouraging public participation.
  26. This approach is reflected in *Campbell v Christchurch City Council*<sup>11</sup> where the Court considered whether Campbell’s submission and appeal gave the Court jurisdiction for the relief sought. In that context it held that the test is whether the submission, as a whole, fairly and reasonably raises the relief – expressly or by implication. In considering this the Court was guided by the following factors:
    - 26.1. The submission must identify what issue is involved and some change sought in the proposed plan;

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<sup>8</sup> Other than a trade competitor whose interest has no relation to an environmental effect.

<sup>9</sup> Form 5 of the Resource Management (Forms, Fees, and Procedure) Regulations 2003.

<sup>10</sup> *NZ Forest and Bird Protection Society Inc. v Southland District Council* [1997] NZRMA 408 at 413.

<sup>11</sup> [2002] NZRMA 352.

- 26.2. The local authority must be able to summarise it accurately and fairly; and
  - 26.3. The submission should inform others what it is seeking, but it will not be automatically invalid if unclear.
27. Where there is doubt that the submission is valid, care is required because the Council cannot confer jurisdiction by agreement. It must be satisfied it has jurisdiction to consider the submission. If scope is found where the relief is unclear, this may prejudice the rights and ability of other interested persons to have lodged a further submission.

#### *Relevant tests*

28. Bringing all of these factors together:
- 28.1. The test for whether the relief in a submission is within scope is: Does the submission raise a valid resource management issue that may assist the Council to carry out its functions under the RMA?
  - 28.2. If the answer is no or unclear, then the Council should move to consider whether the submission can be worded or constructed to bring it within scope – but only where this will not prejudice the rights of person who may otherwise have made a further submission on it;
  - 28.3. These issues should be approached in a realistic and workable fashion;
  - 28.4. A submission that is unclear is not automatically invalid; and
  - 28.5. The scheme of the Act and case law encourage public participation in planning processes where this can be reasonably achieved without causing prejudice to others.
29. These tests can then be applied to the applicant's submission.

#### **Discussion**

##### *Scope?*

30. The submission by Mr Smith is brief, so brief it can be reproduced in full. It is contained in the Council's standard form.
31. Interestingly, Mr Smith has ticked the box that says he could gain a trade advantage through this submission. He then indicates that he does not understand the follow up questions. I suspect that Mr Smith has not understood the purpose, and the implications, of the trade competition statement. At face value it is difficult to see how the rezoning would offend trade competition considerations to any greater extent than any other commercial rezoning. On that basis, I do not consider trade competition is a relevant consideration for the submission.
32. In the "submissions details" boxes, Mr Smith has included the following:

32.1. Under “the specific provisions... that my proposal relates to...”:

*“To establish a special purpose zone at the Rangiora Airport Priors Rd and Meron Rd*

*SPArZ See attached SPArZ-001 dated 8.10.21”*

32.2. Under “my submission is that”:

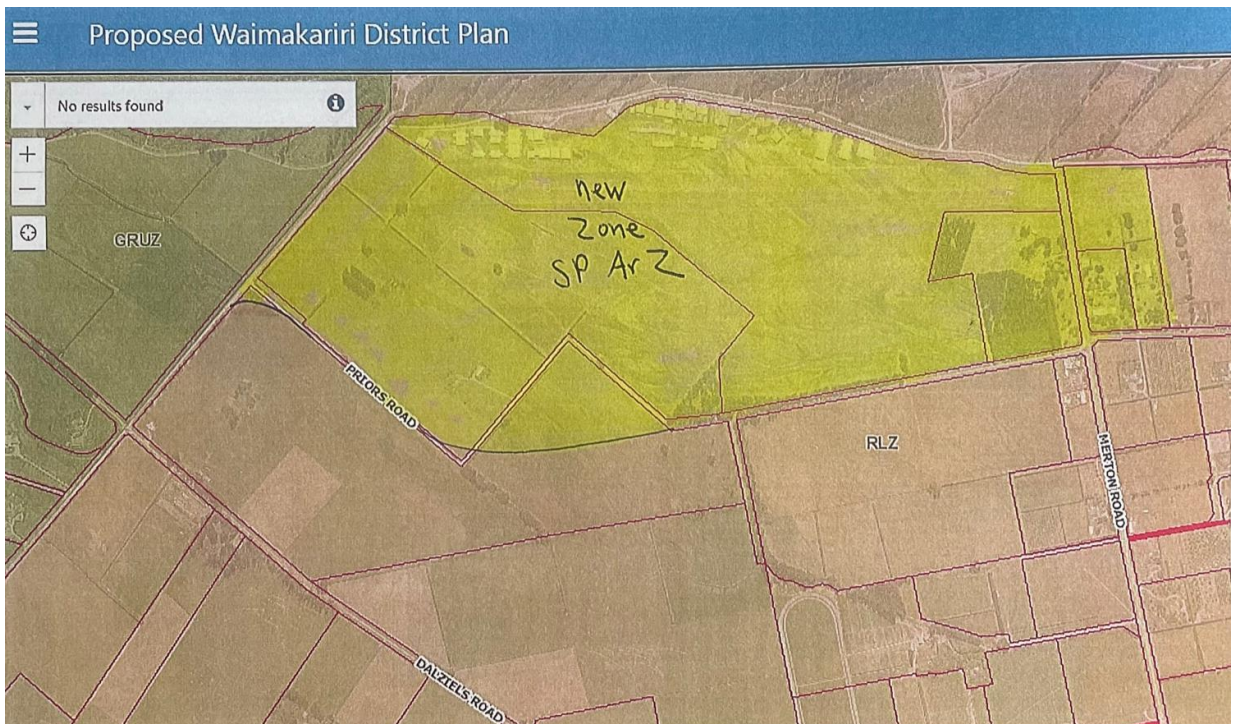
*“The 2021 District Plan allows for the airfield surrounding land bounded (sic) by Priors Rd be rezoned to accommodate activity as identified on Daniel Smith drawing attachment SPArZ-002 dated 8.10.21”*

32.3. The decision sought is that:

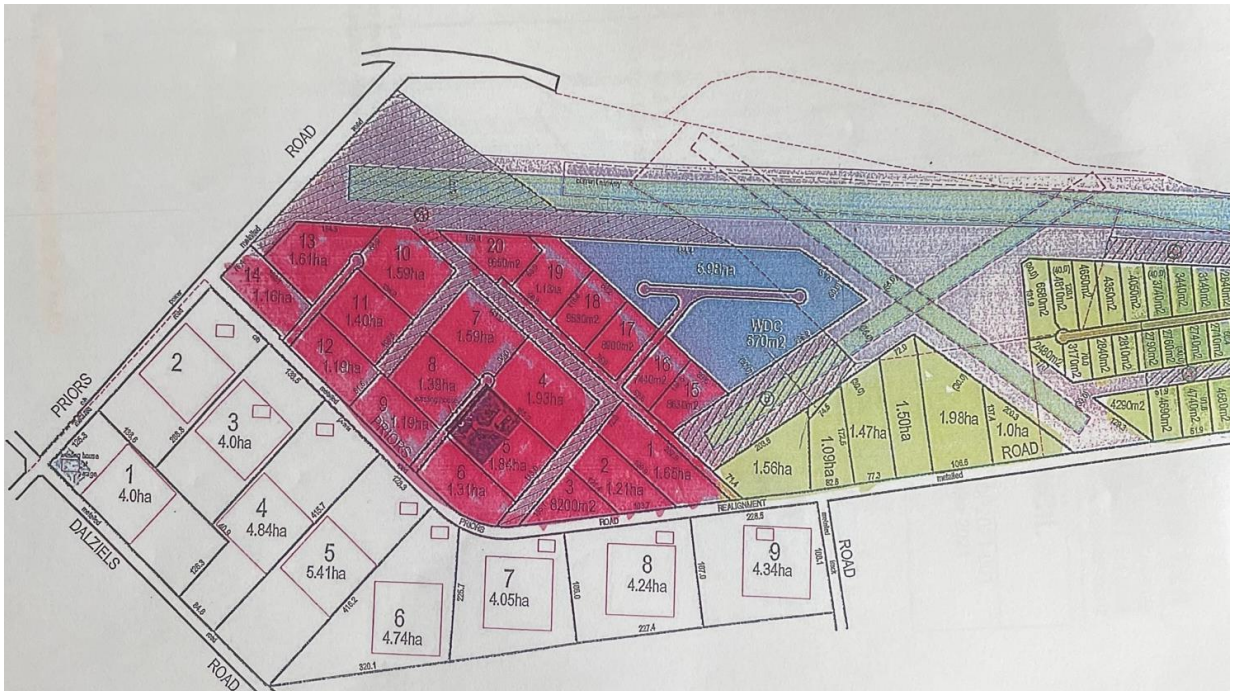
*“To rezone land at Rangiora Airfield from RLZ to SPArZ.”*

33. As indicated the submission has two plans attached:

SPArZ-001:



And SPArZ-002:



34. By attaching these plans the submission is clear as to the spatial extent proposed for the Special Purpose Airport (or Airfield?) Zone (**SPArZ**). However, the submission is not without its limitations.
35. Firstly, regarding the plan SPArZ-002, it appears that the most easterly portion of the plan has been cut off, so the full extent of the activity to be accommodated is not shown.
36. Second, and similarly, the rules that would apply in the SPArZ are not identified. It seems reasonably clear that subdivision below 4 hectares (in some parts much less than 4 ha) is sought, and that within the zone there may be further differences still in terms of the ability to subdivision.
37. The absence of rules also means that the activities that would be enabled in the SPArZ have not been specified.
38. However, even with these deficiencies, the similarity between the SPArZ as sought (at least spatially) and the agreed concept plan (insofar as it is understood, given I have not seen a copy) goes some way to aligning those documents.
39. Meanwhile the description of the submission in the summary of submissions – which also effectively replicates most of the submission itself – leaves no doubt about the general intent of the submission. It states that it is a “general” submission to “amend” the PWDP, with the submission being to:

*Establish a Special Purpose Airport Zone at Rangiora Airfield and surrounding land bounded by Priors Road and Merton Road to accommodate residential and commercial activities shown in attachments SPARZ - 001 and - 002.*

40. While the relief sought is to:

*Rezone land at Rangiora Airfield from Rural Lifestyle Zone to Special Purpose Airport Zone.*

41. So, there can be little doubt of the intent of the submission, even while the details of what is proposed remain extremely vague.

42. Given the tests that are set out above, and approaching the submission in a reasonable and realistic fashion, there seems little possibility that the effect of the submission on the land adjacent to the Airfield, would be missed by any person interested in that issue. The submission clearly seeks a rezoning, and given the proximity, one that might introduce further uses within the Airport's area or influence, including in areas covered by the 65dBA noise contour, within which noise sensitive activities are currently prohibited. That point alone signals additional changes need to the plan rules to "accommodate" activities within the SPArZ.

43. While it is not possible to assess further submissions in an aggregated fashion, and noting that Mr Smith has not, as far as it is known, received any further submissions (either in support or in opposition) on this proposed rezoning, a quick review of submissions relating to the Airfield indicate a desire to protect or increase the activities that can utilise the facility and to restrict (such as in relation to height or the production of dust) activities that might impact on the use of the Airfield.

44. So, while the uses for the SPArZ are not detailed, any person who disagrees with the creation of such a special zone, with the clear intent of greater subdivision, would be alerted to that end use (at least) by the submission and have had the opportunity to submit in opposition.

45. Therefore, and acknowledging the need to exercise a judgement in such matters where the outcome is unclear, it is my opinion that the submission on the SPArZ is sufficiently clear to have put the public generally on notice that a rezoning adjacent to the Airfield was being promoted. In some ways the absence of detail might have given anyone concerned by such an outcome an additional reason to indicate their opposition to the submission.

46. However, because this conclusion does require a judgement call, it needs to be recognised that another person (in particular a decision maker) could reach a different conclusion. The impact of that is discussed in the next section.

#### *Timing and evidence*

47. Given that the major rezoning submissions hearing, which a rezoning around the Airfield would, in my view would need to be heard under, is to occur from 27 May 2024

and that, on current timetabling evidence on those matters, evidence is due by 28 February 2024. There would appear to be sufficient time to prepare any additional evidence that is required and collate it for lodging.

48. You have advised that much of the necessary evidence, with the specific exception of stormwater (at least) which is the responsibility of the applicant to address, is already available. It is noted however that I am unsure as to whether evidence on the safety implications and associated risks of development closer to the Airport is the subject of existing evidence or would need to be procured. Such evidence would seem necessary given the potential implications.
49. The information and evidence that is already available or would need to be obtained, is no different in substance for the PWDP process or for a plan change. This means that even if it was to be determined that the scope did not exist, as a result of the submission on the PWDP, to include the rezoning as part of that process (which is a known risk) the information would still be able to be applied to a plan change that would then be required.
50. In other words, while the timing issues mean that pursuing the PWDP submission makes sense, given that a plan change on the OWDP may now be unlikely to get the applicant where they need to be, even if that process proves unattainable, the supporting information would then be available to apply to a plan change as soon as the appropriate time to make that application arises.
51. In other words, absent a variation initiated by the Council (discussed briefly below) a plan change to the PWDP, once approved, is considered the second best option after seeking the rezoning under the PWDP itself. And that outcome is subject to the question of scope which, given the limitations to the submission, is somewhat uncertain. If scope is found not to exist, focus would revert to a plan change, only one involving the PWDP rather than the OWDP.

*Possibility of a variation*

52. A variation to the PWDP can be considered up until the point it is approved by the Council. Such a variation can only be instigated by the Council.
53. In the case of the PWDP, a variation to enable the rezoning to the SPArZ might be considered but also raises other issues. For example:
  - 53.1. Such a variation would effectively face the same issues as a Council initiated plan change, as discussed in the advice dated 30 September 2022, but with no option of being applicant led then adopted by Council:
  - 53.2. Whether internal Council support for such a variation exists is not clear: and
  - 53.3. A variation could create the risk of further delay on the PWDP. While that might ultimately prove relative, given the risk of appeals on PWDP decisions, the approval of the PWDP would be delayed while the SPArZ variation caught

up procedurally. Therefore, there would almost inevitably be some delay, including a delay to making the existing variations to the PWDP in relation to the Medium Density Residential Standards (MDRS), which are mandatory and (currently) require a tighter timeframe.

54. There is the possibility that these concerns are of less import, but until that can be confirmed, it appears that the possibility of a variation to enable the SPArZ is, at best, limited.

### Conclusions

55. Given the issues of timing, a private plan change under the OWDP does not appear likely to be able to be included in the PWDP without a further plan change process once that is approved. This would therefore be an inefficient use of resources.
56. Meanwhile, the existing submission may provide the scope to enable at least the rezoning adjacent to the Airfield to be pursued. While the submission is general it does alert a reader to its clear intent, such that, with further evidence the IHP hearing the PWDP could be put in a position to determine the rezoning as part of that process.
57. The requires additional evidence that would be due within a relatively short timeframe (by 28 February 2024). However, once collated, even if scope is subsequently found not to exist, that evidence can then also be applied to a plan change if that became necessary.
58. Therefore, it seems that apart from the need to provide the evidence within the deadline, which would have been needed in any event had the previous plan change option (under the OWDP) been pursued, and the need to argue scope before the PWDP IHP, the option of pursuing the submission appears feasible.
59. Please contact the writer if you require further information or advice.

Yours faithfully



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## **Appendix 3**



**Request to rezone land at and adjacent to Rangiora Airfield**

**S32AA assessment**

## 1. Introduction

- 1 As set out in s32AA of the Resource Management Act (RMA), a further evaluation is required for “any changes that have been made to, or are proposed for, the proposal since the evaluation report for the proposal was completed (the changes)”. In this case, the further evaluation is to be undertaken on the changes proposed to the Proposed Waimakariri District Plan (PWDP) since the evaluation report was completed. The further evaluation must be undertaken in accordance with section 32(1) to (4) and must contain “a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal”.
  
- 2 The following report evaluates the request to amend the zoning at and adjacent to land at the Rangiora Airfield from Rural Lifestyle Zone to a new Special Purpose Zone (Rangiora Airfield) (SPZ(RA)) with an Outline Development Plan (ODP) to guide development of the site. Specifically, the land sought to be rezoned is legally defined as:
  - Lot 2-4 Deposited Plan 410643 and Lot 1-2 Deposited Plan 320694 and Lot 1 Deposited Plan 24674 – 40.1272ha (Record of Title 439710). Waimakariri District Council.
  - Rural Section 38634 – 9.0037ha (Record of Title CB795/5). Waimakariri District Council.
  - Lot 1 Deposited Plan 410643 – 8ha (Record of Title: 439708). DM & AD Smith Investments Limited
  - Lot 5 Deposited Plan 410643 – 43.9546ha (Record of Title: 439709). DM & AD Smith Investments Limited.
  - Part Rural Section 10471 – 15.8182ha (Record of Title: CB380/133). DM & AD Smith Investments Limited. *Partially included in rezoning request.*

2. **S32(1)(a) – The extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act**

3 Section 32(1)(a) requires the examination of the extent to which the **objectives of the proposal** are the most appropriate way to achieve the **purpose of the Act**.

4 In this case, the proposal (as per section 32(6)) introduces a new zone framework that does not already exist under the PWDP. As such, it is the objectives stated in the proposal that are evaluated when examining the extent to which the proposal is the most appropriate way to achieve the purpose of the Act.

5 The purpose of the Act is to promote sustainable management of natural and physical resources, where:

*...sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while-*

- a. *Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- b. *Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- c. *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

6 The proposed SPZ(RA) sets out the following objectives:

- **SPZ(RA)-O1 Purpose of the Special Purpose Zone (Rangiora Airfield)** *To enable the continued operation and future development of the Rangiora Airfield as a strategically significant, safe and economically sustainable airfield that meets the current and future needs of the aviation community within the District and Region.*
- **SPZ(RA)-O2 Management of environmental effects**
  - (a) *The operational and functional needs of Rangiora Airfield are provided for while ensuring that the adverse effects of aviation activities on the environment are avoided, remedied, or mitigated.*
  - (b) *The adverse effects of airfield related, residential and other activities are managed to ensure acceptable amenity outcomes.*

- **SPZ(RA)-O2 Compatibility of activities with the airfield operation**

*Airfield-related activities:*

- (a) Are compatible with the efficient operation, maintenance and upgrading of the airfield and its associated effects;*
- (b) Manage reverse sensitivity effects on the airfield.*

7 Alongside the proposed objectives for the SPZ(RA), this rezoning request seeks to amend an existing objective in the PWDP NOISE-03. This objective is evaluated in the context of s321(b):

- **NOISE-03 Rangiora Airfield**

*Within the Rangiora Airfield Noise Contours:*

- 1. The avoidance of noise sensitive activities within the 65dBA ~~and 55dBA~~ Ldn Noise Contours for Rangiora Airfield.*
- 2. The avoidance of noise sensitive activities within the 55dBA Ldn Noise Contour for Rangiora Airfield except on land zoned Special Purpose Zone (Rangiora Airfield).*

8. The objectives of the proposal are evaluated in Table 1 below.

Table 1: Evaluation of Special Purpose Zone (Rangiora Airfield) Objectives	
Proposed Objective	Summary of Evaluation (relevance, usefulness, achievability, reasonableness)
<p><b>SPZ(RA)-O1 Purpose of the Special Purpose Zone (Rangiora Airfield)</b></p> <p>To enable the continued operation and future development of the Rangiora Airfield as a strategically significant, safe and economically sustainable airfield that meets the current and future needs of the aviation community within the District and Region.</p>	<p>This objective is considered the most appropriate way to achieve the purpose of the Act because:</p> <ul style="list-style-type: none"> <li>• Managing the provision of land and future development upon it for long term land-use aligns closely with the purpose of the RMA under s5(1) which is to achieve “the sustainable management of natural and physical resources”.</li> <li>• The identification of the Rangiora Airfield as regionally significant infrastructure recognises the significant role and function the airfield has in enabling people and communities to provide for their social, economic and cultural well-being and for their health and safety in accordance with s5(2).</li> <li>• The proposed zoning would see the use of the Rangiora Airfield (which is subject to a designation) unchanged but with development enabled around the airfield it would support an increase in activity and allow for extra amenities and infrastructure to sustain the potential of the physical resource to meet the reasonably foreseeable needs of future generations (s5(2)(a)).</li> <li>• Through recognition of the airfield as regionally significant infrastructure (which is consistent with the Canterbury Regional Policy Statement) this objective has regard to the efficient use and development of natural and physical resources in accordance with s7(b).</li> <li>• The existing zone framework and objectives would not allow for the proposed development to occur hence the rezoning request to a Special Purpose Zone (Rangiora Airfield). Given the importance of the Rangiora Airfield to the community and the uniqueness of the zone and development upon it, it is appropriate, reasonable and relevant to introduce a tailor-made objective that provides a clear framework for the establishment of an airpark development around the existing airfield.</li> </ul>

<p><b>SPZ(RA)-O2 Management of environmental effects</b></p> <p>(a) The operational and functional needs of Rangiora Airfield are provided for while ensuring that the adverse effects of aviation activities on the environment are avoided, remedied, or mitigated.</p> <p>(b) The adverse effects of airfield related, residential and other activities are managed to ensure acceptable amenity outcomes.</p>	<p>This objective is considered the most appropriate way to achieve the purpose of the Act because:</p> <ul style="list-style-type: none"> <li>• It recognises the airfield’s special operational and functional needs while balancing these with the need to avoid, remedy or mitigate effects on the environment which is in keeping with s5(2)(c).</li> <li>• It recognises that airfield operations and functions have potential to result in adverse effects on the environment, for example on amenity values resulting from noise generation, traffic movements and visual amenity. However, it also seeks to ensure adverse effects associated with airfield activities are managed. Managing adverse effects leads to the maintenance of amenity values in the manner envisaged by s7(c).</li> </ul>
<p><b>SPZ(RA)-O3 Compatibility of activities with the airfield operation</b></p> <p>Airfield-related activities:</p> <p>(a) Are compatible with the efficient operation, maintenance and upgrading of the airfield and its associated effects;</p> <p>(b) Manage reverse sensitivity effects on the airfield.</p>	<p>This objective is considered the most appropriate way to achieve the purpose of the Act because:</p> <ul style="list-style-type: none"> <li>• It recognises the need to provide for non-airfield activities which are compatible with the airfield operation. This enables people and communities to provide for their social, economic and cultural well-being and for their health and safety in accordance with s5(2).</li> <li>• Through managing the effects of the airfield-related activities on the airfield and transport systems this objective has regard to the efficient use of physical resources in accordance with s7(b).</li> </ul>

**3. S32(1)(b) – Examine whether the provisions in the proposal are the most appropriate way to achieve the objectives.**

8 Section 32(1)(b) requires an evaluation of whether the provisions in the proposal are the most appropriate way to achieve the objectives by:

- (i) Identifying other reasonably practicable options for achieving the objectives; and
- (ii) Assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
- (iii) Summarising the reasons for deciding on the provisions.

9 The s32(1)(b) evaluation is undertaken in the following sections.

**4. S32(1)(b)(i) – Identifying other reasonably practicable options for achieving the proposal**

10 The rezoning request could reasonably be achieved by the following methods (as an alternative to pursuing the rezoning request through the District Plan Review):

- Applying for **resource consent(s)** for new development on the subject site (commercial, industrial and residential development) (the status quo); or
  - Submitting a private **Plan Change Request** to WDC (at least two years after the provisions for this site have been resolved through the District Plan review pursuant to schedule 1, Clause 25(b)(b)) seeking to rezone the land.
- 11 **Resource Consent:** Pursuing airfield related development on land outside of the existing designation for industrial, commercial and residential activities through a resource consent process (or processes) will be inconsistent with the Rural Lifestyle Zone objectives, policies and development standard provisions that will apply to the site (or the Rural Zone provisions that currently apply to the site), likely resulting in a non-complying status and certainly no guarantees of a favourable outcome. Furthermore, if multiple resource consents are required (or s127 amendments to conditions), the process of developing a site of this size becomes very time consuming, costly and inefficient for all involved.
- 12 Likewise, a resource consent would be required for airfield related development within the designation area if it is to be used for a purpose other than the designation purpose (and prior written approval from the requiring authority (WDC) would also be required). The two existing designations at Rangiora Airfield are:
- Rangiora Airfield – Designation Purpose: Airfield purposes
  - Surrounding land within 65dBA noise contour for Rangiora Airfield (not owned by Waimakariri District Council) – Restriction to avoid noise sensitive activities, and manage activities which pose a risk to aircraft movements.
- 13 Altering the designation to encompass a broader area is not considered to be a practicable option given the requiring authority is not the only owner of the land and not all work which is to be enabled is ‘public work’, therefore this is not considered in this evaluation.
- 14 **Private Plan Change:** There is the option of pursuing a private Plan Change Request after the completion of the District Plan Review. Again, this is considered an unnecessarily costly, time consuming and inefficient exercise when there is an opportunity now to have the rezoning request considered with associated technical input.
5. **S32(1)(b)(ii) – Assessing the efficiency and effectiveness of the provisions in achieving the objectives**
- 15 s32(1)(b)(ii) is informed by reference to s32(2)(a-c), which states that assessment of the efficiency and effectiveness of provisions needs to:
- (a) *Identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for-*

- (i) Economic growth that are anticipated to be provided or reduced;*  
*and*
- (ii) Employment that are anticipated to be provided or reduced; and*
- (b) If practicable, quantify the benefits and costs referred to in paragraph (a);*  
*and*
- (c) Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.*

16 The proposal is an “amending proposal” because it will amend a “change that is already proposed or that already exists (an existing proposal)”<sup>1</sup>. An examination under section 32(1)(b) must therefore relate to:

- (a) The provisions and objectives of the amending proposal; and*
- (b) The objectives of the existing proposal to the extent that those objectives-*
  - (i) are relevant to the objectives of the amending proposal; and*
  - (ii) would remain if the amending proposal were to take effect.*

17 The s32(1)(b)(ii) evaluation is set out in Table 2 below. It is noted that the examination is to determine whether the provisions in the proposal are the most appropriate way to achieve the objectives, they do not necessarily need to be superior. Therefore, the most appropriate option does not need to be the optimal or best option, but it must demonstrate that it will meet the objectives in an efficient and effective way.

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<sup>1</sup> RMA Section 32(3)



**Table 2: Evaluation of Provisions in the Proposal**

<b>Special Purpose Zone (Rangiora Airfield)</b>		
<p><b>Policy:</b>  <b>SPZ(RA)-P1 Activities in the Special Purpose Zone (Rangiora Airfield)</b>                      (a) Provide for the continued operation and development of aviation activities.                      (b) Enable compatible airfield related activities within Activity Area A, where these complement the function and operation of the Rangiora Airfield and/or the airport location.                      (c) Enable residential units within Activity Areas A and B where the residential unit manages reverse sensitivity effects on adjoining aviation activities.</p>	<p><b>Objectives of Proposal</b></p>	<p>It gives effect to the following objectives of the proposal:                      SPZ(RA)-O1                      SPZ(RA)-O2                      SPZ(RA)-O3</p>
	<p><b>Relevant Objectives of the PWDP</b></p>	<p>It gives effect to the following objectives in the PWDP:                      SD - Rautaki ahunga – Strategic Directions: SD-O3 Energy and infrastructure.                      EI - Pūngao me te hanganga hapori - Energy and Infrastructure: EI-O1 Provision of energy and infrastructure and                      TRAN – Ranga waka – Transport: TRAN-O5 Rangiora Airfield in the PWDP.</p>
	<p><b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b></p>	<p>This policy outlines the path to be followed to implement the objectives. It puts the continued operation and development of aviation activities at the forefront, this is appropriate, efficient and effective in meeting SPZ(RA)-O1.</p> <p>It also provides for compatible airfield related activity to be enabled which is appropriate and effective in meeting SPZ(RA)-O3.</p> <p>Lastly it enables residential units where they manage reverse sensitivity effects, this is appropriate in recognising that airfields are not without adverse effects, e.g. noise and therefore it is appropriate in meeting SPZ(RA)-O2 and SPZ(RA)-O3.</p>
	<p><b>Risk of acting or not acting</b></p>	<p>There is sufficient information to understand the effects associated with existing airfield activities (e.g. the noise contours, obstacle limitation surfaces, limitations in land availability within the designation area). The notified PWDP also provides enough information to determine the constraints on future development at and adjacent to the Rangiora Airfield designation. These provisions do not provide for the changing needs of the aviation sector and have no provisions to meet the future needs of that specialist community.</p> <p>With the information available it can be determined where activities are most appropriately located around the airfield which is what this policy provides for. There is enough certainty and information for there to be a low risk of acting on this provision.</p>
	<p><b>Benefits</b></p>	<p><b>Environmental:</b>                      This policy supports the management of the provision of land and future development upon it for long term land use and sustainable development of a natural and physical resource.</p>

		<p><b>Social</b></p> <p>The Rangiora Airfield is a recreational and general aviation airfield which supports aviation clubs, hobbyists and flight training alongside commercial operations. It also provides valuable services to the local community and wider region during emergency situations and natural disaster relief efforts. The Rangiora Airfield designation has limited land available for further development. Therefore, this policy recognises the importance of protecting the function and operation of the airfield as regionally significant infrastructure while enabling and managing compatible airfield related development on land immediately surrounding the designation. This will support the evolving needs of the aviation community whether it be for recreational flying, commercial flight operations or for medical and disaster relief flights. This is considered to be a social benefit of the proposal and this provision supports this.</p> <p>Providing for residential activity where it is associated with the use of the airfield (within Activity A it must be associated with an Airfield Activity which is defined and within both Activity Areas it must have legal access via a taxiway) provides for a specialist land use activity and lifestyle choice, close to existing infrastructure and supporting activities. This co-location of activities is not easily provided elsewhere.</p> <p><b>Economic</b></p> <p>This policy and following provisions are broadly enabling of activities compatible to the function and operation of the Rangiora Airfield reflecting the importance of the airfield to the regional economy.</p> <p>Enabling further development around the airfield on privately owned land will provide an ability to leverage off existing airfield infrastructure providing economic benefit as key infrastructure is already in place (runways, hangars etc).</p> <p>Enabling further development around the airfield will generate employment and revenue from airfield related commercial/industrial/mixed-use activities. It will also support the existing airfield activities. As such, the economic benefits will be significant.</p>
	<b>Costs</b>	<p><b>Environmental</b></p> <p>There is potentially an environmental cost due to the intensification of aircraft movements and increase in traffic associated with the zoned area.</p>

		<p>Development of airfield land will result in increased levels of traffic. However, this cost is considered to be low as the level of increased traffic is expected to be able to be accommodated comfortably within the existing road network.</p> <p>There is potentially an environmental cost of land being used for airfield related activities instead of being used for primary production activities particularly across land identified as highly productive in Canterbury Maps. However, it is recognised with the PWDP Rural Lifestyle zoning that the predominant character of the zone is small rural sites with a more intensive pattern of land use and buildings.</p> <p><b>Cultural</b> There are no known cultural costs.</p> <p><b>Economic</b> Some activities will require resource consent where they are not provided for as permitted activities. This can add to the cost for developers.</p>
	<p><b>Other Practical Options Considered</b></p>	<p><b>Resource Consent</b> This option is not considered appropriate because the objective, policy and rule framework under the PWDP does not align with the outcomes sought for the SPZ(RA).</p> <p><b>Private Plan Change</b> This option is not considered appropriate because the Council may reject the request for a Private Plan Change if the Plan has been operative for less than 2 years. With the cost associated with preparing a private plan change, this creates uncertainty and risk that the plan change will be accepted for consideration and then there is further uncertainty as to whether the plan change will be approved.</p>
<p><b>Policy:</b> <b>SPZ(RA)-P2 Management of effects</b></p>	<p><b>Objectives of Proposal</b></p>	<p>It gives effect to the following objectives of the proposal: SPZ(RA)-O1 SPZ(RA)-O2 SPZ(RA)-O3</p>

<p>Manage the effects arising from development, subdivision and use, having regard to:</p> <ol style="list-style-type: none"> <li>1. Compatibility with the role and function of the Rangiora Airfield Zone;</li> <li>2. The requirements of SPZ(RA) – APP1</li> <li>3. Whether the development, subdivision and use is ancillary to and/or supports airfield activities;</li> <li>4. The safety, security and resilience of the airfield as regionally significant infrastructure;</li> <li>5. Whether the activity can be appropriately serviced, including wastewater, stormwater and potable drinking water supply;</li> <li>6. The potential for reverse sensitivity effects on the established or permitted activities within the Special Purpose Zone (Rangiora Airfield);</li> <li>7. The effects of the development, subdivision and use on the surrounding area including by: <ol style="list-style-type: none"> <li>a. Managing the height, bulk and location of buildings and structures.</li> <li>b. Screening outdoor storage and refuse storage areas. .</li> <li>c. Providing landscaping at zone boundaries.</li> </ol> </li> </ol>	<p><b>Relevant Objectives of the PWDP</b></p>	<p>It gives effect to the following objectives in the PWDP:</p> <p>SD - Rautaki ahunga – Strategic Directions: SD-O3 Energy and infrastructure.</p> <p>EI - Pūngao me te hanganga hapori - Energy and Infrastructure: EI-O2 Adverse effects of energy and infrastructure.</p> <p>TRAN – Ranga waka – Transport: TRAN-O3 Adverse effects from the transport system.</p>
	<p><b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b></p>	<p>Similar to the evaluation of SPZ(RA)-P1 it is considered that this policy is appropriate, efficient and effective in achieving the Objectives.</p> <p>This policy recognises that the Rangiora Airfield is of primary importance to the zone and in this manner, it is considered to be appropriate in meeting SPZ(RA)-O1 and SPZ(RA)-O2.</p> <p>This policy is also appropriate because it encourages the sustainable management of resources to ensure acceptable amenity outcomes (SPZ(RA)-O2). This leads to the maintenance of amenity values in the manner envisaged by section 7(c) of the RMA).</p>
	<p><b>Risk of acting or not acting</b></p>	<p>As above, the effects of existing airfield activities are well known and it is identified that the airfield is regionally significant infrastructure whose function and operation are to be protected – this was one of the key reasons for seeking the designation over the land for airport purposes in August 2020.</p> <p>There is certainty and sufficient information on the effects to be managed that there is low risk of acting on this provision.</p>
	<p><b>Benefits</b></p>	<p><b>Environmental</b></p> <p>This policy has environmental benefits because it facilitates development of airfield compatible activities while recognising the complexity and sensitivity of airfields and their surrounding environment.</p> <p>The Rangiora Airfield is not currently connected to any reticulated water or wastewater schemes but this policy provides for the existing airfield and new development to be connected (connection can be made to the Rangiora water and wastewater schemes) and low impact stormwater management can be implemented.</p> <p><b>Social</b></p> <p>This policy facilitates the managed development of land where adverse effects are to be managed.</p>

		<p>It also recognises that the airfield (regionally significant infrastructure) needs to be able to operate efficiently and safely and be protected from incompatible development and activities that may create reverse sensitivity effects.</p> <p><b>Environmental, Social, Cultural</b> By maintaining or enhancing environmental quality it enables people and communities to provide for their social and cultural wellbeing and for their health and safety. It also directly supports s5(2)(c) of the RMA which seeks to avoid, remedy or mitigate adverse effects of activities on the environment.</p> <p><b>Economic</b> Providing for compatible activities and managing activities which would otherwise have the potential to be incompatible with aviation activities will ensure that the airfield can continue to operate and function. This ensures that the airfield can continue to support the Rangiora and wider community.</p>
	<b>Costs</b>	<p><b>Economic</b> Ensuring that activities are compatible with the Rangiora Airfield will restrict the flexibility of the developer and the sale of sites within the development to only those who have a connection to the airfield.</p> <p>Ensuring that activities which have the potential to be incompatible are managed has potential cost implications. For example, enabling residential activities near the Rangiora Airfield may result in higher build costs as the dwellings will be required to meet noise insulation standards.</p> <p>The reference to servicing places significant cost on the developer given that there is not reticulated servicing within the area.</p>
	<b>Other Practical Options Considered</b>	<p><b>Resource Consent</b> This option is not considered appropriate because the objective, policy and rule framework under the PWDP does not align with the outcomes sought for the SPZ(RA).</p> <p><b>Private Plan Change</b> This option is not considered appropriate because the Council may reject the request for a Private Plan Change if the Plan has been operative for less than 2 years. a private plan. With the cost associated with preparing a private plan change, this</p>

		creates uncertainty and risk that the plan change will be accepted for consideration and then there is further uncertainty as to whether the plan change will be approved.
<b>Activity Rules</b>		
<b><u>SPZ(RA)-R1 Construction of, or alterations or additions to a building or other structure</u></b>	<b>Objectives of Proposal</b>	It gives effect to the following objectives of the proposal: SPZ(RA)-01 SPZ(RA)-02 SPZ(RA)-03
Activity status: PER  Where: The activity complies with all built form standards (as applicable).  <b><u>SPZ(RA)-R2 Airfield activities</u></b>  Activity status: PER  Where: 1. The activity occurs within Activity Areas A, and 2. The activity complies with all built form standards (as applicable).  Activity status: NC  Where: The activity occurs within Activity Area B.	<b>Relevant Objectives of the PWDP</b>	The activity standards give effect to the following objectives in the PWDP:  <b>SD - Rautaki ahunga – Strategic Directions:</b> SD-O2 Urban development and SD-O3 Energy and infrastructure.  <b>UFD- Āhutatanga auaha ā tāone - Urban Form and Development:</b> UFD-O2 Feasible development capacity for commercial activities and industrial activities.  <b>EI - Pūngao me te hanganga hapori - Energy and Infrastructure:</b> EI-O1 Provision of energy and infrastructure, EI-O2 Adverse effects of energy and infrastructure and EI-O3 Effects of other activities and development on energy and infrastructure.  <b>TRAN – Ranga waka – Transport</b> TRAN-O5 Rangiora Airfield  <b>NOISE – Te orooro – Noise:</b> NOISE – O1 Adverse noise effects, NOISE – O2 Reverse sensitivity and NOISE-O3 Rangiora Airfield.
<b><u>SPZ(RA)-R3 Visitor accommodation</u></b>  Activity status: PER  1. Within Activity Area A: a. It is located outside the 65dBA LdN Noise Contour boundary.	<b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b>	<b>SPZ(RA)-R1:</b> provides recognition of amenity and is an appropriate way to achieve the objectives of the Special Purpose Zone (Rangiora Airfield).  <b>SPZ(RA)-R2:</b> A new definition for ‘Airfield Activity’ is drafted for inclusion in the definitions section of the PWDP. This definition lists activities related to the aviation use, function and operation of Rangiora Airfield. Enabling airfield activity as a permitted activity within Activity Area A is the most appropriate way for meeting the objectives of the proposal.

<p>b. It is ancillary and attached to the use of a building for an airfield activity on the same site.</p> <p>2. Within Activity Area B:</p> <p>a. It is located outside the 65 dBA LdN Noise Contour boundary.</p> <p>b. The activity shall be undertaken within a residential unit.</p> <p>c. A maximum of eight visitors shall be accommodated per site.</p> <p>Activity status when compliance not achieved with SPZ(RA)-R3(1)(a) or SPZ(RA)-R3(2)(a): PR</p> <p>Activity status when compliance not achieved with SPZ(RA)-R3(1)(b) or SPZ(RA)(2)(b) or SPZ(RA)(2)(c): NC</p> <p><b><u>SPZ(RA)-R4 Residential unit</u></b></p> <p>Activity status: PER</p> <p>1. Within Activity Area A:</p> <p>a. The activity shall comprise a maximum of 75% of the GFA of all buildings on the site.</p> <p>b. There is no more than one residential unit per site.</p> <p>c. There is no more than 30 residential units in total within Activity Area A.</p>		<p><b>SPZ(RA)-R3:</b> Visitor accommodation can be an appropriate activity at an airfield. Enabling it through an activity standard would support the purpose of the zone (SZP(RA)-O1 to meet the current and future needs of the aviation community. Setting limitations to the visitor accommodation activity is also considered to be the most appropriate way of meeting SPZ(RA)-O2 and SPZ(RA)-O3.</p> <p>This rule is considered to be the most appropriate way for meeting the objectives of the Proposal.</p> <p><b>SPZ(RA)-R4 and SPZ(RA)-R5:</b> The inclusion of this activity specific rule in the Special Purpose Zone (Rangiora Airfield) is the most appropriate way of achieving the objectives of the proposal. It is effective and efficient in ensuring the adverse effects of aviation activities on the environment will be avoided, remedied or mitigated (SPZ(RA)-O2) and that residential units are appropriately located to manage effects on the airfield (SPZ(RA)-O3) and minor residential units are avoided to ensure an appropriate level of density is still achieved.</p> <p><b>SPZ(RA)-R6:</b> This standard is considered to be appropriate and effective in meeting the objectives in the zone. It manages the intensity of noise sensitive activities close to the airfield and avoids a risk of potential reverse sensitivity through restricting the number of residential units on a property which will contribute to ensuring that the people who do reside at the property are aviation enthusiasts and linked to the use of the airfield.</p> <p>This is considered to be an efficient and effective way and overall the most appropriate way of meeting the objectives of the Proposal.</p> <p><b>SPZ(RA)-R7:</b> This standard is appropriate in that it is enabling of development as a permitted activity subject to meeting built form standards. If these standards are not met, resource consent will be required and the effects on the environment will need to be assessed. This will facilitate development around the airfield supporting its function and operation.</p> <p>This standard is an effective and efficient method in achieving the objectives of the Proposal. As such, it is considered to be the most appropriate method in achieving the objectives.</p>
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<p>d. The residential unit is located outside the 65 dBA LdN Noise Contour boundary.</p> <p>2. Within Activity Area B:</p> <p>a. There is no more than one residential unit per site.</p> <p>b. The residential unit is located outside the 65 dBA LdN Noise Contour boundary.</p>		<p><b>SPZ(RA)-R8:</b> The inclusion of this standard is considered to be appropriate and effective in achieving the objectives of the proposal. Through this catch-all standard there is recognition that there may be some unanticipated activities which are appropriate to locate/operate within the zone. This therefore enables Council to consider these activities in the context of the continued operation and future development of the Rangiora Airfield (SPZ(RA)-O1), consider the effects and how they may be managed (SPZ(RA)—O2) and ensure that they are compatible with airfield operation (SPZ(RA)-O3).</p>
<p>Activity status when compliance not achieved with SPZ(RA)-R4(1)(a): DIS</p> <p>Activity status when compliance not achieved with SPZ(RA)-R4(1)(b)-(d) or SPZ(RA)-R4(2): PR</p>	<p><b>Risk of acting or not acting</b></p>	<p>As above, the effects of existing airfield activities are well known, and it is identified that the airfield is regionally significant infrastructure whose function and operation are to be protected – this was reason for obtaining the designation over the land for airport purposes in August 2020. Because the effects are well known it can be determined what activities can be appropriately located and where.</p> <p>There is certainty and sufficient information on the effects the activities and airfield operations that there is low risk of acting on this activity rule provisions.</p>
<p><b><u>SPZ(RA)-R5 Minor residential unit</u></b></p> <p>Activity status: PR</p> <p><b><u>SPZ(RA)-R6 – Accessory building or structure</u></b></p> <p>Activity status: PER</p> <p><u>Where:</u></p> <p>1. The development complies with all built form standards (as applicable).</p> <p><b><u>SPZ(RA)-R7 Any activity not provided for in the Special Purpose Zone (Rangiora</u></b></p>	<p><b>Benefits</b></p>	<p><b>Environmental</b></p> <p>Development at the airfield to date has occurred in an ad hoc manner and while some development for airfield purposes can still occur within the designation area there is limited land available for this to occur. The provision of activity rules which apply to the land outside of the designation area and for non-airfield purpose will ensure that future development occurs in a planned and managed way supporting the achievement of a functional, attractive and well-designed environment.</p> <p>Certain activities are provided for as permitted activities where they meet the built form standards of the zone and in this manner they will meet the amenity outcomes anticipated within the zone and at zone interface areas.</p> <p>The ‘Activity Area’ (precinct) based approach co-locates airfield related activity with the existing airfield operations and stand alone residential activities are located at the outer extent of the zone. This provides for a some visual buffer and separation between the existing rural environment with its open rural character, to a low-density specialist residential environment before the eye meets a higher density of development which is more commercial/industrial in appearance.</p> <p>The identified areas for future development within the SPZ(RA) zone boundaries are located further from the Ashley River than existing development (as there is a 100m setback from the centreline of the stopbank). This provides further separation from</p>



**Airfield) as a permitted, controlled, restricted discretionary, discretionary, non-complying, or prohibited activity, except where expressly specified by a district wide provision**

Activity status: DIS

an area identified within the WPDP as a natural feature and landscape and as a Scheduled Natural Character Freshwater Body (Schedule 1).

**Economic**

The proposal represents an increase in economic growth through rezoning land for specialist airpark purposes relative to the alternative of leaving the land with a rural lifestyle zoning (PWDP). The growth of the airfield is currently limited within its designated area with little available land for more hangars to establish or other airfield related activities. There are currently 23 businesses based on the airfield with an estimated collective employment of 60 people, there are also 134 hangar sites all of which are leased out to private tenants. The demand for more business space and private hangars is not currently able to be met at the airfield noting that there is a waitlist of around 40 at present.

Enabling some airfield associated visitor accommodation is another activity provided for within the zone. This will increase the number of visitors to Waimakariri District for events, recreation or business at the airfield. This will have direct economic benefits resulting from visitor spend within the District. The diversity supports economic sustainability of the airfield and surrounds within the zone.

Providing for residential activities adds to the diversity of activity within the SPZ(RA) close to the airfield. In providing for the specialist lifestyle it is anticipated that there would be people wanting to move to the area who do not currently live within Waimakariri but as aviation enthusiasts may want to be close to their place of employment or recreation. This is expected to contribute to the rating base within the District. The controls within the standards also mitigate potential reverse sensitivity effects on the Rangiora Airfield safeguarding its existing and future operations which contribute significantly to the economic wellbeing of the Waimakariri District.

The increase in activity around the airfield land will have a flow on effect on the increase in aviation activity and again a flow on economic benefit to local businesses and the wider Waimakariri District community.

The activities which are enabled within the zone are airfield related, this includes the commercial/industrial activities as well as the residential activities which are to provide for aviation enthusiasts (and are required to have legal access to the airfield and have a maximum percentage of total gross floor area on the site). These activities

		<p>are therefore able to leverage off the existing infrastructure at the airfield (such as runways, fuelling stations etc).</p> <p>The activity rules provide certainty to land developers about the type of activity enabled within the zone and where they are considered to be most appropriate. With this knowledge land developers can plan and design their development in a way which can provide for a pathway for development without needing resource consent (depending on the activity rule) or an easier consenting pathway and less associated costs.</p> <p><b>Social</b></p> <p>The activity rules provide for a diversity of activities within the zone but all of which are airfield related including commercial/industrial activities as well as residential activities. This will support the vibrancy and viability of the existing Rangiora Airfield establishing it further as a hub for aviation enthusiasts and the local community to work, play, stay and reside.</p> <p>The enablement of residential activity in close proximity to the Rangiora Airfield provides for a specialist lifestyle choice for aviation enthusiasts who want to be located close to the recreation opportunities that the airfield provides or to aviation related businesses and places of employment. This promotes social wellbeing.</p> <p>The standards will manage the effects of the activities within the zone on the amenity of the surrounding area including upon other Activity Areas within the SPZ(RA) and on the surrounding Rural Lifestyle Zone (PWDP) resulting in improved social outcomes.</p> <p>The standards require noise sensitive activities (visitor accommodation and residential activities) to locate outside the 65dbA Ldn. This protects visitors and residents from adverse noise effects associated with this higher noise environment in a manner which protects their social wellbeing and health and safety. This also protects the function and operation of the Rangiora Airfield from potential reverse sensitivity effects enabling activities which support social wellbeing and health and safety to continue e.g. recreational flights, flights associated with natural disaster relief and public health flights.</p> <p><b>Environmental and Social</b></p>
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		<p>Airfield related activities are activities which are compatible with the operation of the airfield and its associated effects. It is therefore consistent and appropriate for them to be located within and adjoining the airport designation boundaries (note a definition has been drafted for this to be included within the Definitions section of the PWDP). This is provided for through the activity rules.</p> <p>Residential Activity is provided for within both Activity Areas but is subject to provisions to ensure that it is appropriate within each of the areas. The residential activity within Activity Area B is located on the outer, southern edge of the zone boundary (outside of the designation area). This provides rural neighbours with a transition/buffer between airfield related activities which have the potential to generate greater adverse effect (e.g. the noise associated with engine and transmission overhaul works). It also provides the residents a living environment (outside of the 65 dBA Ldn).</p> <p>Prohibiting minor residential units on this land will manage the intensity of development within the 55dBA Ldn noise contour and it avoids a risk that there would be residents not associated with aviation activities who could have a higher sensitivity to noise. Including this standard therefore avoids this potential risk on reverse sensitivity.</p> <p>The visitor accommodation controls (such as permitting visitor accommodation within a residential dwelling and to a maximum of 8 people) will ensure that this activity will not be out of character with the outcomes sought by the zone or the surrounding Rural Lifestyle Zone.</p> <p><b>Cultural</b> There are no identified cultural benefits from airfield related activities.</p> <p><b>Environmental, Social, Cultural and Economic:</b> The catch all standard (SPZ(RA)-R8) requires a resource consent application to be made for any activity not anticipated within the zone. This provides Council an ability to assess the application on whether it is appropriate to be locating within the zone and as a Discretionary activity it gives the Council the ability to consider it against any relevant matter. This can benefit the environmental, social, cultural and economic wellbeing of people who live, work and visit the zone for the recreation as well as the wider community. It also provides an opportunity for reverse sensitivity effects on Rangiora Airfield to be avoided, remedied or mitigated.</p>
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	<b>Costs</b>	<p><b>Environmental</b></p> <p>Providing for buildings to be constructed as a permitted activity could adversely affect amenity values and the attractiveness of the airfield which is currently set amongst a rural environment. However, as outlined above amenity values can be managed by the proposed built form standards which this rule (SPZ(RA)-R1) is linked to and the assessment criteria which becomes relevant if a breach in built form standards is sought.</p> <p>The activity rules provide for new development on land outside the designation boundary. This will introduce a higher density of development than what is provided for by the Rural Lifestyle Zone with a corresponding change to the rural character of the area. However, it is noted that in these activity areas the airfield with its associated buildings already has a prominent presence on the landscape and land within the designation can be further developed for airfield purpose without control, although there is limited land available for this there is a portion of the designation area, at its southern most extent, where this could more readily occur.</p> <p>Introducing greater intensity of activity into the noise contour areas, such as visitor accommodation and residential activity within the 55 dBA Ldn noise contour introduces the potential for reverse sensitivity effects on the airfield due to the noise. However, the buildings which noise sensitive activities will occupy will have to meet noise insulation standards and the occupiers are anticipated to be aviation enthusiasts who are also expected to have less sensitivity to noise generated from an airfield environment. This risk will be mitigated through the requirement for a no-complaints covenant to be registered against certificates of titles for noise sensitive activities.</p> <p>Development of this land will result in a loss of potential for rural production activity across the land although it is noted that the majority of the zone area and land outside the designation falls outside of highly productive LUC 3 land and is zoned for rural lifestyle purposes.</p> <p>Development of the zone will result in additional traffic within the area. It is noted that this is expected to be accommodated within the existing and upgraded road network. Nonetheless it will be a change from the existing traffic environment within the area.</p> <p><b>Economic</b></p>
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		<p>The activity rules identify the 'Activity Areas' within the SPZ(RA) where certain activities are considered appropriate and where others are not and in some cases activities deemed not appropriate have been assigned a prohibited activity status. This results in more rigid development conditions which may cost the developer/land-owner from being able to meet market demand for selling and on-selling properties</p> <p>Activities which are not provided for as permitted, or where standards are not met result in a resource consent being required, adds to the cost of the development and uncertainty for the developer.</p> <p>There is economic cost associated with the provision of essential services and critical infrastructure such as reticulated water and wastewater services and the provision of new roads and upgrades to existing which will service the activities within the zone.</p> <p><b>Social</b>  Enabling a greater intensification of residential activity within the area will result in a change in the character of the area from Rural/Rural lifestyle to Special Purpose Zone (Rangiora Airfield). It will also result in more people living within a higher noise environment, however as the residential activity is to be connected to the airfield activity it is expected that they will be less sensitive to aviation related noises.</p> <p>The introduction of additional activity and built form within the zone will result in a change to the rural, open character of the site.</p> <p><b>Cultural</b>  There are no anticipated cultural costs resulting from the inclusion of this rule.</p>
	<p><b>Other Practical Options Considered</b></p>	<p><b>SPZ(RA) -R1:</b> This rule could be provided with a different activity status meaning that resource consent would be required for the construction of a new building or structures or additions or alterations to it. However, with the requirement to meet built form standards which set the amenity outcomes for the zone this is not considered necessary as it would add unnecessary cost and uncertainty.</p> <p><b>SPZ(RA)-R2:</b> An alternative could be to include a new zone Special Purpose Zone (Rangiora Airfield) without having distinct activity areas. Instead, there could be</p>

		<p>standards which limit where certain development is appropriate such as a residential unit is not permitted within an identified setback from the runway or noise contour.</p> <p>The identification of activity areas and where certain activities are to be provided is considered to be the most practicable option.</p> <p><b>SPZ(RA)-R3:</b> An alternative to this standard is not providing for visitor accommodation as a permitted activity (subject to meeting other standards). Instead, resource consent could be required for the activity as a controlled, restricted discretionary or discretionary activity. While this could be a practical option, it is considered that it is not the best way to meet the objectives of the proposal and would result in unnecessary cost and uncertainty on the developer. Visitor accommodation is considered to be an activity compatible with airfield operation provided it is located in an appropriate area (outside of the 65 dBA Ldn noise contour).</p> <p><b>SPZ(RA)-R4:</b> Development of land within Activity Area A could be unlimited in terms of the yield of residential units however this would have potential to create an inappropriate amount of intensity within a noise sensitive environment. Activity Area B could be developed for a purpose other than residential such as more business/industrial land. While this could be a practical option it is considered that the inclusion of residential activities adds diversity into the zone benefitting the use and long-term sustainability of the airport and business within the zone.</p> <p>This standard could provide for more than one residential unit on a site within Area B. However, limiting the residential units to one per site is considered to be a managed approach to the development ensuring that there is not too much intensification within the 55dBA Ldn noise contour and that it is linked to airfield use.</p> <p>Providing for residential units within the 65dBA Ldn noise contour has been considered but is not considered to be a practical option. The Operative Waimakariri District Plan currently prohibits such activity within this contour to protect people from adverse noise effects in their living environment and the airfield from potential reverse sensitivity effects. There are alternative locations where residential living opportunities are considered appropriate as provided for in this standard.</p> <p>This rule could provide for residential units to be associated/tied with providing a hangar on the same site. This is something that has been done at other airfield particularly through the use of a consent notice. However, it is considered that having</p>
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		<p>a hangar is not a necessary tie but that access to the airfield such as via a taxiway could better link the residential properties which are to be associated with the airfield activity to the airfield. Provision has been made for this taxiway connection through the subdivision standards instead.</p> <p><b>SPZ(RA)-R5:</b> A consenting pathway could be provided for minor residential units within the zone and the activity could be assigned a Restricted Discretionary, Discretionary or Non-Complying Activity status. However, it is unlikely these would be linked to the airfield and would increase the level of density within Activity Area B and raise the potential for reverse sensitivity effects.</p> <p><b>SPZ(RA)-R6:</b> This standard is the most practical option, it could be assigned a different activity status, but this would be an unproportionate response to an activity where the effects of the development are suitably controlled by the built form standards and other rules of the PWDP.</p> <p><b>SPZ(RA)-R7:</b> The inclusion of this standard is considered to be the most practical way of ensuring that the objectives of the proposal are met. No other practical options have been considered to address activities which have not been provided for and may be unanticipated.</p>
<p><b>Built Form Standards:</b></p> <p><b>SPZ(RA)-BFS1 Site Layout Rangiora Airfield ODP</b></p>	<p><b>Objectives of Proposal</b></p>	<p>The built form standards give effect to the following objectives of the proposal:</p> <p>SPZ(RA)-O1  SPZ(RA)-O2  SPZ(RA)-O3</p>

<p>1. Development shall be in accordance with the Outline Development Plan in SPZ(RA)-APP1.</p> <p><b>SPZ(RA)-BFS2 Building Height</b></p> <p>1. The maximum height of buildings and structures above ground level shall be:</p> <ol style="list-style-type: none"> <li>a. Activity Areas A: 12m</li> <li>b. Activity Area B: <ol style="list-style-type: none"> <li>i. 10m for any residential unit or accessory building to a residential unit (excluding hangar).</li> <li>ii. 12m for any hangar, other building or structure.</li> </ol> </li> </ol>	<p><b>Relevant Objectives of the PWDP</b></p>	<p>The built form standards give effect to the following objectives in the PWDP:</p> <p><b>SD - Rautaki ahunga – Strategic Directions:</b> SD-O2 Urban development and SD-O3 Energy and infrastructure.</p> <p><b>UFD- Āhuatanga auaha ā tāone - Urban Form and Development:</b> UFD-O2 Feasible development capacity for commercial activities and industrial activities.</p> <p><b>EI - Pūngao me te hanganga hapori - Energy and Infrastructure:</b> EI-O1 Provision of energy and infrastructure, EI-O2 Adverse effects of energy and infrastructure.</p> <p><b>TRAN – Ranga waka – Transport:</b> TRAN-O3 Adverse effects from the transport system.</p>
<p>SPZ(RA)-BFSX does not apply to antennas, aerials, satellite dishes, flues, flag poles and airfield control structures.</p>	<p><b>Risk of acting or not acting</b></p>	<p>There is certainty and sufficient information on the effects the activities and airfield operations that there is low risk of acting and implementing these built form standards.</p>
<p><b>SPZ(RA)-BFS3 Building coverage</b></p> <p>1. The building coverage shall not exceed the maximum percentage of net site area:</p> <ol style="list-style-type: none"> <li>a. Activity Area A: No maximum</li> <li>b. Activity Area B: 20% of the net site area.</li> </ol>	<p><b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b></p>	<p>Built form standards are the most appropriate way of meeting the objectives of the proposal. They set the standard for what is considered to be an acceptable outcome and amenity response for building within the zone and in this manner ensure the management of environmental effects (SPZ(RA)-O2) and that the activities compatible with airfield operation (SPZ(RA)-O3).</p>
<p><b>SPZ(RA)-BFS4 Building and structure setbacks</b></p> <p>1. The minimum building setback within the Activity Areas shall be:</p> <ol style="list-style-type: none"> <li>a. Activity Area A: <ol style="list-style-type: none"> <li>i. 100m from the centreline of the stopbank of the Ashley River/Rakahuri</li> </ol> </li> </ol>	<p><b>Benefits</b></p>	<p><b>Environmental</b></p> <p>The Outline Development Plan provides for a specific and considered response to aviation related development within the SPZ(RA). The activity areas have been devised based on the activities and the locations where they are considered to be appropriate. Within Activity Area A airfield related activities are provided for, these support the function and operation of the airfield and will be consistent with airfield purpose development that can be undertaken within the designation area. Residential activities are to be provided within Area B, while this use will support the airfield it is a noise sensitive activity which is better located further from the runway areas and outside of the high noise environment within the 65dBA Ldn. In addition, having residential activity at the zone edge will provide a buffer and step change between the Rural Lifestyle Zone and the main Rangiora Airfield operations.</p>



<ul style="list-style-type: none"> <li>ii. 10m from a road boundary.</li> <li>iii. 3m from an internal boundary.</li> </ul> <p>b. Activity Area B</p> <ul style="list-style-type: none"> <li>i. 10m from any zone boundary, road boundary and/or internal boundary.</li> </ul> <p><b>SPZ(RA)-BFS5 Setback from taxiway</b></p> <ol style="list-style-type: none"> <li>1. The minimum setback for buildings and structures from the edge of a taxiway in all activity areas shall be 3m.</li> <li>2. The minimum setback for trees from a taxiway in all activity areas shall be 20m.</li> </ol> <p><b>SPZ(RA)-BFS6 Outdoor storage and screening (including refuse storage)</b></p> <ol style="list-style-type: none"> <li>1. Within Areas A: <ol style="list-style-type: none"> <li>1. Outdoor storage of goods, materials or equipment must be associated with an airfield activity operating from the site.</li> <li>2. Any outdoor storage area shall be screened by 1.8m high solid fencing, landscaping or other screening from any site in Area B, in a Rural Zone or at the road boundary.</li> </ol> </li> </ol>		<p><b>Environmental</b></p> <p>The built form standards ensure that the bulk and location of buildings is appropriate within the context of the Rangiora Airfield and zone interface areas. The standards include building height and setbacks. If these are breached, then buildings require resource consent for a restricted discretionary or discretionary activity. The standards provide certainty around the type of built development that is appropriate. Development that does not fit within the standards may also be appropriate, but it requires an assessment through a resource consent process to determine whether it is consentable.</p> <p><b>Social</b></p> <p>The built form standards will manage the effects of development within the SPZ(RA) on the amenity of surrounding zones.</p> <p><b>Cultural</b></p> <p>The setback to the centreline of the stopbank is consistent with the same condition within the designation. This is considered to be a cultural benefit as the awa has significance to mana whenua.</p>
	<p><b>Costs</b></p>	<p><b>Economic</b></p> <p>Resource consents impose financial and time costs when triggered. A breach of the built form standards will result in the requirement for restricted discretionary or discretionary activity consents. This results in costs associated with the consenting process and an element of uncertainty.</p> <p><b>Social</b></p> <p>There are no anticipated social costs as a result of introducing built form standards into the SPZ(RA).</p> <p><b>Cultural</b></p> <p>There are no identifiable cultural costs.</p>
	<p><b>Other Practical Options Considered</b></p>	<p>Consideration was given as to whether further specific rules needed to be provided such as gross floor area limits, impermeable surface requirements and height in relation to boundary. The built form standards put forward are appropriate for meeting amenity outcomes within a zone of this nature while enabling enough certainty and flexibility for land developers to ensure that development is enabled to</p>

		meet the current and future needs of the aviation community. For example, the consideration of whether a height in relation to boundary built form standard was an appropriate/practical consideration given the minimum setback and maximum height requirements and it was considered that these rules would achieve appropriate amenity outcomes without needing further restriction through a height in relation to boundary rule.
<b>NOISE – Te orooro - Noise</b>		
<p><b>NOISE-O3 Rangiora Airfield</b> <u>Within the Rangiora Airfield Noise Contours:</u></p> <p>a. <u>The avoidance of noise sensitive activities within the 65dBA and 55dBA Ldn Noise Contours for Rangiora Airfield.</u></p> <p>b. <u>The avoidance of noise sensitive activities within the 55dBA Ldn Noise Contour for Rangiora Airfield except on land zoned Special Purpose Zone (Rangiora Airfield).</u></p> <p><b>NOISE-P5 Rangiora Airfield</b> <del>Avoid the development of noise sensitive activities in the Rural Lifestyle Zone within the 55dBA Ldn Noise Contour for Rangiora Airfield and prohibit noise sensitive activities within the 65 dBA Ldn Noise Contour for Rangiora Airfield.</del></p> <p><u>Within the Special Purpose Zone (Rangiora Airfield) mitigate adverse noise effects from the operations of the Rangiora Airfield on noise sensitive activities, by:</u></p>	<b>Objectives of Proposal</b>	The changes proposed to these provisions in the PWDP give effect to the objectives of the proposal: SPZ(RA)-O1 SPZ(RA)-O2 SPZ(RA)-O3
	<b>Relevant Objectives of the PWDP</b>	As an amending proposal, this examination under s32(1)(b) must also relate to the objectives of the existing proposal to the extent that those objectives would remain if the amending proposal were to take effect. This objective <b>NOISE-O3</b> is proposed to retain the requirement to avoid noise sensitive activities within the 65dBA Ldn Noise Contour but make an exception for noise sensitive activities within the SPZ (RA) to be located within the 55dBA LdN noise contour.
	<b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b>	An amendment to this objective is the most appropriate method in achieving the objectives in enabling the ongoing operation of the Airfield while also enabling its future development (SPZ(RA)-O1), ensuring that the adverse effects of aviation activities on the environment are avoided, remedied or mitigated (SPZ(RA)-O2) and managing reverse sensitivity effects on the airfield (SPZ(RA)-O3).
	<b>Risk of acting or not acting</b>	There is a high risk to development of the zone if no amendments are made to these noise provisions in the PWDP as it would limit the type of activities which were to be enabled and provided for within the SPZ(RA).  Without subsequent changes to the subdivision provisions in the PWDP to address reverse sensitivity there would be a medium risk of making these changes to the noise provisions (noting that the subdivision provisions require consent notices and no-complaints covenants to be registered against records of title to protect the Rangiora Airfield from reverse sensitivity). With subsequent/corresponding amendments to the subdivision provisions there is considered to be a low risk given the nature of, and likely occupation of, the noise sensitive activities enabled.
	<b>Benefits</b>	<b>Social</b>

<p>1. <u>Prohibiting new noise sensitive activities within the 65dBA noise contour; and</u></p> <p>2. <u>Requiring noise mitigation for new noise sensitive activities within the 55dBA Ldn noise contour for Rangiora Airfield.</u></p> <p><u>Within the Rural and Rural Lifestyle Zone avoid the development of noise sensitive activities within the 55dBA Ldn Noise Contour for Rangiora Airfield and prohibit noise sensitive activities within the 65 dBA Ldn Noise Contour for Rangiora Airfield.</u></p> <p><b>NOISE-R13 Aircraft operations at Rangiora Airfield</b>  <u>Rural Lifestyle Zone</u>  <u>Special Purpose Zone (Rangiora Airfield)</u></p> <p><b>Activity status: PER</b></p> <p>Where:</p> <p>1. The aircraft operation is for one of the following purposes:</p> <ul style="list-style-type: none"> <li>a. Emergency medical or for national/civil defence reasons, air shows, military operations;</li> <li>b. Aircraft using the airfield as a necessary alternative to an airfield elsewhere;</li> <li>c. Aircraft taxiing;</li> <li>d. Engine run-ups for each 50 hour check.</li> </ul> <p>2. For all other aircraft operations:</p> <ul style="list-style-type: none"> <li>a. Noise from the aircraft operations shall not exceed 65 dBA Ldn</li> </ul>	<p>Enabling noise sensitive activities to locate within the 55dBA Ldn noise contour provides for people’s wellbeing. For example, they can reside close to their place of recreation, they can learn in an education environment close to where they can obtain practical experience and they can stay close to the airfield again for recreation purposes, for an event or if needed at the airfield for business opportunities.</p> <p><b>Economic</b></p> <p>It enables development of the land which will then be on sold to meet market demand for those aviation enthusiasts wanting a unique living environment.</p>	
	<p><b>Costs</b></p>	<p><b>Social and Economic</b></p> <p>By enabling noise sensitive activities close to the airfield there is a potential for reverse sensitivity effects on the airfield. However, it is considered that this cost will be suitably mitigated through provisions which require consent notices to be registered against a certificate of title and no-complaints covenants entered into for any noise sensitive activity.</p>
	<p><b>Other Practical Options Considered</b></p>	<p>The zone boundaries could be made wider to encompass a larger area where noise sensitive activities would be outside the 55dBA Ldn noise contour. This is not considered to be a practical option as there needs to be a willing landowner to develop the land. The submitter Mr Smith owns the adjoining land and is willing to develop the land.</p> <p>Alternatively, airfield related (but not noise sensitive activities) could be provided for within the zone boundaries. This option does not contribute best to the diversity of activity within the zone. It is the diversity which will contribute to sustaining the potential of the existing physical resource to meet the reasonably foreseeable needs of future generations.</p>

<p>outside the 65dBA Ldn Airport Noise Contour, shown on the planning map;</p> <p>b. Measurement and assessment of noise from aircraft operations at Rangiora Airfield shall be carried out in accordance with NZS 6805:1992 Airport Noise Management and Land Use Planning;</p> <p>c. When recorded aircraft movements at Rangiora Airfield exceed 70,000 movements per year, compliance with (1) shall be determined by calculations of noise from airfield operations and shall be based on noise data from the Rangiora Airfield Noise Model. Records of actual aircraft operations at Rangiora Airfield and the results shall be reported to the District Council's Manager, Planning and Regulation;</p> <p>d. Measurement of the noise levels at the site shall commence once aircraft operations at Rangiora Airfield reach 88,000 movements per year and shall be calculated over the busiest three-month period of the year. The measurements shall be undertaken annually while aircraft operations are at 88,000 movements or higher and the results shall be reported to the</p>		
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<p>District Council's Manager, Planning and Regulation.</p> <p><b>Activity status when compliance not achieved: NC</b></p> <p><b>NOISE-R15 Buildings in the 55 dBA Ldn Noise Contour for Rangiora Airfield</b>  <i>This rule applies to any new <del>residential unit, or minor residential unit addition to an existing residential unit, minor residential unit or building, or part of a building, for a noise sensitive activity and additions to an existing noise sensitive activity.</del></i></p> <p><b>55 dBA Ldn Noise Contour for Rangiora Airfield</b></p> <p><b>Activity status: PER</b></p> <p>Where:  <u>Any new building and addition to an existing building for a noise sensitive activity</u> <del>The building</del> shall be insulated from aircraft noise to achieve the indoor sound levels in Table NOISE-1.</p> <p><b>Activity status when compliance not achieved: NC</b>  <b>Activity status: PR</b></p> <p>Where:  The activity is located in the 65 dBA Ldn Noise Contour for Rangiora Airfield.</p>		
<b>SUB – Wāwāhia whenua – Subdivision</b>		
<b>SUB-R12 Subdivision within the Special Purpose Zone (Rangiora Airfield)</b>	<b>Objectives of Proposal</b>	This subdivision standard gives effect to the following objectives of the proposal: SPZ(RA)-O1

<p><b>Activity status: RDIS</b></p> <p><u>Where:</u></p> <p>1. <u>SUB-S1-S18 are met.</u></p> <p>2. <u>A resource consent application made under this rule shall include a condition to be specified in a consent notice or other appropriate legal instrument to be registered against the record of title for the land specifying that:</u></p> <p>a. <u>All residential activity within Activity Area A must be associated with an airfield related activity on the same site.</u></p> <p>b. <u>All new noise sensitive land uses must enter into a no-complaints covenant in favour of the Waimakariri District Council.</u></p>		<p>SPZ(RA)-02</p> <p>SPZ(RA)-03</p>
	<p><b>Relevant Objectives of the PWDP</b></p>	<p>This subdivision standard gives effect to the following objectives in the PWDP:</p> <p><b>SD – Rautaki ahunga – Strategic Directions:</b> SD-O2 Urban development and SD-O3 Energy and infrastructure.</p> <p><b>UFD- Āhuratanga auaha ā tāone – Urban Form and Development:</b> UFD-O2 Feasible development capacity for commercial activities and industrial activities.</p> <p><b>EI – Pūngao me te hanganga hapori – Energy and Infrastructure:</b> EI-O3 Effects of other activities and development on energy and infrastructure.</p> <p><b>TRAN – Ranga waka – Transport:</b> TRAN-O5 Rangiora Airfield.</p> <p><b>SUB – Wāwāhia whenua – Subdivision:</b> SUB-O1 Subdivision design.</p>
	<p><b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b></p>	<p>It is considered appropriate that subdivision within the Special Purpose Zone (Rangiora Airfield) require resource consent for subdivision, this is consistent with all other subdivision within the Waimakariri District. The requirement for a consent notice to be registered against a certificate of title specifying that new noise sensitive land uses must enter into a no-complaints covenant is effective in mitigating reverse sensitivity and therefore SPZ(RA)-O1, SPZ(RA)-O2 and SPZ(RA)-O3 given that owners will well informed of the requirement up front rather than it being imposed.</p> <p>Introducing this new zone-specific rule into the subdivision standards is therefore considered to be the most appropriate way of meeting the objectives of the proposal.</p>
	<p><b>Risk of acting or not acting</b></p>	<p>There is low risk of acting/including a new provision for a zone-specific subdivision standard as there is enough certainty/information on what the effects are in terms of reverse sensitivity associated with noise sensitive activities near airports around New Zealand. There is high risk of not including this on the Rangiora Airfield as appropriate provision would not be made for reverse sensitivity effects.</p>
	<p><b>Benefits</b></p>	<p><b>Environmental, Social, Cultural and Economic</b></p> <p>The requirement for subdivision within the zone to be considered as a restricted discretionary activity if the subdivision standards set out in the plan are met is a</p>

		<p>consistent approach with requirements on other subdivisions within the Waimakariri District and it therefore sets expectations for the developer and the wider community on the anticipated subdivision outcomes.</p> <p><b>Environmental, Social, Cultural and Economic</b>  The requirement to register a consent notice or other legal mechanism against a certificate of title protects the Rangiora Airfield and its continued operation. The Rangiora Airfield is used for many purposes including recreation, commercial flights (e.g. flights for topdressing activities), flight training and in emergency responses such as in natural hazard events. The ability to continue to function and operate for these purposes provides for widespread benefits associated with environmental, social, economic and cultural wellbeing.</p>
	<p><b>Costs</b></p>	<p><b>Economic</b>  Registering a consent notice or other legal mechanism comes at a cost to the person undertaking the noise sensitive activity. However, it is considered that this is a cost that will be known, and it is outweighed by the benefit it provides to the Rangiora Airfield (the regionally significant infrastructure).</p> <p><b>Environmental and Social</b>  A non-complaints covenant does not mitigate the amenity effect on the person/person(s) associated with the noise sensitive activity. However, the registration of the consent notice on the title will inform purchasers of a property of the environment they are buying into (this will also be evident with the existing airfield infrastructure in place) and therefore it is expected (and provided for through zone and subdivision provisions) that the owners/occupiers of the land will have an aviation association.</p> <p><b>Cultural</b>  There are no identified cultural costs.</p>
	<p><b>Other Practical Options Considered</b></p>	<p>Zone specific subdivision standards could be provided for through this rule. However, this is not considered to be the most practical options when the existing standards can be adopted (and amended to fit with the zone requirements) where necessary. There could be no requirement for a consent notice or no-complaints covenant and instead this could be left up to the developer to have registered on the title. However, by providing for this through this rule it is considered the most practical way to avoid, mitigate potential reverse sensitivity effects on the airfield.</p>

<p><b>SUB-S1 Allotment size and dimensions</b></p> <p>1. All allotments created shall comply with Table SUB-1.</p>	<p><b>Objectives of Proposal</b></p>	<p>The inclusion of zone-specific provisions into the subdivision standards gives effect to the objectives of the proposal:</p> <p>SPZ(RA)-O1 SPZ(RA)-O2 SPZ(RA)-O3</p>
<p><b>SUB-S3 Residential yield</b></p> <p>1. Residential subdivision of any area subject to an ODP, except in the Large Lot Residential Zone <u>and Special Purpose Zone (Rangiora Airfield)</u>, shall provide for a minimum net density of 15 households per ha, unless there are demonstrated constraints then no less than 12 households per ha.</p>	<p><b>Relevant Objectives of the PWDP</b></p>	<p>These zone-specific provisions give effect to the following objectives of the PWDP:</p> <p><b>SD – Rautaki ahunga – Strategic Directions:</b> SD-O2 Urban development and SD-O3 Energy and infrastructure.</p> <p><b>UFD- Āhuatanga auaha ā tāone – Urban Form and Development:</b> UFD-O2 Feasible development capacity for commercial activities and industrial activities.</p> <p><b>EI – Pūngao me te hanganga hapori – Energy and Infrastructure:</b> EI-O3 Effects of other activities and development on energy and infrastructure.</p> <p><b>TRAN – Ranga waka – Transport:</b> TRAN-O5 Rangiora Airfield.</p> <p><b>SUB – Wāwāhia whenua – Subdivision:</b> SUB-O1 Subdivision design.</p>
<p><b>SUB-S5 Legal and physical access</b></p> <p>1. Any allotment created shall have legal and physical access to a legal road.</p> <p>2. <u>Within the Special Purpose Zone (Rangiora Airfield) at each stage of subdivision, the applicant must provide Council with evidence of an enforceable legal agreement to ensure that the lots on the plan of subdivision are guaranteed access via the planned taxiways to the Rangiora Airfield, for as long as the Rangiora Airfield remains in use. The enforceable legal agreement must:</u></p> <p>(a) <u>Be between the relevant applicant/landowner and the owner of the Rangiora Airfield;</u></p>	<p><b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b></p>	<p>The amendment of the existing subdivision standards in the PWDP to introduce provisions which are specific to the Special Purpose Zone (Rangiora Airfield) is appropriate in achieving the objectives of the proposal and the existing relevant objectives of the PWDP.</p> <p>The setting of minimum allotment sizes is not considered necessary or consistent with development that could occur associated with the airfield purpose of the designation within Activity Area A. Within Activity Area B, the setting of a minimum allotment sizes is considered to be appropriate in ensuring that the development remains appropriate with the function and operation of the Rangiora Airfield (for example it is a way of managing the intensity of noise sensitive development alongside other proposed provisions) to ensure that the level of development is compatible with the purpose of the zone (SPZ(RA)-O1).</p>



<p>(b) <u>Be registered on the certificate of title for any new site created.</u></p> <p>(c) <u>The section 224(c) certificate for the subdivision must not be issued until the Council is satisfied that this requirement is met.</u></p>		<p>The requirement that all allotments are to have guaranteed access to the Rangiora Airfield ensures that the activities and the occupiers of the zone will have an association with aviation and the use of the airfield. This will likely be reflected in the section prices.</p> <p>The amendments to these standards in the PWDP are therefore considered to be effective and efficient and the most appropriate way of meeting the objectives.</p>
	<p><b>Risk of acting or not acting</b></p>	<p>There is low risk of making amendments to these subdivision standards as there is sufficient certainty and information to inform these amendments. All subdivisions require resource consent, and making these amendments ensures that there are site specific provisions relative to the unique SPZ(RA). There are also very few changes to the existing subdivisions standards in the PWDP apart from changes which will protect the long-term functioning and operation of the Rangiora Airfield.</p> <p>There is a high risk of not acting on these amendments as the subdivision standards within the PWDP would not specifically provide for the zone. It could introduce a level of intensity within the zone which is not compatible with the airfield through not providing for:</p> <ul style="list-style-type: none"> <li>• a requirement for legal access to the airfield via taxiways, and</li> <li>• consent notices and no-complaints covenants.</li> </ul> <p>Without these requirements, any person could locate within the zone and complain about airfield activities. This could have potential reverse sensitivity effects on the airfield and would be just another area for urban growth not necessarily catering for the aviation community and growth in aviation related activities at the airfield.</p>
	<p><b>Benefits</b></p>	<p><b>Economic, Environmental and Social</b></p> <p>Limiting the intensity of development through minimum allotment sizes and yield in Activity Area B and having a provision that requires legal connection to the airfield ensures the owners/occupiers of a subdivided site in the zone will have an association with aviation activities and the use of the airfield. In this context, people who choose to locate within this environment are expected to have less sensitivity to aviation activities (e.g. aircraft noise) and will benefit from being close to their place of employment or recreation.</p>
	<p><b>Costs</b></p>	<p><b>Economic</b></p> <p>Setting minimum allotment sizes reduces the flexibility of the developer to be able to meet market demand.</p>

		<p>Requiring a legal access connection to the airfield creates cost for the developer who will be required to have a taxiway provided as part of the subdivision of the land.</p> <p>The requirement for a taxiway may impose costs on the future owners of land (as potential part owners in a taxiway agreement) that have no need to use a taxiway. For example, those who may have a helicopter rather than a plane.</p> <p><b>Social</b> The legal access requirement will discourage people from locating within the zone who may otherwise choose this environment but who do not have an aircraft or a requirement to use a taxiway.</p>
	<p><b>Other Practical Options Considered</b></p>	<p>Other practical options could be providing for different allotment sizes and not requiring legal access to the airfield. The subdivision of land and development to be provided for within the zone (around the Rangiora Airfield) is subject to there being a willing developer to provide the land and undertake associated subdivision works such as providing reticulated water and wastewater to the zoned land, provide the taxiways etc. The development therefore also has to be economic for the developer and one way of achieving this is through realising an optimal yield to meet market demand and expectation. The provisions set include a range of consideration of which this one alongside setting a level for an appropriate intensity of development within an aviation noise environment.</p>
<p><b>EW – Ketuketu whenua – Natural Hazards, Earthworks, SIGN – Ngā tohu – Signs and Planning Maps</b></p>		
<p>The update to these provisions is only made in so far as having a new zone provided for in relation to earthworks and sign standards.</p>		
<p><b>NH – Matepā māhorahora– Natural Hazards</b></p> <p><b>NH-R2 Natural hazard sensitive activities</b></p> <p><b>Residential Non-Urban Flood Assessment Overlay</b></p> <p><b><u>Special Purpose Zone (Rangiora Airfield)</u></b></p> <p><b>Activity status: PER</b></p>	<p><b>Objectives of Proposal</b></p>	<p>The provisions in the natural hazards, earthworks and signs chapter are updated only to the extent to include the Special Purpose Zone (Rangiora Airfield) into the provisions.</p> <p>Natural hazards are common across the District but the effects on people and property locating within identified hazards areas are to be managed. Earthworks are a necessary component of enabling development and signage is an inherent part of commercial and industrial activities. As such the changes to the earthworks and signage provisions of the PWDP to include reference to the Special Purpose Zone (Rangiora Airfield) give effect to the proposal.</p> <p>SPZ(RA)-01 SPZ(RA)-02 SPZ(RA)-03</p>

<p>Where:</p> <ol style="list-style-type: none"> <li>1. the building is erected to the level specified in an existing consent notice that is less than five years old; or</li> <li>2. if located within the Non-Urban Flood Assessment Overlay, the building: <ol style="list-style-type: none"> <li>a. is not located on a site within a high flood hazard area as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li> <li>b. has a finished floor level equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li> <li>c. is not located within an overland flow path as stated in a Flood Assessment Certificate issued in accordance with NH-S1; or</li> </ol> </li> <li>3. if the activity is a residential unit or a minor residential unit and is located outside of the Non-Urban Flood Assessment Overlay and located within Rural Zones or the <u>Special Purpose Zone (Rangiora</u></li> </ol>	<p><b>Relevant Objectives of the PWDP</b></p>	<p><b>NH - Matepā māhorahora– Natural Hazards</b>  NH-O1 Risk from natural hazards  NH-O2 Infrastructure in natural hazard overlays  NH-O3 Natural hazard mitigation</p> <p><b>EW – Ketuketu whenua – Earthworks</b>  EW-O1 Earthworks</p> <p><b>SIGN – Ngā tohu – Signs</b>  SIGN-O1 Safety, well-being and amenity</p>
	<p><b>Appropriateness, efficiency and effectiveness of the methods in achieving the objective(s)</b></p>	<p>It is efficient, effective and appropriate to provide subsequent amendments to the existing provisions of the PWDP so that the Special Purpose Zone (Rangiora Airfield) is also provided for. This is the most appropriate means of achieving the objectives and provides for consideration of the effects and appropriateness of these district wide activities within the context of the zone.</p>
	<p><b>Risk of acting or not acting</b></p>	<p>There is low risk of making amendments to these relevant PWDP provisions. This would appropriately provide for the new zone. There would be a high risk of not making subsequent amendments to the PWDP to these provisions and planning maps</p>
	<p><b>Benefits</b></p>	<p><b>Environmental, Social, Economic and Cultural</b>  Updating these provisions provides certainty to developers over development requirements and to the outcomes anticipated by the PWDP.</p>
	<p><b>Costs</b></p>	<p>No costs are identified with these updates</p>
	<p><b>Other Practical Options Considered</b></p>	<p>No other options have been considered as updating other provisions in the plan to reflect the requested zoning is best practice.</p>
	<p><b>Relevant Objectives of the PWDP</b></p>	<p><b>TRAN – Ranga waka – Transport</b>  TRAN-O5 Rangiora Airfield</p>

Airfield), it has a finished floor level that is either:

- a. 400mm above the natural ground level; or
- b. is equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1.

**NH-R3 Natural hazard sensitive addition to existing natural hazard sensitive activities**

**Urban Flood Assessment Overlay  
Kaiapoi Fixed Minimum Finished Floor Level Overlay  
Non-Urban Flood Assessment Overlay  
Ashley Fault Avoidance Overlay  
Rural Zones  
Special Purpose Zone (Rangiora Airfield)**

**Activity status: PER**

Where:

1. the addition to a building does not result in a new or additional natural hazard sensitive activity establishing on the site; and
2. the addition:
  - a. is not located within the Ashley Fault Avoidance Overlay; or
  - b. is erected to the level specified in an existing subdivision consent notice or on an approved subdivision consent

<p>plan that is less than five years old; or</p> <p>c. if located in the Kaiapoi Fixed Minimum Finished Floor Level Overlay, any building footprint addition has a finished floor level equal to or higher than the minimum finished floor level shown on the planning map; or</p> <p>d. if located within any Flood Assessment Overlay, the building footprint addition is:</p> <ul style="list-style-type: none"><li>i. located on a site outside of a high flood hazard area as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li><li>ii. is not located within an overland flow path as stated in a Flood Assessment Certificate issued in accordance with NH-S1; and</li><li>iii. has a finished floor level equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1; or</li></ul> <p>e. if the activity is a residential unit or a minor residential unit and is located outside of the Non-Urban Flood Assessment Overlay and located within Rural Zones or the <u>Special Purpose Zone</u></p>		
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(Rangiora Airfield), it has a finished floor level that is either:

- i. 400mm above the natural ground level; or
- ii. is equal to or higher than the minimum finished floor level as stated in a Flood Assessment Certificate issued in accordance with NH-S1.

**EW – Ketuketu whenua – Earthworks**

**EW-S1 General standards for earthworks**

**Table EW-1 General standards for earthworks**

<b>Maximum volume or area in any 12 month period (unless otherwise specified) per site</b>	
General Rural Zone, Rural Lifestyle Zone, Special Purpose Zone ( <a href="#">Kāinga Nohoanga</a> ) – <a href="#">sites</a> outside of Tuahiwi Precinct, <a href="#">Special Purpose Zone (Rangiora Airfield)</a>	500m <sup>3</sup> or 100m <sup>3</sup> per ha, whichever is greater

**SIGN-Nga tohu – Signs**

<p><b>SIGN-R6 Any on-site sign</b>  <b>Residential Zones</b></p> <p><b>Commercial and Mixed Use Zones</b>  <b>Rural Zones</b>  <b>Industrial Zones</b>  <b>Open Space and Recreation Zones</b>  <b>Special Purpose Zone (Pines Beach and Kairaki Regeneration)</b>  <b>Special Purpose Zone (Museum and Conference Centre)</b>  <b>Special Purpose Zone (Kāinga Nohoanga)</b>  <b>Special Purpose Zone (Pegasus Resort)</b>  <b>Special Purpose Zone (Hospital)</b>  <u><b>Special Purpose Zone (Rangiora Airfield)</b></u></p> <p><b>Activity status: PER</b></p> <p><b>SIGN-R7</b>  <b>Industrial Zones</b>  <u><b>Special Purpose Zone (Rangiora Airfield) Area A</b></u></p> <p><b>Activity status: RDIS</b></p> <p><b>Commercial and Mixed Use Zones</b>  <b>Rural Zones</b>  <b>Residential Zones</b>  <b>Open Space and Recreation Zones</b>  <b>Special Purpose Zone (Pines Beach and Kairaki Regeneration)</b>  <b>Special Purpose Zone (Kāinga Nohoanga)</b>  <b>Special Purpose Zone (Hospital)</b>  <b>Special Purpose Zone (Pegasus Resort)</b></p>		
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Special Purpose Zone (Museum and Conference Centre)  
Special Purpose Zone (Rangiora Airfield)  
Area C

Activity status NC

Commercial and Mixed Use Zones

Rural Zones

Residential Zones

Open Space and Recreation Zones

Special Purpose Zone (Pines Beach and Kairaki Regeneration)

Special Purpose Zone (Kāinga Nohoanga)

Special Purpose Zone (Hospital)

Special Purpose Zone (Pegasus Resort)

Special Purpose Zone (Museum and Conference Centre)

Special Purpose Zone (Rangiora Airfield)  
Area B

*Advisory Note: Special Purpose Zone (Rangiora Airfield) contains standards relevant to airfield activities in the Special Purpose Zone (Rangiora Airfield). Signs related to and ancillary to the function and operation of the Rangiora Airfield are airfield activities.*

**Planning Maps**

The planning maps are to be updated with the new zoning provision – Special Purpose Zone (Rangiora Airfield)



**6. S32(1)(b)(iii) – Summarising the reasons for deciding on the provisions**

18. The reasons for deciding on the provisions are summarised as follows:

- i. A new zone framework for a Special Purpose Zone (Rangiora Airfield) rather than Rural Lifestyle Zone under the PWDP enables development of the airfield and its surrounds as a strategically significant airpark to meet the current and future needs of the aviation community.
- ii. The new zone framework and zone boundaries enable the airfield to develop and grow. There is currently limited land available for this growth to occur within the designation area due to the existing pattern of development and designation conditions such as the 100m building setback from the centreline of the stopbank and the three runway vectors.
- iii. Growth of the airfield, as regionally significant infrastructure, will result in positive effects for aviation clubs, recreational aircraft enthusiasts and aviation related businesses by freeing up more land to locate activities. This in turn is likely to have positive effects on other infrastructure such as the Christchurch Airport who have limited airspace for club related and flight training operations given the growth in the domestic and international flights.
- iv. The proposal provides a policy framework which would enable the zoning to take place in a manner which is the most appropriate way to achieve the purpose of the Act. It also reduces potential administration and compliance costs and provides certainty to development compared to an alternative of progressing this specialist type of growth via an ad hoc resource consent.
- v. The zone framework promotes an Activity Area (precinct based) approach for the strategic development and management of the zone including specific Activity and Built form standards.
- vi. The provisions provide for a variety of airfield related activities which support the aviation sector, and which leverage off the existing infrastructure at the Airfield. By doing this, the long term use to meet the foreseeable needs of the community is supported.
- vii. The provisions provide for unique residential living opportunities where landowners have a connection to the airfield, they therefore are located close to their place of recreation, business and/or employment.
- viii. The provisions recognise and provide for the unique operating requirements of an airfield and effects that are generated such as noise while at the same time achieving appropriate levels of amenity.
- ix. The provisions safeguard the airfield's existing and future operational needs thereby promoting long-term sustainability.

- x. The provisions recognise that the airfield growth will be located within an existing rural environment and the activity and built form standards provide for rural interface effects to be managed.
- xi. Residential development may be unlikely to be approved under the current planning framework of the PWDP with an avoid policy.
- xii. The proposal achieves the objectives and thereby Part 2 of the Act in a more efficient and effective manner than the framework as notified.