

Section 32 Report
**Rautaki Ahunga/Strategic
Directions and**
Āhuatanga Auaha ā
Tāone/Urban Form and
Development

prepared for the

Proposed
Waimakariri District Plan

18 September 2021



WAIMAKARIRI
DISTRICT COUNCIL

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1. EXECUTIVE SUMMARY

The Strategic Directions and Urban Form and Development Chapters provide the overarching direction for the Plan and its implementation and interpretation. They cover the topics considered significant in the District and important to achieving the overall vision for use and development within the District. They are also informed by RMA s6, s7 and s8 matters and the direction provided in other key planning documents.

This Section 32 report should be read in conjunction with all other Section 32 reports prepared for the Proposed District Plan. The justification for the proposed strategic direction provisions can be found in these more detailed topic/area-specific assessments.

While this is a new chapter for the District Plan, the directions proposed are variously covered in other existing Operative District Plan provisions such as identifying and protecting town centres, managing rural areas, and the natural hazards provisions. In addition, key overarching statements are also provided in the existing Chapter 13 Resource Management Framework.

Internal consultation on the draft provisions has occurred, and comments were received from MKT on behalf of Te Ngāi Tūāhuriri Rūnanga during preliminary consultation. In addition to the direct consultation on the draft strategic direction provisions, the topic areas or themes within the chapters have been canvassed through the consultation and engagement on the individual chapters.

The proposed strategic directions objectives are comparable to those contained in the Proposed Selwyn District Plan and the Christchurch District Plan, albeit the latter plan contains several additional earthquakes and Christchurch specific provisions.

It is considered that the proposed strategic directions address the significant land use issues for the District and respond to key matters set out in the RMA, NZCPS, NPS UD, CRPS and other national-level policies. The objectives will help ensure that:

- sufficient and appropriately located and managed greenfield and intensification opportunities are provided to achieve safe, efficient and good quality urban outcomes that are integrated with infrastructure;
- natural hazards are appropriately managed;
- the qualities and character of the District's natural environment are appropriately managed; and
- the District's rural areas continue to remain available for productive rural activities.

Overall, the proposed strategic directions are considered to be the most appropriate.

2. OVERVIEW AND PURPOSE

2.1 Purpose of Section 32 RMA

The District Council is required to undertake an evaluation of any proposed District Plan provisions before notifying those provisions. Section 32 evaluation reports provide the reasoning and rationale for proposed provisions and should be read in conjunction with those provisions.

Note: This Section 32 report should be read in conjunction with all other Section 32 reports prepared for the Proposed District Plan due to its broad topic coverage. The majority of the reasons for the proposed strategic direction provisions can be found in the topic s32 report. For example, the justification for the centres hierarchy sought in SD-O2 can be found in the Commercial and Industrial s32 report. Likewise, the justification for the approach to development in rural areas can be found in the Rural s32 report. An assessment of the relevant statutory and policy context and consideration of alternatives can also be found in the topic s32s. Each of the topic s32 also includes an analysis of the relevance of the strategic direction and how they give effect to them.

2.2 Topic Description

This section contains strategic directions that provide direction for key resource management issues. The strategic directions cover the topics considered to be both significant in the District and important to achieving the overall vision for use and development within the District. They are also informed by RMA s6, s7 and s8 matters and the direction provided in other key planning documents.

In accordance with the National Planning Standards, the section is arranged in two parts: Strategic Directions; and Urban Form and Development. The Strategic Directions chapter contains only strategic directions, while the Urban Form and Development Chapter also contains policies to provide greater detail on the topics covered. The chapters are located in **Part 2 – District-Wide Matters - Strategic Directions**.

2.2.1 Relationship of Strategic Directions to other Parts of the District Plan

The National Planning Standards mandate the structure of district plans. The Standards require that:

1. if the following matters are addressed, they must be located under the Strategic direction heading:
 - a. an outline of the key strategic or significant resource management matters for the District
 - b. issues, if any, and objectives that address key strategic or significant matters for the District and guide decision making at a strategic level
 - c. policies that address these matters, unless those policies are better located in other more specific chapters
 - d. how resource management issues of significance to iwi authorities are addressed in the plan.
2. Rules must not be included under the Strategic direction heading.
3. An Urban form and development chapter must be included under the Strategic direction heading.

4. Each strategic direction matter must be its own Chapter and be included alphabetically under the Strategic direction heading.

2.3 Significance of this Topic

While high level, these chapters are significant as they set out the key strategic matters for the district that the district plan must address. Further guidance on their role and interpretation is provided later in this s32.

2.4 Current Objectives, Policies and Methods

Key overarching statements are provided in the existing Chapter 13 Resource Management Framework. Chapter 13 contains a key issue, an objective, and four policies covering the entire region at a broad level that identify the Waimakariri District's components (and their relationships) and sets these in the context of Greater Christchurch (see Appendix 1). It:

- Identifies a zone-based approach for integrated management focussing on the two primary environments of rural and urban;
- Identifies outcomes for the Residential 4A and 4B Zones;
- Provides guidance on servicing standards and their implementation; and
- Broadly identifies desired patterns and forms of settlement, including transport infrastructure.

In addition to Chapter 13, the topics covered are variously addressed in other existing provisions such as identifying and protecting town centres, the management of rural areas, and the natural hazards provisions.

Key District Plan Effectiveness Review findings for Chapter 13 are as follows:

1. Cultural matters need to be taken into account and incorporated into development and consent provisions. Maori Reserve 873 and areas of cultural significance, together with the Iwi Management Plan, need to be considered strategically.
2. The Canterbury earthquakes, localised flood events, and a better understanding of flood risk, climate change, liquefaction, and fault lines emphasise the need to consider natural hazards and their management strategically.
3. Zoning appears to be an effective method to manage land use and development.
4. There has been substantial growth in large lot residential and rural lifestyle development in the Rural and Residential 4A and 4B Zones.
5. The Rural Zone also has increasing numbers of business and industrial activities located there, affecting the look and feel of the Rural Zone and the transport network.
6. Changes at the national and regional planning level mean there is a new focus on providing for and managing urban growth, protection of the main business areas in the District and other nationally and regionally significant issues at the strategic level.
7. Long-term sustainability principles could be incorporated into the management of the District's resources, for example, placing sections and buildings to allow for good access to sunlight, thinking about low impact drainage options, alternatives to reticulation (where appropriate), travel demand and providing for active and public transport modes.
8. Changing technology (e-commerce and driverless cars, for example) and its broad consequences should be identified and considered.

The above matters are addressed within the proposed strategic directions provisions (matters 1, 2, 4, 5, 6) or within the topic chapters (matters 7 and 8).

3 PROPOSED OBJECTIVES

3.1 Role and Purpose of Strategic Directions

The national planning standards introduce a requirement for strategic directions and urban form and development chapters. Section 7 states:

1. If the following matters are addressed, they must be located under the Strategic direction heading:
 - a. an outline of the key strategic or significant resource management matters for the district
 - b. issues, if any, and objectives that address key strategic or significant matters for the district and guide decision making at a strategic level
 - c. policies that address these matters, unless those policies are better located in other more specific chapters
 - d. how resource management issues of significance to iwi authorities are addressed in the plan.
2. Rules must not be included under the Strategic direction heading.
3. An Urban form and development Chapter must be included under the Strategic direction heading.
4. Each strategic direction matter must be its own Chapter and be included alphabetically under the Strategic direction heading.

The proposed District Plan contains strategic directions consistent with the NPS requirements. These strategic directions identify and address district-wide sustainable management priorities for the district, give overarching direction, and ensure those matters are addressed to achieve the outcomes sought by higher-order planning documents.

It is noted that there is nothing in the NPS to suggest that there is a hierarchy amongst objectives that must or may be included in the proposed plan or that there is a requirement that they are assessed against each other. Chapter 7, cl 1(b) simply stipulates that objectives that address key strategic matters for the district and guide decision making at a strategic level must be located under the strategic heading. The NPS does not suggest that strategic objectives be any more than to guide decision making at a strategic level. In addition, there is nothing in the NPS preventing a District Council from determining how they wish their strategic objectives to be interpreted.

Given the above, and due to interpretation queries arising in relation to decently developed South Island district plans, it is considered appropriate to provide an interpretation and application statement in the Strategic Directions Chapter and Urban Form and Development Chapter.

For plan development, including plan changes, the strategic objectives in the Strategic Directions Chapter provide direction for the development of the more detailed provisions contained elsewhere in the District Plan in relation to strategic issues. For plan implementation (including the determination of resource consent applications):

1. the Strategic objectives may provide guidance on what the related objectives and policies in other chapters of the Plan are seeking to achieve in relation to the strategic issues;
2. the relevant objectives and policies of the plan (including Strategic Objectives in this Chapter) are to be considered together, and no fixed hierarchy exists between them.

A similar approach has been taken for the Urban Form and Development chapter, except for plan development including plan changes, the objectives and policies in Urban Form and Development must be given effect to through more detailed provisions contained in the District Plan. This is a result of the Urban Form and Development chapter giving effect to the NPSUD.

3.2 How the Strategic Directions Provisions were Developed

The following matters informed the development of the strategic directions:

- Whether the topic covered is significant within the district or at a district level that would benefit from coverage in this Chapter;
- Whether the topic covered is a matter of national importance or something to have particular regard to;
- Whether the strategic direction is required at an overarching level to respond to an NPS or NES;
- Whether the topic covered is significant within a Greater Christchurch context or significant by virtue of direction provided in the Canterbury Regional Policy Statement (CRPS), Urban Development Strategy (UDS) or the Land Use Recovery Plan (LURP);
- Whether the strategic direction is required at an overarching level to respond to the District Development Strategy (DDS) or town centre plans;
- Whether the topic is strategically important for achieving integrated management and the purpose of the RMA.

The strategic directions objectives were developed through an iterative process, having regard to the provisions being developed through each of the chapters that cover the topic in more detail.

3.3 Alternative approaches

The alternative options below were considered for the strategic directions chapters.

3.3.1 Urban Form and Development Chapter Only

The option of having only UFD provisions was considered as these are the only ones required under the National Planning Standards. Under this approach, SD-02 (Urban Development) would have been included in the UFD chapter along with the UFD provisions, with the individual chapters being relied upon to provide the required direction. This option was discounted as it was considered necessary to include a Ngāi Tahu mana whenua / Te Ngāi Tūāhuriri Rūnanga strategic direction (SD-05).

3.3.2 More topics covered by more strategic directions

The option of covering more topics with strategic directions (for example, including strategic directions on contaminated land, light, signs and temporary activities) to align with each of the proposed chapters was considered. This option was discounted as the possible additional topics did not meet the criteria set out in section 3.2.

3.3.3 Use of policies in the Strategic Directions Chapter

The option of including policies in the Strategic Directions chapter (in addition to the UFD chapter) was considered. This option was discounted because of the likely overlap between the policies and the provisions contained within the topic-specific chapters.

3.3 What are the Proposed Strategic Directions

Appendix 1 contains the proposed strategic directions provisions in full. A description of these is set out below.

3.3.1 Strategic Directions

SD-01 The natural environment

This strategic direction recognises the ongoing loss of indigenous biodiversity and habitats in the district and seeks a net gain for these. Consistent with the RMA, it seeks the preservation (or enhancement/restoration where degradation has occurred) of natural character and the protection of ONLs and ONFs. This strategic direction also seeks access to natural areas and integrated management for freshwater and coastal areas.

SD-02 Urban Development

This strategic direction provides guidance for urban development, giving effect to the CRPS and NPD-UD. It seeks urban development and infrastructure that is consolidated and integrated, utilising Council services. It seeks a quality urban environment that is attractive and functional. This strategic direction supports a centres hierarchy for the district's towns and business areas and seeks a range of housing opportunities.

SD-03 Energy and Infrastructure

This strategic direction recognises the importance of coordinated and integrated infrastructure and its safe and efficient operation. It also recognises that infrastructure can have adverse effects on the environment.

SD-04 Rural land

This strategic direction seeks to ensure that rural areas remain available for productive rural activities by managing non-rural activities such as housing and industrial activities and managing reverse sensitivity.

SD-05 Ngāi Tahu mana whenua / Te Ngāi Tūāhuriri Rūnanga

This strategic direction seeks to: establish Te Ngāi Tūāhuriri Rūnanga's role in the management of natural and physical resources; manage or protect the values of sites of significance; enable Māori reserves to be used for their intended purposes; and recognise customary rights.

SD-06 Natural hazards and resilience

This strategic direction responds to the District's significant natural hazard risks, including where exacerbated by climate change, seeking to avoid unacceptable risk and manage other risks.

3.3.2 Urban Form and Development

Appendix 1 contains the proposed strategic objectives provisions in full for Urban Form and Development Chapter. The topics covered are set out below.

- Feasible development capacity for residential activities and commercial and industrial activities
- The density of residential development
- The identification/location of new Residential Development Areas
- Identification/location and extension of Large Lot Residential Zone areas, Town Centre Zones, Industrial Zones
- The mechanism to release Residential Development Areas and provide additional Commercial, Mixed Use and Industrial Zones throughout the District
- The unique purpose and character of the Special Purpose Zone (Kāinga Nohoanga)
- Managing reverse sensitivity from new development

3.4 Key Resource Management Issues and Response

The key resource management issues that the Strategic Direction and Urban Form and Development chapters respond to are set out in Table 3.1 below. The various zone and district-wide issues are identified and discussed in more detail within the relevant chapter s32 reports.

Collectively the proposed strategic directions and urban form and development respond to the main issues identified for the District.

Table 3.1: Resource Management Issues and Responses

Issue	Relevant Strategic Direction
<p>The natural environment</p> <p>Inappropriate development can cause adverse effects on important natural areas and their identified values. For significant natural areas / indigenous biodiversity, this has continued to occur over the life of the operative District Plan.</p> <p>Within the District, there are identified landscapes and features (such as the Waimakariri River and Ashely Rakahuri River, significant natural areas, natural character areas (such as Jockey Baker Creek), the coastal environment and the margins of waterbodies. These areas are important to the community, providing both identify and significant amenity values. The RMA also requires these areas to be appropriately managed.</p>	<p>SD-O1</p>

<p>Urban development</p> <p>Growth and development, if inappropriately designed and located, can reduce the community's well-being through adverse amenity impacts, be inefficient to service (for infrastructure and other Council services) and result in significant adverse effects on the environment. Reverse sensitivity effects can also occur.</p> <p>The District contains three main established town centres (Rangiora, Kaiapoi and Oxford) and a developing town centre at North Woodend. In addition, the District contains a number of local centres such as within Pegasus, Silverstream and Mandeville. Out of centre commercial development can undermine centre viability, thereby undermining the community's investment in them.</p> <p>Without sufficient and appropriately located areas set aside for a range of housing and business activities, the District and its economy may not thrive. Without accessible and well-located community spaces and places, the community's physical, social and cultural well-being may not be adequately supported.</p> <p>The most populous part of the District is located within Greater Christchurch. Spatial planning at the Greater Christchurch scale through the LURP and the CRPS has also informed the District Plan's approach to urban development.</p>	<p>SD-02</p>
<p>Infrastructure</p> <p>Uncoordinated and dispersed land use and infrastructure can result in development inefficiencies and adverse effects on the environment. In addition, inappropriate development can undermine the efficient provision and functioning of the transport network and other infrastructure, potentially resulting in unmet community needs. Transport network effects can also be felt outside of the Waimakariri District, and as such new growth areas and their servicing need to be carefully managed.</p>	<p>SD-03</p>
<p>Rural areas</p> <p>Inappropriate development can adversely affect the productive potential and character of rural areas.</p> <p>The District has experienced significant 4ha lot development over the life of the current District plan. In addition, rural residential development has occurred. Development at these densities has led to a reduction in rural productive potential and rural character in the district through conversion of productive land to housing and reverse sensitivity undermining rural activities.</p>	<p>SD-04</p>
<p>Ngai Tahu Manawhenua</p> <p>District plan provisions can adversely affect Ngai Tahu manawhenua exercising kaitiakitanga and the expression of their cultural and spiritual</p>	<p>SD-05</p>

values. They can also inappropriately restrict the use of Māori reserves. Development can adversely affect special sites and areas of significance.	
<p>Natural hazards and climate change</p> <p>Inappropriate development can increase risks from natural hazards, which are forecast to change as a result of climate change.</p> <p>The District is subject to multiple natural hazards risks, including earthquake faults and flooding. Given its topography and development locations, flooding is the most significant natural hazard risk to manage. Climate change is anticipated to exacerbate flood risk.</p>	SD-06
<p>Feasible development capacity for residential activities</p> <p>Without sufficient and appropriately located areas set aside for housing in the District, housing could become unaffordable, which could lead to the District not being a desirable place to live, work and play.</p> <p>The Council must plan by providing zoned, serviced and feasible land for residential development under the requirements of the NPS-UD. This land must be located to connect to infrastructure and contribute to a well-functioning urban environment.</p>	UFD-01
<p>Feasible development capacity for commercial activities and industrial activities</p> <p>Insufficient and inappropriately located areas set aside for commercial and industrial activities would stifle growth and prevent people from living and working in their own communities within the District.</p> <p>The Council must plan by providing zoned, serviced and feasible land for commercial and industrial activities under the requirements of the NPS-UD. This land must be located to connect to infrastructure and contribute to a well-functioning urban environment.</p>	UFD-02

3.5 Any Plans of Adjacent or other Territorial Authorities

The District Council is required to have regard to the extent to which the district plan needs to be consistent with the plans and proposed plans of adjacent territorial authorities under Section 74(2)© of the RMA.

3.5.1 Proposed Selwyn District Plan

The Proposed Selwyn District Plan also contains strategic directions. Having been developed under the National Planning Standards, the Plan is similarly arranged. It contains strategic directions covering the topics set out below:

Strategic Directions

- Quality of the environment
- District wellbeing
- Integration of land uses and water
- Areas with special value
- Vibrant and viable centres
- Infrastructure
- Natural hazards
- Mana whenua values

Urban Form and Development

- Compact and sustainable township network
- Urban growth and development
- Integration of land use and infrastructure

It is considered that the proposed Waimakariri strategic directions are similar to the Selwyn strategic directions.

3.5.2 Christchurch District Plan

The Christchurch District Plan also contains strategic directions, however as it was prepared prior to the National Planning Standards, it does not follow the same format. It contains strategic directions that cover similar topics but also includes a focus on earthquake recovery and requirements taken from the Statement of Expectations that informed the district plan review. These latter topics are not covered in the Waimakariri strategic directions given their lack of currency and relevance.

3.5.3 Hurunui District Plan

The Hurunui District Plan was developed before the National Planning Standards and does not contain Strategic Directions chapters.

4.0 CONSULTATION UNDERTAKEN

Internal consultation has occurred across the Council's departments through the Technical Advisory Group. Councillors have also workshopped the Chapter. Consultation has progressed in accordance with the process set out in Part 1 (overarching s32 process statement).

In addition to the consultation outlined below, the topic areas or themes contained within the chapters have been canvassed through the consultation and engagement on the individual chapters.

The topics covered by the proposed strategic directions were consulted on during the development of the District Development Strategy (2018). Comments received generally supported the direction proposed for the natural environment, urban growth, rural development, infrastructure, town centres and business development, and natural hazards.

4.1 Te Ngāi Tūāhuriri Rūnanga

Comments were received from MKL on behalf of Te Ngāi Tūāhuriri Rūnanga during preliminary consultation (February 2020). The comments largely focussed on the alignment or otherwise of the provisions with the Mahaanui Iwi Management Plan. Comment topics included: integrated management; low impact urban design; and specific comments on SD-05 Ngai Tahu Mana whenua / Te Ngāi Tūāhuriri Rūnanga.

The majority of comments have been addressed, with the exception of additions to SD-O1 Natural environment seeking the protection of the natural and cultural values of freshwater and coastal areas and land use in a manner consistent with land capability. These matters have not been incorporated as: the natural character of coastal and freshwater bodies is already captured in SD-O1; cultural values are already captured in SD-O5, and land capability is in part already addressed in SD-O4 Rural Areas.

Additional feedback was provided by MKT on behalf of Te Ngāi Tūāhuriri Rūnanga during August 2021 and relates to the need to include a new objective in urban form and development Chapter relating to the unique purpose and character of the Special Purpose Zone (Kāinga Nohoanga). The drafting of this objective was developed in conjunction with representatives from MKL and the chapter lead of sites and areas of significance to Maori and the Special Purpose Zone (Kāinga Nohoanga).

4.2 Iwi Authority advice

Clause 3(1) (d) of Schedule 1 of the RMA sets out the requirements for local authorities to consult with iwi authorities during the preparation of a proposed plan. Clause 4A requires the District Council to provide a copy of a draft proposed plan to iwi authorities and have particular regard to any advice received. This section summarises the consultation feedback/advice received from the iwi authority relevant to the zone and the District Council's consideration of, and response to (as required by Section 32(4A) (b) of the RMA), that feedback/advice.

Date	Iwi Authority	Subject Matter	Advice Received	Consideration of, and response to, Advice
July 2021	Ngāi Tūāhuriri Rūnanga	SD-O1 (5)	Wording not quite right – it implies that if there are no adverse effects then integration is not required.	SD-01(5) has been reworded so that subdivision and land use are integrated with freshwater and coastal values
July 2021		SD-O5 (4)	Change to Maori land. Reference to "reserve lands" is limiting and inconsistent with the various status of Maori land available under Te Ture Whenua Act, which includes General Land Owned by Maori, Maori Freehold Land etc.	Amended to 'Land within Maori reserves and other Maori land'.
July 2021		MR-873 status	Query – where does MR873 "fit" in relation to the Strategic Directions. Does not fit definition of Urban Environment (as bigger than just the Tuahiwi Precinct and is not strictly Rural. Would suggest that MR873 is its "own thing" and requires specific policy recognition and cannot be "retro-fitted" into	MR-873 is a special case and is covered by its own strategic objective (SD-05). For natural hazards purposes it is recommended MR873 is included in the urban flood assessment overlay. SD-O4 has been amended so it does not cover Māori land.

			<p>traditional rural/urban constructs.</p> <p>Whilst SD-04 implies any land outside of FDAs is rural, Maori land and Maori Reserves are neither and fall through a policy gap. Note that MR are not included in definition of Residential zone (but underlying precincts such as LLTZ and Settlement Zone are).</p>	
July 2021		SD-O3	<p>SD-03 contemplates that all infrastructure is timed and sequenced. This is not possible with development of Maori land.</p>	<p>SD-03 provides a general direction. There is special recognition of MR873 in the topic specific chapters.</p>
July 2021		UFD-P9	<p>Need for a new policy to identify the purpose and character of the Special Purpose Zone (Kainga Nohoanga)</p>	<p>New policy UFD-P9 – Unique purpose and character of the Special Purpose Zone (Kainga Nohoanga) was created.</p>

5. EVALUATION OF PROPOSED OBJECTIVES AND POLICIES

Section 32(1) (a) of the RMA requires the District Council to evaluate the extent to which the objectives are the most appropriate way to achieve the purpose of the RMA. The level of detail undertaken for the evaluation of the proposed objectives has been determined based on the following:

- The strategic directions objectives and policies are pitched at a high level and therefore an assessment at a detailed level is not possible;
- The strategic directions objectives and policies are implemented by the topic-specific chapters which already have their own s32 assessments undertaken at a greater level of detail, including an assessment of efficiency and effectiveness and policy risk.

In accordance with the evaluation in Table 5.1 below, it is considered that the proposed strategic directions address the significant land use issues for the District and respond to key matters set out in the RMA, NZCPS, NPS UD, CRPS and other national level policy. The objectives will help ensure that:

- sufficient and appropriately located and managed greenfield and intensification opportunities are provided to achieve safe, efficient and good quality urban outcomes that are integrated with infrastructure;
- natural hazards are appropriately managed;
- the qualities and character of the district's natural environment are appropriately managed; and
- the District's rural areas continue to remain available for productive rural activities.

Overall, the proposed strategic directions are considered to be the most appropriate.

Table 5.1: Evaluation of the proposed Strategic Directions objectives and policies

Proposed Objective	Evaluation
SD-O1 Natural environment	<ul style="list-style-type: none"> • This objective responds to RMA s6 (a) (natural character), s6 (b) (ONLs / ONFs) and s6(c) (SNAs). It also directly responds to s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to the NZCPS (objectives 1 (integrity form and function), 2 (natural character, features and landscapes), and 6 (providing for social, economic and cultural wellbeing), and policies 13 (preservation of natural character), 14 (restoration of natural character) and 15 (natural features and landscapes)), • This objective responds to the NPSFM (Objective 1 (water outcomes) and policies 3 (integrated management), 6 (inland wetlands), 7 (river extent and values), 8 (values of outstanding water bodies), 9 (habitats of indigenous freshwater species) and 10 (habitat of trout and salmon). • This objective responds to CRPS provisions (Freshwater objectives 7.2.3 (intrinsic values for waterbodies)), 7.2.4 (integrated management), Coastal Environment Objective 8.2.4 (preservation, protection and enhancement), Ecosystems and Indigenous Biodiversity objectives 9.2.1 (halting the decline), 9.2.2 (restoration and enhancement), 9.2.3 (protection of SNAs) and Landscape objectives 12.2.1 (identification and protection of ONLs / ONFs), 12.2.2 (identification and management of other landscapes). • The objective responds to the issues identified in Table 3.1.

	Given the above, the proposed objective is considered to be appropriate.
SD-O2 Urban development	<ul style="list-style-type: none"> • This objective responds to RMA s6 (f) (historic heritage), s7 (b) (efficient use of natural resources), s7 (ba) (efficient end use of energy), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to the NPS UD (objectives 1 (well-functioning urban environments), 3 (areas for intensification), 4 (urban environments change over time) and 8 (climate change)). • This objective responds to the NPSFM (Objective 1 (water outcomes) and policies 3 (integrated management), 7 (river extent and values), 8 (values of outstanding water bodies), 9 (habitats of indigenous freshwater species) and 10 (habitat of trout and salmon)). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.2.5 (key activity and other centres), 6.2.6 (business land development), 16.2.1 (efficient use of energy)). • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed objective is considered to be appropriate.</p>
SD-O3 Infrastructure	<ul style="list-style-type: none"> • This objective responds to RMA s7 (b) (efficient use of resources), and s7 (ba) (efficient end use of energy). • This objective responds to the NPS UD (objectives 1 (well-functioning urban environments), 3 (areas for intensification), and 8 (climate change)). • This objective responds to the NPSFM (Objective 1 (water outcomes) and policies 3 (integrated management), 4 (climate change), 8 (values of outstanding water bodies), 9 (habitats of indigenous freshwater species) and 10 (habitat of trout and salmon)). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 5.2.3 (transport network) 6.2.1 (recovery framework), 6.2.4 (integration of transport infrastructure and land use), 16.2.1 (efficient use of energy)). • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed objective is considered to be appropriate.</p>
SD-O4 Rural areas	<ul style="list-style-type: none"> • This objective responds to RMA s7 (b) (efficient use of natural resources), s7 (ba) (efficient end use of energy) and s7(c) (amenity values), s7 (f) (quality of the environment), s7 (g) (finite characteristics of resources). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 6.2.1 (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.4 (integration of transport infrastructure and land use)). • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed objective is considered to be appropriate.</p>

<p>SD-05 Ngāi Tahu mana whenua / Te Ngāi Tūāhuriri Rūnanga</p>	<ul style="list-style-type: none"> • This objective responds to RMA s6(c) (relationship of Maori with specified areas), s6 (g) (protection of customary rights), s7 (a) (kaitiakitanga), s8 (Treaty of Waitangi). • This objective responds to the NZCPS (Objective 3 (precautionary approach)), NPSFM (Objective 1 (water outcomes) and policies 1 (management to achieve Te Mana o te Wai) and 2 (Tangata Whenua involvement)). • NPS UD (Objective 5 (Treaty of Waitangi) and policies 1 (well-functioning urban environments) and 9 (Treaty of Waitangi)). • This objective responds to the CRPS (various matters set out in Chapters 2 and 3 and 4, objectives 5.2.1 (location, design and function of development) and 6.2.3 (sustainability) and Policy 6.3.10 (Maori reserves)). • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed objective is considered to be appropriate.</p>
<p>SD-06 Natural hazards and resilience</p>	<ul style="list-style-type: none"> • This objective responds to RMA s6 (h) (management of significant risks from natural hazards) and s7(i) (effects of climate change). • This objective responds to the NZCPS (Objective 5 (land or waters)). • This objective responds to the NPS UD (objectives 1 (well-functioning urban environment) and 8 (climate change), and policies 1 (well-functioning urban environment) and 6 (matters to consider)). • This objective responds to the CRPS (objectives 11.2.1 (risk of natural hazards), 11.2.3 (climate change and natural hazards) and policies 11.3.1 (avoid inappropriate development in high hazard areas), 11.3.2 (avoid development in inundation areas), 11.3.3 (earthquake hazards), 11.3.4 (critical infrastructure), 11.3.5 (risk management) and 11.3.8 (climate change)). • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed objective is considered to be appropriate.</p>
<p>UFD-O1 Feasible development capacity for residential activities</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to the NPSUD (policy 2 (sufficient development) and 7 (set bottom lines) • This objective responds to the NPSFM (Objective 1 (water outcomes) and policies 3 (integrated management). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.2.5 (key activity and other centres). <p>The objective responds to the issues identified in Table 3.1.</p> <p>Given the above, the proposed objective is considered to be appropriate.</p>
<p>UFD- O2 Feasible development capacity for</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to the NPSUD (policy 2 (sufficient development)).

<p>commercial and industrial activities</p>	<ul style="list-style-type: none"> • This objective responds to the NPSFM (Objective 1 (water outcomes) and policies 3 (integrated management). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.2.5 (key activity and other centres), 6.2.6 (business land development). • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed objective is considered to be appropriate.</p>
<p>UFD-P1 The density of residential development</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to the NPS UD (objective 1 (people and communities), 2 (improved housing affordability), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 3 (intensification), 6 (matters to consider for urban environments), 8 (plan changes). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.7 (residential location, yield and intensification) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
<p>UFD-P2 Identification / location of new Residential Development Areas</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS UD (objective 1 (people and communities), 2 (improved housing affordability), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 3 (intensification), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.7 (residential location, yield and intensification) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
<p>UFD – P3 Identification / location and extension of Large Lot Residential Zone areas</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS (objective 1 (people and communities), 2 (improved housing affordability), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity).

	<ul style="list-style-type: none"> • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.9 (rural residential development) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
UFD-P4 Identification / location and extension of Town Centre Zones	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS (objective 1 (people and communities), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.6 (business land) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
UFD-P5 Identification / location and extension of Industrial Zones	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS (objective 1 (people and communities), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.6 (business land) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
UFD-P6 The mechanism to release Residential Development Areas	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS UD (objective 1 (people and communities), 2 (improved housing affordability), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 3 (intensification), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally

	<p>significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.7 (residential location, yield and intensification))</p> <ul style="list-style-type: none"> • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate.</p>
<p>UFD-P7 The mechanism to provide additional Commercial and Mixed Use Zones throughout the District</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS (objective 1 (people and communities), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity)). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.6 (business land)) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
<p>UFD-P8 The mechanism to provide additional Industrial Zones throughout the District</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS (objective 1 (people and communities), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity)). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.6 (business land)) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate</p>
<p>UFD-P9 Unique purpose and character of the Special Purpose Zone (Kainga Nohoanga)</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS UD (objective 1 (people and communities), 2 (improved housing affordability), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 3 (intensification), 6 (matters to consider for urban environments)) • This objective responds to the NPSFM (policy 2 (tangata whenua involvement) and 3 (integrated management)). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development – especially clause h – which seeks to facilitate the establishment of papakainga and marae), 5.2.2 (integration of land use and

	<p>regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework, and especially clause 12 which seeks to provide development opportunities on Maori Reserves), 6.2.2 (urban form and settlement pattern, especially clause 7 which seeks to provide development opportunities on Maori Reserves), 6.2.3 (sustainability), 6.3.10 (maori reserves))</p> <ul style="list-style-type: none"> • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate.</p>
<p>UFD-P10 Managing reserve sensitivity effects from new development</p>	<ul style="list-style-type: none"> • This objective responds to RMA s5, s7 (b) (efficient use of natural resources), s7(c) (amenity values) and s7 (f) (quality of the environment). • This objective responds to NPS UD (objective 1 (people and communities), 2 (improved housing affordability), 3 (location of additional housing and businesses), 4 (future amenity values), 8 (climate change), policy 1 (urban environments), 2(sufficient development), 3 (intensification), 6 (matters to consider for urban environments), 8 (plan changes and criteria for development capacity). • This objective responds to the CRPS (objectives 5.2.1 (location design and function of development), 5.2.2 (integration of land use and regionally significant infrastructure), 6.2.1 and 6.2.1a (recovery framework), 6.2.2 (urban form and settlement pattern), 6.2.3 (sustainability), 6.3.5 (integration of land use and infrastructure)) • The objective responds to the issues identified in Table 3.1. <p>Given the above, the proposed policy is considered to be appropriate.</p>
<p>Overall comments</p>	<p>The Natural Environment objectives recognise and provide for the matters of National Importance in Section 6(a) coast and waterbodies, (b) natural landscapes, (c) significant indigenous vegetation, (e) relationship of Māori, (f) and the protection of historic heritage. The objectives recognise the need to protect key features of these environments and also recognises the contribution these environments make to the Districts identify and sense of place. The proposed objectives take an intergenerational approach by ensuring that the key natural/cultural features of the District are recognised and protected and therefore sustained in the long term.</p> <p>The proposed objectives give effect to the NZCPS and the NPSFM through their recognition of important natural areas. Further the proposed objectives give effect to the related objectives and policies included in the CRPS relating natural environment matters.</p> <p>The Tangata Whenua objectives provide for section 6(e) relationship of Māori, section 7(a) Kaitiakitanga and section 8 Treaty of Waitangi. These objectives recognise Tangata Whenua as mana whenua and kaitiaki and the relationship that Māori have with the land. These strategic objectives bring together the matters that are identified as important to Tangata Whenua.</p> <p>The urban form and development related provisions enable communities to provide for their social, economic and cultural well-being by ensuring land-use activities are directed into locations that will ensure the District remains well functioning and a good place to live. This will also reduce conflict between</p>

	<p>activities and ensure the health and safety of the community by having better quality, connected living environments which will contribute to a well function urban environment. The objectives will allow for a comprehensive approach to urban form and development so that more integrated outcomes are achieved and rural areas remain available for primary production.</p> <p>The proposed provisions in urban form and development give effect to the National Policy Statement on Urban Development, and ensure appropriate housing and business supply land. Further the proposed objectives give effect to related objectives and policies in the CRPS relating to urban development within and outside of Greater Christchurch, infrastructure and energy.</p> <p>Regarding natural hazards, the proposed objectives recognise and provide for the matters of national importance in RMA s6 (h) management of significant risks of natural hazards and give effect to the CRPS natural hazards objectives and policies.</p> <p>Taking into account the above the proposed strategic objectives including urban form and development are considered appropriate in achieving the purpose of the Act and will ensure that a strategic and planned approach is taken.</p>
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Appendices

Appendix 1 – Operative Plan Chapter 13

13. Resource Management Framework

Issue 13.1 - The Waimakariri District's geography and patterns of development has enabled and fostered distinctive patterns of resource use based on:

- a. the close interdependence between Christchurch City and the District for social and economic activities;
- b. a concentration of the District's population in five main towns, four of which are on or close by national transport corridors;
- c. the location of the State Highway, Northern Motorway, and rail corridor in the east of the District in close proximity to about 70% of the District's population;
- d. intense settlement and resource use on the low-lying floodplains and former swamps in the east of the District; and
- e. reliance on road transport, and private vehicles in particular, and the absence of significant transport alternatives.

Objective 13.1.1 - Recognise and provide for the community's social and economic relationships within the District and external to the District, particularly those with Christchurch City, so that the District's natural, living, and productive environments:

- a. are managed in an integrated and sustainable way;
- b. provide for and safeguard the community's wellbeing, health, and safety;
- c. are managed to enable the protection and enhancement of natural and physical resources; and
- d. are not adversely affected by resource use, development and protection.

Policy 13.1.1.1 - Management of natural and physical resources based on areas where there are differences in:

- a. the area's relationships with Christchurch City;
- b. amenity values and environmental qualities;
- c. the area's connection to, and dependence on, the national transport corridor;
- d. the area's form and function;
- e. the area's relationship with other areas within the District;
- f. community resource management expectations;
- g. actual and potential effects of subdivision, use and development; and
- h. historical and cultural associations with Maori Reserve 873.

Explanation

The Waimakariri District's relationships with Christchurch City materially influence the way the District has developed, and consequently has had a significant impact on resource use within the District. Some aspects of the relationship are reflected in resource management consequences within the City. This policy acknowledges that relationship as a key to management responses.

The District is mostly within convenient commuting time of the City; 60% of the adult workforce are employed in Christchurch City. The District offers and has been subject to demand for residential and lifestyle choices not perceived to be available in the City. The District remains a significant primary producer which supports processing industries in the City.

Sustaining these relationships is dependent on continuing high levels of fossil fuel use. Resource management strategies will reassess these traditional patterns of resource use, and promote options to road/car dependencies. This policy does not seek continuation of patterns of unsustainable resource use. It highlights key elements where choices can be made to promote more sustainable options within different areas in the District.

There is significant potential for the District to be more self-sustaining for employment, social activities, recreation and business. Resource management responses appropriate within this policy should facilitate ways and means for the Waimakariri community to better sustain its own residents' and visitors' needs. There is a close relationship between the number of people living in the District's Rural Zones and the extent of the District's long term dependence on fossil fuels. The transport needs of people living in urban areas can be met more effectively by public transport, than the transport needs of people living in rural areas.

Within the District the three main towns or urban communities (Rangiora, Kaiapoi and Woodend (Ravenswood – Pegasus) fulfil roles and functions that tie them closely to the rural areas and to each other. Rangiora serves a North Canterbury catchment to a greater extent than Kaiapoi, but all the towns provide to a varying extent for the various needs of both their own town communities, and those of surrounding rural areas. All three urban communities are in close proximity of each other providing for efficient public and private transport linkages. It also allows for the urban economic activities and amenities of the district to be planned and sustained across a larger population in terms of district wide economic and social self-sufficiency. This policy recognises these relationships and it reinforces the point that many links tie a small District together – the towns may be individually small in scale but together they perform a clearly defined role within the District. This policy is based on a community expectation that the management of resources within distinctive environments is necessary even at this scale to provide for the wellbeing, health and safety of the community, and to protect and enhance the natural and physical resources.

As a result of its research and community consultation the Council considers it is possible to identify areas of different amenity values, environmental qualities, form and function, resource management issues, community expectations, and environmental effects arising from the use, development and protection of resources. An efficient and effective way of promoting sustainable management of natural and physical resources can be based on these areas.

A zone based approach provides a technique familiar to the community within which "integrated management of the effects of the use, development and protection of land and associated natural and physical resources of the district" (section 31(a)) can be achieved. A framework of zones will reinforce the opportunities for appropriate management. The differences between zones can be

reinforced within the framework by setting out different environmental standards and environmental outcomes for different areas of the District.

Two primary environments are recognised: rural and urban.

There are three zones for the rural environment. The Rural Zone is the principal zone for the majority of the rural environment of the District. The Mapleham Rural 4B Zone recognises the development of a 70 hectare specific rural environment based on a Concept Plan (District Plan Map 147) as approved by a decision of the Environment Court (C9/2002). The Pegasus Rural Zone recognises the special characteristics of the rural areas surrounding Pegasus, in particular for nature conservation and cultural heritage values in some areas and for treated wastewater disposal in others.

Within the urban environment 13 zones provide a resource management framework for sustaining different densities, standards, and urban form and function based on different types of subdivision, development and land use.

- i. **Residential 1** is found only in Kaiapoi and Rangiora. It creates the potential for a new form to the towns based on higher density housing in association with the town centres.
- ii. **Residential 2** is typical of most Waimakariri urban areas being low density, detached dwelling living environments.
- iii. **Residential 3** are areas of special character in the beach settlements and small rural towns.
- iv. **Residential 4A and 4B** are very low density, detached dwelling living environments in a rural setting.
- v. **Residential 5** is a special amenity, low density living environment based on and around man-made lakes in a rural setting near Pineacres.
- vi. **Residential 6 and 6A** covers the developing new town of Pegasus and community of Ravenswood and creates the potential for the development of an independent, integrated residential communities with a mixture of housing densities and associated commercial, recreational and community services.
- vii. **Residential 7** covers an area in West Kaiapoi and provides for a mixed density residential development from high density apartment/townhouse style living to medium density detached dwellings with associated recreation and amenity reserves.
- viii. **Business 1** covers the distinctive town centres; Woodend, Oxford, Rangiora and Kaiapoi Town Centres based on a wide range of business activities and public amenities.
- ix. **Business 2** are areas of existing commercial and industrial activity in the District.
- x. **Business 3** provides for the Carter Holt Harvey MDF panel plant at Sefton.
- xi. **Business 4** provides for a small existing area of retail and business activity that is located at the south western corner of Williams and Carew Streets in Kaiapoi, and the Lilybrook shops on the corner of Percival Street and Johns Road in Rangiora. This also provides for a small area of local community business activity within the West Kaiapoi Outline Development Plan and the Mandeville Road – Tram Road Mandeville North Outline Development Plan.

- xii. **Business 5** is a defined area in Kaiapoi bound by State Highway 1, Smith Street and the Kaiapoi River that provides for trade supplier and large floor plate office activities.

CROSS REFERENCE: Chapter 19: Cross Boundary Issues – 19.2.1

Methods

Processes to Deal With Cross Boundary Issues 13.1.1.1.1

NOTE: See Chapter 19: Cross Boundary Issues

District Plan Rules 13.1.1.1.2

Zoning of distinctive areas.

Different activity and development standards for different zones.

Subdivision standards and classifications of activities reflecting environmental outcomes sought for each zone.

District Plan Policies 13.1.1.1.3

Setting out environmental qualities of zones.

Plan Change 13.1.1.1.4

Assessing extensions to, and new, zones in relation to environmental qualities identified as important.

Liaison 13.1.1.1.5

Meetings with agencies providing utilities and services.

Policy 13.1.1.2 - Avoid, remedy or mitigate the adverse effects of the development of Residential 4A and 4B Zones by limiting the establishment of new zones to locations where the subdivision and development will not:

- a. adversely affect significant natural and physical resources;
- b. exacerbate damage from natural hazards (including flood damage); and
- c. create conflict with neighbouring land uses.

Explanation

Residential 4A and 4B Zones by their low density, and often isolated nature, have the potential to adversely affect natural and physical resources within the District. Significant resources can include:

- i. fresh water;
- ii. soils and their associated life supporting capacity;
- iii. outstanding natural features and landscapes;
- iv. areas of significant indigenous vegetation;
- v. ancestral land, water, sites, wahi tapu and wahi taonga to Ngai Tuahuriri; or
- vi. infrastructure, such as roads and service utilities.

Policies on these matters are contained within the relevant chapters of this District Plan. In regard to infrastructure, policies (in Chapter 11: Utilities and Traffic Management), reinforce the importance of maintaining roading and power networks, and the need to consider service utilities (e.g. water supply and effluent disposal) – the effects on these services and their ability to supply new developments and planned expansions.

The potential adverse effects of these developments are not limited to those on the site or in the immediate surrounding area. The isolation and low density of 4A and 4B Zones typically requires significant links with larger settlements for employment, entertainment, services and recreation. The Residential 4A and 4B Zones are recognised as urban environments by the Plan (Chapter 15: Urban Development). However, there are recognised differences between different urban areas, particularly due to scale, density and associated services and facilities.

The effect on natural hazards is potentially twofold: the susceptibility of development within the zone to damage and secondly the effect that the development has on the frequency and magnitude of the hazard off the site. An example is, those damages arising from flooding (Policy 8.2.1.3).

The Residential 4A and 4B Zones can also create potential conflicts with incompatible land uses. Potential conflicts should be avoided or, where it is feasible, remedied. Consideration should be given to the qualities of the surrounding zones, as set out in Chapter 14: Rural Zones, Chapter 15: Urban Development, Chapter 16: Business Zones and Chapter 17: Residential Zones.

The adverse effects that may arise can also be cumulative, arising over time or in combination with other effects.

CROSS REFERENCE: Policies 13.1.1.4, 17.1.1.1 and 17.1.1.2

Methods

Processes to Deal With Cross Boundary Issues 13.1.1.2.1

NOTE: See Chapter 19: Cross Boundary Issues

District Development Strategy 13.1.1.2.2

Prepare a strategy to integrate the management of Residential 4A and 4B Zones in the District. Include an examination on the effects of future development on the natural and physical resources of the District and surrounding territorial areas.

Policy 13.1.1.3 - Promote a standard of servicing that recognises:

- a. the different physical environments and servicing constraints of areas within the District;
- b. the varying densities of the population in different areas; and
- c. the different amenity values, environmental quality, and community expectations associated with the different zones.

Explanation

The standard of services largely reflects the physical environment of areas within the District. Areas that are low-lying and are prone to flooding require a certain standard of service to meet established performance criteria. In other, more free-draining areas, this same performance criteria may be met by a different standard of service. The standard of service required to meet performance criteria for

the disposal of effluent will also vary across the District depending on the ground condition, proximity to groundwater aquifers, and availability of water supplies.

The standard of services also relates to the density of population. As the density increases a higher standard of service is required to avoid, remedy or mitigate adverse effects. Septic tanks and private wells give way to community water and sewerage schemes and in the case of the five main towns, full reticulated water and sewerage schemes servicing the whole urban area.

The standard of servicing influences the amenity and environmental qualities of an area and is an important element contributing to the differentiation of zones in the District. For example, the standard of services in the Rural Zones compared to Residential Zones is different. A consistent message documented in a number of the background reports for this Plan is that these differences should be retained in order to provide a range of different environments from which people can choose to live, work and recreate.

The Council has chosen to implement this policy by prescribing different standards of service for different zones and monitoring amenity standards in resource consents.

Methods

District Plan Rules 13.1.1.3.1

Standards for roads and utilities.

Asset Management Plans 13.1.1.3.2

Forward plan of services including standards of servicing.

Service Provisions 13.1.1.3.3

Maintenance contracts.

Liaison With Developers 13.1.1.3.4

Working with developers to provide appropriate means of servicing according to circumstances and to co-ordinate proposals.

Financial and Development Contributions 13.1.1.3.5

Rules requiring money or land for purposes set out in Chapter 20: Financial Contributions and Chapter 34: Financial Contributions – Rules or in Waimakariri District Council's Development Contributions Policy.

Engineering Code of Practice 13.1.1.3.6

A set of engineering standards developed by the Waimakariri District Council for roads, domestic water supply and sewerage.

District Development Strategy 13.1.1.3.7

Non-statutory documents setting out the Waimakariri District Council's preferences as service, facility, and utility provider for the location, design and nature of future development including proposals for the integrated and staged provision of the services, facilities and utilities required by that development. The strategy is drawn around urban design principles and a 20 year planning period and for environmental enhancement.

Policy 13.1.1.4 - Encourage patterns and forms of settlement, transport patterns and built environment that:

- a. reduce the demand for transport;
- b. provide choice of transport modes which have low adverse environmental impact;
- c. decrease the production of motor vehicle emissions;
- d. make efficient use of regional transport network;
- e. reduce the rate of use of non-renewable energy sources;
- f. enable opportunities for intensification and redevelopment within town centres; and
- g. efficiently manage parking and loading within town centres.

Explanation

The pattern of settlement and transport and the built environment, both urban and lifestyle development, affects the way resources are used. As a consequence these patterns influence the way settlements and transport adversely affects the environment. The direct effects of settlement pattern on some resources (i.e. water and land) is recognised in other parts of the District Plan.

Patterns of settlement directly influence patterns of transport, and particularly the ability to provide transport mode alternatives for the community. Once a pattern of settlement is established it is generally irreversible. Therefore, it is important that the long term effects of settlement pattern are evaluated at the time of establishment.

Settlement patterns that encourage a greater reliance on personal car travel result in increased travel demand and vehicle emissions, which, for example, have an adverse effect on air quality. Such patterns are also likely to result in the inefficient use of transport facilities such as the regional transport network. It is therefore important that the pattern of settlement encourages the use of modes of transport that have low environmental impact (e.g. cycling, walking, and public transport).

New development must be "knitted" into the existing fabric of the District so that it benefits not only those people within the development, but also provides some synergy to the wider community. To achieve this there must be recognition of the existing settlement patterns and strategic advantages to the community of building on these in a way that encourages positive effects on the environment and community. These positive effects include enabling the existing townships of the District, and in particular Rangiora and Kaiapoi and Pegasus-Woodend (Ravenswood), to become more self-sufficient for employment, services, recreation and entertainment. Over time, this will allow the opportunity for residents to decrease the distances between homes, sources of employment, shops and other frequent destinations, reducing the demand for transport and enabling different choices of transport mode to be made.

It is recognised that development in the District can have an impact on Christchurch and vice versa.

NOTE: See Chapter 19: Cross Boundary Issues – 19.2.1

Methods

Processes to Deal With Cross Boundary Issues 13.1.1.4.1

NOTE: See Chapter 19: Cross Boundary Issues

Asset Management Plans 13.1.1.4.2

Forward plan of services including standards of servicing.

District Development Strategy 13.1.1.4.3

Non-statutory documents setting out the Waimakariri District Council's preferences as service, facility, and utility provider for the location, design and nature of future development including proposals for the integrated and staged provision of the services, facilities and utilities required by that development. The strategy is drawn around urban design principles and a 20 year planning period and for environmental enhancement.

Town Centre Development Strategies 13.1.1.4.4

Specific proposals for integrated and co-ordinated development of the Rangiora and Kaiapoi town centres based on public amenities such as walkways, pedestrian links, public car parking, service areas, street closures. This is part of the overall District Development Strategy providing Council and community proposals for managing change and development.

Objective 13.1.2 Minimum targets for the sufficient, feasible development capacity for housing

For the period 2018-2048, the minimum targets for sufficient, feasible development capacity for housing is enabled in the urban areas (as defined in the Housing Capacity Assessment) of the Waimakariri District within Greater Christchurch, as outlined below:

Term	Short to Medium Term	Long Term
	up to 2028	2028-2048
Minimum Targets	6,300 Dwellings	7,060 dwellings

Principal Reasons for Adopting Objectives, Policies and Methods 13.1.3

In giving effect to the Resource Management Act 1991 the Council has the function of managing in an integrated way the effects of land use, subdivision and development. It must also control the adverse effects of resource use (section 31(a), (b) Resource Management Act 1991). How it chooses to carry out these functions is influenced by the community's preference or choices for sustainable management of the natural and physical resources of the District. The resource management proposals must be appropriate to the circumstances of the District.

The Regional Policy Statement addresses several regional issues which are relevant to the Issue and Objective, and Policy 13.1.1.1. Chapters 6, 12, 14 and 15 address regional matters relating to patterns of development, energy use, efficiencies of use of regional infrastructure including transport networks, natural hazards, and the expansion of rural towns. Method 2 of Chapter 12 of the Regional Policy Statement for example, contains a list of eight matters District Councils should consider in the preparation, variation or change of district plans. The Resource Management Framework of the Waimakariri District Plan sets the structure for consideration of these matters, amongst others: in addition to Policy 13.1.1.4, which deals with settlement and transport patterns, particular regional matters are addressed in other theme or zone based policy chapters of this District Plan.

There has been extended public discussion on the future of the District. Part of that discussion has focused on managing residential growth. A further issue has focused on how best to manage, and provide for, the employment and business needs of present and future residents and visitors. The future of the rural environment, and proposals for its management, have been widely discussed. This is in part because of the effects of land use intensification, and in part because it is playing a role in providing for people's needs not associated with traditional soil and water values.

A community view of its preferred future set out in Vision 2020 has been developed further with respect to future retail development (Retail Development Strategy stage one), and future residential development associated with existing towns (Growth Options Report; Waimakariri Towns – Directions for Residential Growth 1997-2016). All three exercises have been a catalyst for community discussion about the nature, scope, sustainability and desirability of change and development. Clear expressions of preference are set out in each document. They provide a substantial foundation upon which the District Plan can build in promoting a sustainable future. In this context the District Plan is one method of enabling the promotion and achievement of the outcomes confirmed by those public consultation exercises.

The zoning approach taken in the District Plan based on Policy 13.1.1.1 is a valid technique for a community to exercise choice over the sustainable and integrated management of resources. The community has placed considerable weight on enabling the District:

- i. to be more self-sustaining;
- ii. to retain its distinctive, sustainable qualities; and
- iii. to sustain high quality natural, living, and productive environments.

The zoning technique used in this District Plan has been chosen as an appropriate and necessary resource management tool to:

- i. promote the sustainable management of the District's resources;
- ii. integrate and co-ordinate development into the existing fabric of the District; and
- iii. avoid significant adverse effects on the environment from increased energy and transport use, loss of trade to Christchurch, impacts on residential environments, inefficient use of infrastructure.

Policy 13.1.1.2 addresses Residential 4A and 4B Zones specifically. These zones provide a lifestyle for the people residing within them. However, it is important that the opportunities for these lifestyles are enabled in a manner that is not inconsistent with the objectives and policies of this District Plan, the Regional Policy Statement and the Resource Management Act 1991.

Appendix 2 – Proposed Strategic Directions

Strategic Directions Objectives

SD-O1 - Natural Environment

Across the District:

1. there is an overall net gain in the quality and quantity of indigenous ecosystems and habitat, and indigenous biodiversity;
2. the natural character of the coastal environment, freshwater bodies and wetlands is preserved or enhanced, or restored where degradation has occurred;
3. outstanding natural features and outstanding natural landscapes are identified and their values recognised and protected;
4. people have access to a network of natural areas for open space and recreation, conservation and education, including within riparian areas, the coastal environment, the western ranges, and within urban environments; and
5. land and water resources are managed through an integrated approach which recognises the importance of ki uta ki tai to Ngai Tahu and the wider community, and the inter-relationships between ecosystems, natural processes and with freshwater.

SD-O2 - Urban Development

Urban development and infrastructure that:

1. is consolidated and integrated with the urban environment;
2. that recognises existing character, amenity values, and is attractive and functional to residents, businesses and visitors;
3. utilises the District Council's reticulated wastewater system, and potable water supply and stormwater infrastructure where available;
4. provides a range of housing opportunities, focusing new residential activity within existing towns, and identified development areas in Rangiora and Kaiapoi, in order to achieve the housing bottom lines in UFD-O1;
5. supports a hierarchy of urban centres, with the District's main centres in Rangiora, Kaiapoi, Oxford and Woodend being:
 - a. the primary centres for community facilities;
 - b. the primary focus for retail, office and other commercial activity; and
 - c. the focus around which residential development and intensification can occur.
6. provides opportunities for business activities to establish and prosper within a network of business and industrial areas zoned appropriate to their type and scale of activity and which support district self-sufficiency;
7. provides people with access to a network of spaces within urban environments for open space and recreation;
8. supports the transition of the Special Purpose Zone (Kāinga Nohoanga) to a unique mixture of urban and rural activities reflecting the aspirations of Te Ngāi Tūāhuriri Rūnanga;
9. provides limited opportunities for large lot residential zones in identified areas, subject to adequate infrastructure; and
10. recognise and support Ngāi Tūāhuriri cultural values through the protection of sites and areas of significance to Māori identified in SASM-SCHED1.

SD-O3 - Infrastructure

Across the District:

1. improved accessibility and multi-modal connectivity is provided through a safe and efficient transport network that is able to respond to technology changes and contributes to the well-being and liveability of people and communities;
2. infrastructure, including strategic infrastructure, critical infrastructure and regionally significant infrastructure:
 - a. is able to operate efficiently and effectively; and
 - b. is enabled, while:
 - i. managing adverse effects on the surrounding environment, having regard to the social, cultural and economic benefit, functional need and operational need of the energy and infrastructure; and
 - ii. managing the adverse effects of other activities on infrastructure, including managing reverse sensitivity;
3. the nature, timing and sequencing of new development and new infrastructure is integrated and coordinated; and
4. encourage more environmentally sustainable outcomes as part of subdivision and development, including though the use of energy efficient buildings, green infrastructure and renewable energy generation.

SD-04 - Rural land

Outside of identified residential development areas and the Special Purpose Zone (Kāinga Nohoanga), rural land is managed to ensure that it remains available for productive rural activities by:

1. providing for rural production activities, activities that directly support rural production activities and activities reliant on the natural resources of Rural Zones and limit other activities; and
2. ensuring that within rural areas the establishment and operation of rural production activities are not limited by new incompatible sensitive activities.

SD-05 - Ngāi Tahu mana whenua / Te Ngāi Tūāhuriri Rūnanga

Te Ngāi Tūāhuriri Rūnanga's role in the management of natural and physical resources is recognised, so that:

1. Ngāi Tūāhuriri's historic and contemporary connections, and cultural and spiritual values, associated with the land, water and other taonga are recognised and provided for;
2. the values of identified sites and areas of significance to Ngāi Tūāhuriri are protected;
3. Ngāi Tūāhuriri can retain, and enhance access to sites of cultural significance;
4. Māori land is able to be occupied and used by Ngāi Tūāhuriri for its intended purposes and to maintain their relationship with their ancestral land;
5. recognised customary rights are protected;
6. Ngāi Tūāhuriri are able to carry out customary activities in accordance with tikanga; and
7. Te Ngāi Tūāhuriri Rūnanga are able to actively participate in decision-making and exercise kaitiakitanga.

SD-06 - Natural hazards and resilience

The District responds to natural hazard risk, including increased risk as a result of climate change, through:

1. avoiding subdivision, use and development where the risk is unacceptable; and

2. mitigating other natural hazard risks.

Urban Form and Development Objectives and Policies

UFD-O1 - Feasible development capacity for residential activities

Sufficient feasible development capacity for residential activity to meet specified housing bottom lines and a changing demographic profile of the District as follows:

Term	Short to Medium Term (2018-2028)	Long Term (2028-2048)	30 Year Time frame (2018-2048)
Housing Bottom Lines (Development Capacity)	6,300 Residential Units	7,100 Residential Units	13,400 Residential Units

UFD-O2 - Feasible development capacity for commercial and industrial activities

Sufficient feasible development capacity to meet commercial and industrial development demand.

UFD-P1 - The density of residential development

In relation to the density of residential development:

1. provide for intensification in urban environments through provision for minor residential units, retirement villages, papakāinga or suitable up-zoning of Residential Zones where it is consistent with the anticipated built form and purpose of the zone;
2. locate any Medium Density Residential Zone so it:
 - a. supports, and has ready access to, existing Commercial and Mixed Use Zones, schools, public transport and open space;
 - b. supports well connected walkable communities;
 - c. avoids or mitigates natural hazard risk in any high hazard area within existing urban areas; and
 - d. located away from any Heavy Industrial Zone.

UFD-P2 - Identification / location of new Residential Development Areas

In relation to the identification/location of residential development areas:

1. residential development in the new Residential Development Areas at Kaiapoi, North East Rangiora, South East Rangiora and West Rangiora is located to implement the urban form identified in the Future Development Strategy;
2. for new Residential Development Areas, other than those identified by (1) above, avoid residential development unless located so that they:
 - a. occur in a form that concentrates, or are attached to, an existing urban environment and promotes a coordinated pattern of development;

- b. occur in a manner that makes use of existing and planned transport and three waters infrastructure, or where such infrastructure is not available, upgrades, funds and builds infrastructure as required;
- c. have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport;
- d. concentrate higher density residential housing in locations focusing on activity nodes such as key activity centres, schools, public transport routes and open space;
- e. take into account the need to provide for intensification of residential development while maintaining appropriate levels of amenity values on surrounding sites and streetscapes;
- f. are informed through the development of an ODP;
- g. supports reductions in greenhouse gas emissions; and
- h. are resilient to natural hazards and the likely current and future effects of climate change as identified in SD-O6.

UFD-P3 - Identification/location and extension of Large Lot Residential Zone areas

In relation to the identification/location of Large Lot Residential Zone areas:

1. new Large Lot Residential development is located in the Future Large Lot Residential Zone Overlay which adjoins an existing Large Lot Residential Zone as identified in the RRDS and is informed through the development of an ODP;
2. new Large Lot Residential development, other than addressed by (1) above, is located so that it:
 - a. occurs in a form that is attached to an existing Large Lot Residential Zone or Small Settlement Zone and promotes a coordinated pattern of development;
 - b. is not located within an identified Development Area of the District's main towns of Rangiora, Kaiapoi and Woodend identified in the Future Development Strategy;
 - c. is not on the direct edges of the District's main towns of Rangiora, Kaiapoi and Woodend, nor on the direct edges of these towns' identified new development areas as identified in the Future Development Strategy;
 - d. occurs in a manner that makes use of existing and planned transport infrastructure and the wastewater system, or where such infrastructure is not available, upgrades, funds and builds infrastructure as required, to an acceptable standard; and
 - e. is informed through the development of an ODP.

UFD-P4 - Identification/location and extension of Town Centre Zones

Provide for the expansion of existing Town Centres and locate and develop new commercial activities to implement the urban form identified in the Future Development Strategy, WDDS or Town Centre Plans.

UFD-P5 - Identification/location and extension of Industrial Zones

Provide for the expansion of existing Industrial Zones and locate and develop new industrial activities to implement the urban form identified in the Future Development Strategy or WDDS.

UFD-P6 - The mechanism to release Residential Development Areas

The release of land within the identified new development areas of Kaiapoi, North East Rangiora and South East Rangiora occurs in an efficient and timely manner via a certification process to enable residential activity to meet short to medium-term feasible development capacity and achievement of housing bottom lines.

UFD-P7 - The mechanism to provide additional Commercial and Mixed Use Zones throughout the District

If proposed, ensure any plan change to create new or expanded existing Commercial and Mixed Use Zones:

1. improve commercial self-sufficiency within the town and the Waimakariri District;
2. are commensurate to the population growth forecast for the town subject to the plan change;
3. consider and address any adverse effects that might undermine other town centres and local centres in the District; and
4. address any development capacity shortfall as identified in the Future Development Strategy or WDDS.

UFD-P8 - Mechanism to provide additional Industrial Zones

If proposed, ensure any plan change to create new or expanded existing Industrial Zones:

1. manages adverse effects at the interface between Industrial Zones and arterial roads, Rural Zones, Residential Zones and Open Space and Recreation Zones through methods such as building setbacks and landscaping;
2. provides for the development of greenfield areas in a manner aligned with the delivery of infrastructure, including upgrades to infrastructure, to avoid adverse effects on the capacity and efficiency of infrastructure serving these areas; and
3. locates new industrial zones in locations adjacent to existing urban environments where it can be efficiently serviced by infrastructure.

UFD-P9 - Unique purpose and character of the Special Purpose Zone (Kāinga Nohoanga)

Support a mix of development on Māori Land within the Special Purpose Zone (Kāinga Nohoanga) that:

1. enables Te Ngāi Tūāhuriri Rūnanga to fully occupy and use land in accordance with the principles and purposes for which the land was originally set aside;
2. will occur over generations and take place in different parts of the zone, and occur at different times; and
3. connects to reticulated infrastructure where available, but recognises that as public reticulated infrastructure is not available to all parts of the zone, alternative forms of onsite independent individual and communal infrastructure will be required.

UFD-P10 - Managing reserve sensitivity effects from new development

Within Residential Zones and new development areas in Rangiora and Kaiapoi:

1. avoid residential activity that has the potential to limit the efficient and effective operation and upgrade of critical infrastructure, strategic infrastructure, and regionally significant infrastructure, including avoiding noise sensitive activities within the Christchurch Airport Noise Contour, unless within an existing Residential Zone;
2. minimise reverse sensitivity effects on primary production from activities within new development areas through setbacks and screening, without compromising the efficient delivery of new development areas.