



**WAIMAKARIRI**  
DISTRICT COUNCIL

# **Council Agenda**

**Tuesday 4 February 2020**

**Commencing at 1.00pm**

***Waimakariri District Council Chamber  
215 High Street  
Rangiora***

***Members:***

Mayor Dan Gordon  
Deputy Mayor Neville Atkinson  
Councillor Kirstyn Barnett  
Councillor Al Blackie  
Councillor Robbie Brine  
Councillor Wendy Doody  
Councillor Niki Mealings  
Councillor Philip Redmond  
Councillor Sandra Stewart  
Councillor Joan Ward  
Councillor Paul Williams

The Mayor and Councillors

**WAIMAKARIRI DISTRICT COUNCIL**

A meeting of the **WAIMAKARIRI DISTRICT COUNCIL** will be held in the **COUNCIL CHAMBER, 215 HIGH STREET, RANGIORA** on **TUESDAY 4 FEBRUARY 2020** at **1.00PM.**

Sarah Nichols  
GOVERNANCE MANAGER

**Recommendations in reports are not to be construed as  
Council policy until adopted by the Council**

**BUSINESS**

*Page No*

1. **APOLOGIES**

2. **CONFLICTS OF INTEREST**

*Conflicts of interest (if any) to be reported for minuting.*

3. **ACKNOWLEDGEMENTS**

The Mayor acknowledges the recent passing of Jill Waldron, Sam Bellaney and Pat Anglem.

4. **CONFIRMATION OF MINUTES**

4.1. **Minutes of a meeting of the Waimakariri District Council held on 3 December 2019**

16 - 30

*RECOMMENDATION*

**THAT** the Council:

- (a) **Confirms** as a true and correct record the circulated minutes of a meeting of the Waimakariri District Council held on 3 December 2019.

4.2. **Minutes of the public excluded portion of a meeting of the Waimakariri District Council held on 3 December 2019**

(Refer to the public excluded agenda)

**MATTERS ARISING**

5. **DEPUTATIONS AND PRESENTATIONS**

## 6. REPORTS

### 6.1. Triennial Agreement – Canterbury Authorities – Jim Palmer (Chief Executive)

31 - 40

#### *RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No.200124009337.
- (b) **Ratifies** the Canterbury Local Authorities Triennial Agreement for the 2020-2022 term.

### 6.2. Adoption of Signage Bylaw 2019 – Mike O’Connell (Senior Policy Analyst)

41 - 65

#### *RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No 191211174886.
- (b) **Accepts** the recommendations of the Hearing Panel as detailed in paragraph 4.2
- (c) **Adopts** the Signage Bylaw 2019 (Trim: 191205171910), to take effect from 13 February 2020.

### 6.3. Contract 16/51 District Parks and Reserves Maintenance – Request for funding for 2 Year Extension of Contract – Grant Reburn (Parks and Recreation Operations Team Leader)

66 - 69

#### *RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. 200124009215.
- (b) **Approves** staff entering into a two extension for contract 16/51 the District Parks and Reserves Maintenance Contract with Delta Utility Services Limited.
- (c) **Notes** that the value of the contract extension will be \$3.33 Million over the two year extension period. The budget is \$3.7 Million and is therefore sufficient to cover the contract extension.
- (d) **Notes** that Delta Utility Service’s audited performance was an average of 95.7 percent over the past 2 years and that 95% is the required target.
- (e) **Notes** that following a further 2 year contract extension there is an option under the contract to grant a further 2 year extension subject to mutual agreement between Council and Delta Utility Services Limited.

6.4. **Water Supply Advisory Groups – Colin Roxburgh (Water Asset Manager)**

70 - 79

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. 200121007543.
- (b) **Approves** the proposed terms of reference for the Poyntzs Road – West Eyreton – Summerhill Water Supply Advisory Group.
- (c) **Notes** that seven residents have been nominated for the Poyntzs Road – West Eyreton – Summerhill Water Supply Advisory Group, with at least one representative from each scheme, and one representative who is not currently connected to a scheme but lives on the route of the proposed new pipeline, and that one of the residents is Oxford-Ohoka Community Board member Mark Brown.
- (d) **Approves** the re-establishment of the Cust Water Supply Advisory Group.
- (e) **Appoints** Councillor \_\_\_\_\_ and Councillor \_\_\_\_\_ to act as Council representatives on the Cust Water Supply Advisory Group.
- (f) **Requests** that the Rangiora-Ashley Community Board appoint a community board member to the Cust Water Supply Advisory Group.
- (g) **Approves** the proposed terms of reference for the Cust Water Supply Advisory Group.
- (h) **Approves** staff inviting nominations for the Cust Water Supply Advisory Group from property owners connected to the Cust water supply scheme as part of the upcoming community engagement planned.
- (i) **Circulates** this report to the Rangiora-Ashley Community Board and Oxford-Ohoka Community Board for their information.

6.5. **Fire and Emergency New Zealand (FENZ) Funding Review – Geoff Meadows (Policy Manager)**

80 - 86

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report no. 200123008520.
- (b) **Approves** the Draft submission to the Department of Internal Affairs on the Fire and Emergency New Zealand (FENZ) Funding Review Discussion Document (TRIM 200122008337).

6.6. **Council Submission – Reducing Waste: A More Effective Landfill Levy – Mike O’Connell (Senior Policy Analyst) and Kitty Waghorn (Solid Waste Asset Manager)**

87 - 110

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. 200122007672.
- (b) **Approves** retrospectively sending the Council submission (No. 200122008175) to the Ministry for the Environment on *Reducing waste: a more effective landfill levy*.

6.7. **Urban Development Bill – Geoff Meadows (Policy Manager)**

111 - 119

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report no. 200122008006.
- (b) **Approves** the Draft submission to the Environment Select Committee on the Urban Development Bill (TRIM 200120006071).

6.8. **Park and Ride and Direct Bus Service – ECan consultation feedback – Don Young (Senior Engineering Advisor)**

120 - 151

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. 200122008045.
- (b) **Requests** staff advise ECan that the Waimakariri District Council supports inclusion of the funding option Option 1 in the ECan draft Annual Plan for consultation, being four trips into central Christchurch in the morning and five returning in the afternoon, from both Rangiora and Kaiapoi.
- (c) **Notes** the effect of this will be an increase of up to \$30 per household per annum to the ECan urban public transport targeted rate, and \$10 to the equivalent rural rate
- (d) **Notes** that 51% of respondents favoured this option, with 14% favouring option 2 and 35% opposing both.
- (e) **Notes** that ECan will be considering this matter at its meeting later in February.

6.9. **Kaiapoi Town Centre North – Car Parking Assessment – Simon Hart (Business and Centres Manager) and Don Young (Senior Engineering Advisor)**

152 - 183

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. 200122007794.
- (b) If the Kaiapoi-Tuahiwi Community Board endorses the Rugby Club site or the Black Street site as its preferred Central Kaiapoi Park and Ride site, then the Council;
  - i. **Resolves** to adopt Option 3 – construct a carpark on red zoned land adjacent to New World, capable of holding 84 carparks, and allow a budget of \$212,000.
  - ii. **Notes** that the \$212,000 will be funded from the Kaiapoi Town Centre Linkages budget (100971.000.5013).
  - iii. **Notes** that the council staff will allow approximately 30 carparks with the option to be leased by local businesses for employee use, and 54 with P120 for customer use.
- (c) If the Kaiapoi-Tuahiwi Community Board endorses the red zoned land adjacent to New World site as its preferred Central Kaiapoi Park and Ride site, then the Council;
  - i. **Resolves** to adopt Option 2 - construct a carpark on red zoned land adjacent to New World, capable of holding 100 carparks, and allow a budget of \$250,000.
  - ii. **Notes** that the \$250,000 will be funded by \$142,500 from the Kaiapoi Town Centre Linkages budget (100971.000.5013), and \$107,500 from the Kaiapoi Park and ride budget.
  - iii. **Notes** that the Council staff will allow for approximately 30 carparks with the option to be leased by local businesses for employee use, and 30 with P120 for customer use and 40 carparks for Park and Ride.
- (d) **Notes** that the Utilities and Roading Committee will consider the Kaiapoi-Tuahiwi Community Board resolution at a subsequent meeting, and if it resolves differently, then the matter will be brought back to a future Council meeting.
- (e) **Supports** the staff developing a draft 'Carpark Leasing Agreement' to give effect to the above recommendations, and bringing this to the District Planning and Regulation Committee for adoption, after reporting to the Kaiapoi-Tuahiwi Community Board.
- (f) **Supports** the installation of a loading bay on Charles Street directly east of the Charles Street / Williams Street roundabout (Option C).
- (g) **Supports** the development of a parking inventory map to inform visitors and workers of the available parking spaces to suit their needs (time restricted, unrestricted, etc.).

- (h) **Supports** a full Kaiapoi Town Centre parking review to be undertaken in 2020/21, as per Project 19 of the Kaiapoi Town Centre Plan – 2028 and beyond, to provide a thorough assessment of parking supply, occupancy rates, effectiveness of restrictions, and duration of stay in the Town Centre.

6.10. **Approval of draft Rangiora Town Centre Strategy for consultation – Heike Downie (Principal Strategy Analyst – District Development)**

184 - 375

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. 200116005028.
- (b) **Approves** the Rangiora Town Centre Strategy, draft for consultation (attachment I, 200123008931) for public consultation.
- (c) **Approves** the accompanying summary 'Consultation Document' for public consultation (attachment ii, 200123008927).
- (d) **Nominates** the Manager, Strategy and Engagement to approve any minor edits of the draft Rangiora Town Centre Strategy (final print ready version) as required in conjunction with staff prior to public consultation commencing.
- (e) **Notes** that public consultation will be undertaken under the Special Consultative Procedure (SCP) as outlined in the Local Government Act 2002 and in accordance with the Rangiora Town Centre Strategy Review Communications and Engagement Plan (attachment 200121006874).
- (f) **Notes** that submissions are invited from 10 February to 9 March 2020, followed by a hearing in late March / early April 2020.
- (g) **Appoints** Councillor Ward (as the Portfolio Holder for Business, Promotion and Town Centres), ..... and ..... to the hearing panel for the draft Strategy.
- (h) **Notes** that the draft Rangiora Town Centre Strategy – blueprint to 2030+ builds on the work and success of the current Rangiora Town Centre Strategy (RTC2020) which was adopted by Council in 2010, and that once adopted, it will supersede the RTC2020.
- (i) **Notes** the significant progress made against the actions identified and committed in the current Rangiora Town Centre Strategy (RTC2020), as outlined in attachment viii (200120006526).
- (j) **Notes** that, following adoption of a final Rangiora Town Centre Strategy, staff will report an implementation plan to Council, which will foreshadow funding provision to be sought through the 2021/31 Long Term Plan and/or Annual Plan(s).
- (k) **Notes** that the development of the draft Rangiora Town Centre Strategy – blueprint to 2030+ has been informed by the Rangiora External Stakeholder Reference Group and the District Plan Review and District Development Strategy Technical Advisory Group (TAG), and that the draft document has been endorsed by the District Plan Review and District Development Strategy Project Control Group (PCG).
- (l) **Notes** that a final Rangiora Town Centre Strategy – blueprint to 2030+, based on comments received, panel deliberations, and any further information, will be presented to the Council for consideration in May 2020.

**6.11 Leasing and Licence Management Strategy for Rural Grazing Land – David Rowland (Property Assets Advisor Leasing and Facilities) and Rob Hawthorne (Property Manager)**

376 - 430

*RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No. CPR 06 / 200128011059
- (b) **Adopts** in principal the policy and strategies as detailed in this report to ensure that the Waimakariri District Council complies with its obligations to rate payers and the public as defined under the Local Government Act 2002.
- (c) **Notes** that this recognises that the leasing of Council landholdings needs to be completed in a manner that is consistent with the principles of the legislation and the behaviours expected to prudently manage public property.
- (d) **Approves** that the policy, report and proposals including the new proposed fee structure will be referred to Community Boards for their observations and feedback to staff and will also be scrutinised via a targeted consultation in line with Section 82 of the Local Government Act and the Annual Plan process prior to final approval by Council.
- (e) **Implements**, following targeted consultation and the Annual Plan process, strategies and procedures detailed in this report for all Rural Grazing Leases and Licences, noting that sites will be managed on a five year rotation associated with Community Board Areas and rental types.
- (f) **Adopts**, in principle following the targeted consultation and the Annual Plan process, a new charging regime whereby annual gross rentals will be set as follows;
  - i. Rental charges would be based on an annual valuation of various land classes as outlined in this report along with anticipated holding costs such as rates
  - ii. A minimum annual rental would be set for all new Leases and Licences at the amount of \$250.00 per annum including GST, and that this fee is CPI indexed with effect from 1 July yearly.
  - iii. However, the rental for each site will be subject to specific site management and works / restoration negotiations as may be required, and approved under the Delegations framework.
- (g) **Adopts** in principle following the targeted consultation and Annual Plan consultation process a new charging regime whereby a non-refundable establishment charge of \$100 plus GST for each new Lease/Licence of rural grazing land and that the fee be CPI indexed effective on the 1 July yearly.
- (h) **Notes** the new minimum rent and establishment charge referred to in 2. (f) and (g) of this report is not intended to be applied to existing leases / licences over the first five years.
- (i) **Notes** that implementation will see all new leases or licences fall into line with the policy from 1 July 2020, including minimum charges. However;
  - i. only 20% of the existing portfolio (approximately 52 agreements) would change in the first year. This allows for any site specific considerations to be assessed and negotiated with affected parties.



- ii. Approximately 20% of the existing portfolio would change to the new policy setting each year, with all to be in line with the new policy within five years.
- iii. It is intended to initiate the implementation plan in the Oxford - Ohoka Ward where the large proportion of the current leases and licences are located.

## 7. **MATTERS REFERRED FROM COMMITTEES AND COMMUNITY BOARDS**

### 7.1. **Adoption of Drinking-Water Commitment Statement and Approval of Draft Water Safety Plan for Woodend Pegasus – Colin Roxburgh (Water Asset Manager)**

*(refer to attached report no. 191206172141 to the Utilities and Roading Committee meeting of 19 December 2019 and minutes of that meeting Item 9.10 in this agenda)*

431 - 564

#### RECOMMENDATION

**THAT** the Council:

- (a) **Adopts** the commitment statement below, on behalf of the organisation:

Commitment Statement
<p>The Waimakariri District Council is committed to managing its community drinking-water supplies to ensure that consumers consistently receive a safe and reliable supply of high-quality drinking-water, and that the relevant legislation and standards are met.</p> <p>This commitment will be met through the Council maintaining oversight of its water systems, and being accountable for its performance. This encompasses the day to day operation and maintenance, the identification and delivery of required upgrades, and long term strategic planning to ensure that both current and future needs are met.</p> <p>Specifically, Council staff and its nominated contractors will ensure that this commitment is met through the following core areas:</p> <ul style="list-style-type: none"> <li>Σ <b>High Standard of Care:</b> At all points along the supply chain from source water to consumer a high standard of care will be embraced to manage water quality.</li> <li>Σ <b>Ownership and Responsibility:</b> A culture of collective ownership and responsibility is required throughout relevant members of the organisation.</li> <li>Σ <b>Continuous Improvement:</b> Council staff at all levels will be encouraged to raise issues and develop improvements to systems, to continuously improve the systems used to ensure the safety of drinking-water in the district.</li> </ul>

### 7.2. **Belfast to Kaiapoi Cycleway – Report seeking approval to proceed with detailed design for preferred option – Kieran Straw (Civil Project Team Leader), Bill Rice (Senior Transport Engineer), and Joanne McBride (Roading and Transport Manager)**

*(refer to attached report no. 191125164829 to the Kaiapoi-Tuahiwi Community Board meeting of 16 December 2019 and minutes of that meeting Item 10.4 in this agenda) To view the complete report and attachments refer to KTCB December Agenda , pp 26 – 247)*

565 - 578

#### RECOMMENDATION

**THAT** the Council:

- (a) **Approves** the concept and development of the detailed design options for the cycleway along the western side of Main North Road, and along Vickery Street and Peraki Street, as per Option One (Section 4.1) of this report.
- (b) **Notes** that approximately 30 residents along the route attended the drop-in sessions and that further consultation will be required for specific residents that may be directly affected by proposed features of the cycleway.
- (c) **Notes** that a further project information notice will be issued to all residents and stakeholders advising them of the proposed detailed design, and inviting for further feedback on specific concerns that they may have.
- (d) **Notes** that funding has been approved by NZTA and is available for a shared cycleway along Main North Road.
- (e) **Approves** a speed limit review being undertaken for Main North Road, Tram Road, and on the Neighbourhood Greenways on Vickery Street, Peraki Street and Raven Quay in conjunction with this project.
- (f) **Notes** that minor improvements on Main North Road (near Hellers and Clemence Drilling) are proposed to be designed and built in conjunction with this project, with funding from the Minor Improvements budget.
- (g) **Notes** that staff are currently working to have the cycleway completed by late June 2020 to coincide with the opening of the CNC cycleway, however there is a risk this may not be achieved.
- (h) **Notes** that NZTA will fund and construct the cycleway between the Waimakariri Motorway Bridge and Tram Road. Their proposed route will run along the eastern side of the motorway onramp and the southern side of Tram Road to new traffic signals at the Tram Road, Main North Road intersection. The timing of this work is currently being confirmed.
- (i) **Notes** that staff expect the detailed design along Main North Road to Vickery Street to be completed first and as such the two projects will progress and be reported separately from here onwards.

**7.3. Coldstream Road Rangiora Tennis Development – Chris Brown (Manager Community and Recreation)**

*(refer to attached report no. 191205171941 to the Community and Recreation meeting of 17 December 2019 and minutes of that meeting, Item 9.9 of this agenda)*

579 - 689

**RECOMMENDATION**

**THAT** the Council:

- (a) **Notes** the attached letters from both the Southbrook and Rangiora Tennis Clubs regarding their intention to sell their current land.
- (b) **Approves** staff proceeding with Resource Consent for the development of a 10 court tennis centre on Coldstream Road in Rangiora.

- (c) **Circulates** this report to the Rangiora-Ashley Community Board.

## 8. HEALTH AND SAFETY

### 8.1. Health and Safety Report to Council January 2020 – Jim Palmer (Chief Executive)

690 - 704

#### *RECOMMENDATION*

**THAT** the Council:

- (a) **Receives** report No 200121007045.
- (b) **Notes** that there are no significant Health and Safety issues at this time, and that WDC is, so far as is reasonably practicable, compliant with the Person Conducting a Business or Undertaking (PCBU) duties of the Health and Safety at Work Act 2015.

## 9. COMMITTEE MINUTES FOR INFORMATION

### 9.1. Minutes of a meeting of the Audit and Risk Committee of 19 November 2019

705 - 716

### 9.2. Minutes of a meeting of the Utilities and Roading Committee of 19 November 2019

717 - 729

### 9.3. Minutes of a meeting of the Waimakariri Youth Council of 26 November 2019

730 - 733

### 9.4. Minutes of a meeting of the Mahi Tahi Joint Development Committee meeting and workshop of 26 November 2019

734 - 740

### 9.5. Minutes of a meeting of the Community and Recreation Committee of 26 November 2019

741 - 746

### 9.6. Minutes of the Nuisance Bylaw Hearing and Deliberations of 25 November 2019

747 - 752

### 9.7. Minutes of a meeting of the Land and Water Committee of 12 December 2019

753 - 759

### 9.8. Minutes of a meeting of the District Planning and Regulation Committee of 17 December 2019

760 - 762

### 9.9. Minutes of a meeting of the Community and Recreation Committee of 17 December 2019

763 - 772

### 9.10. Minutes of a meeting of the Utilities and Roading Committee meeting of 19 December 2019

773 - 786

#### *RECOMMENDATION*

**THAT** Items 9.1 – 9.10 be received for information.

10. **COMMUNITY BOARD MINUTES FOR INFORMATION**

- 10.1. **Minutes of a meeting of the Oxford-Ohoka Community Board meeting of 4 December 2019** 787 - 796
- 10.2. **Minutes of a meeting of the Woodend-Sefton Community Board meeting of 9 December 2019** 797 - 805
- 10.3. **Minutes of a meeting of the Rangiora-Ashley Community Board meeting of 11 December 2019** 806 - 816
- 10.4. **Minutes of a meeting of the Kaiapoi-Tuahwi Community Board meeting of 16 December 2019** 817 - 837

RECOMMENDATION

**THAT** Items 10.1 – 10.4 be received for information.

11. **CORRESPONDENCE**

RECOMMENDATION

**THAT** the Council:

- (a) **Receives** Item no. 200129011619 – correspondence from M Bate.

12. **MAYOR'S DIARY**

- 12.1. **Mayor's Diary 27 November 2019 – 28 January 2020** 838 - 841

RECOMMENDATION

**THAT** the Council:

- (a) **Receives** report no. 200128010458.

13. **COUNCIL PORTFOLIO UPDATES**

- 13.1. **Iwi Relationships – Mayor Dan Gordon**
- 13.2. **Canterbury Water Management Strategy – Councillor Sandra Stewart**
- 13.3. **International Relationships – Deputy Mayor Neville Atkinson**
- 13.4. **Regeneration (Kaiapoi) – Councillor Al Blackie**
- 13.5. **Climate Change and Sustainability – Councillor Niki Mealings**

14. **QUESTIONS**

*(under Standing Orders)*

15. **URGENT GENERAL BUSINESS**

*(under Standing Orders)*

16. **MATTERS TO BE CONSIDERED WITH THE PUBLIC EXCLUDED**

*Section 48, Local Government Official Information and Meetings Act 1987*

*RECOMMENDATION*

**THAT** the public be excluded from the following parts of the proceedings of this meeting.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution, are as follows:

<b>Item No</b>	<b>Minutes/Report of</b>	<b>General subject of each matter to be considered</b>	<b>Reason for passing this resolution in relation to each matter</b>	<b>Ground(s) under section 48(1) for the passing of this resolution</b>
15.1	Minutes of the public excluded portion of the Council meeting of 3 December 2019	Confirmation of Minutes	Good reason to withhold exists under Section 7	Section 48(1)(a)
15.2	Minutes of the public excluded portion of a meeting of the Utilities and Roading Committee of 19 November 2019	Minutes to be received for information	Good reason to withhold exists under Section 7	Section 48(1)(a)
15.3	Minutes of the public excluded portion of a meeting of the Audit and Risk Committee of 19 November	Minutes to be received for information	Good reason to withhold exists under Section 7	Section 48(1)(a)
15.4	Report of David Rowland (Property Assets Advisor – Leasing and Facilities) and Rob Hawthorne (Property Manager)	Sale of Council Property	Good reason to withhold exists under Section 7	Section 48(1)(a)
15.5	Report of Joanne McBride (Roading and Transport Manager) and Kieran Straw (Civil Projects Team Leader)	Contract 18/56: Street Lighting Maintenance and Renewals 2019 – 2021 Tender Evaluation and Contract Award Report	Good reason to withhold exists under Section 7	Section 48(1)(a)
15.6	Report of Gerard Cleary (Manager Utilities and Roading)	Update on Ocean Outfall	Good reason to withhold exists under Section 7	Section 48(1)(a)
15.7	Public Excluded Report for information from U&R Cttee 19 December 2019 – from Gavin Hutchison (Wastewater Asset Manager)	Rangiora Septage Facility Business Case Assessment – Report for information	Good reason to withhold exists under Section 7	Section 48(1)(a)

This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987, and the particular interest or interests protected by section 6 or section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public are as follows:

<b>Item N°</b>	<b>Reason for protection of interests</b>	<b>Ref NZS 9202:2003 Appendix A</b>
15.1 – 15.7	Protection of privacy of natural persons. To carry out commercial activities without prejudice	A2(a) A2(b)ii

**CLOSED MEETING**

*See Public Excluded Agenda*

**OPEN MEETING**

17. **NEXT MEETING**

The next scheduled meeting of the Council is on Tuesday 18 February 2020, commencing at 11.30am in the Council Chambers, to approve the Draft Annual Plan for consultation.

**MINUTES OF THE MEETING OF THE WAIMAKARIRI DISTRICT COUNCIL HELD IN THE COUNCIL CHAMBERS, 215 HIGH STREET, RANGIORA ON TUESDAY 3 DECEMBER 2019, COMMENCING AT 1.00PM**

**PRESENT**

Mayor D Gordon, Deputy Mayor N Atkinson, Councillors K Barnett, A Blackie, R Brine, W Doody, N Mealings, P Redmond, S Stewart, J Ward and P Williams.

**IN ATTENDANCE**

J Palmer (Chief Executive), J Millward (Manager Finance and Business Support), G Cleary (Manager Utilities and Roading), C Brown (Manager Community and Recreation), S Markham (Manager Strategy and Engagement), C Roxburgh (Water Asset Manager), M Greenwood (Aquatic Facilities Manager), D Roxborough (Implementation Project Manager – District Regeneration), S Nichols (Governance Manager), L Beckingsale (Policy Analyst), M O’Connell (Senior Policy Analyst), H Blacklock (General Inspector), V Thompson (Business and Centres Advisor) and A Smith (Governance Coordinator).

1. **APOLOGIES**

Moved Councillor Doody    seconded Councillor Ward

**THAT** apologies for early departure be received from Councillor Barnett at 5.15pm and Councillors Williams and Mealings at 6pm.

**CARRIED**

The meeting subsequently finished prior to these times.

2. **CONFLICTS OF INTEREST**

There were no conflicts of interest recorded.

3. **CURRENT REGISTER OF INTERESTS**

The following updates advised, to be included in the Register of Interest:

Councillor Barnett – Chair - Cust Community Network  
Councillor Mealings – Nothing to declare.

4. **ACKNOWLEDGEMENTS**

The recent passing of Emeritus Professor Wallie Clark was acknowledged. Professor Clark was a long-time resident of Woodend and passionate advocate for environmental issues in our district. Mayor Gordon said our district was a better place for having Wallie Clark living in it and for the betterment of the community.

5. **CONFIRMATION OF MINUTES**

5.1. **Minutes of a meeting of the Waimakariri District Council held on 5 November 2019**

Moved Councillor Atkinson    Seconded Councillor Williams

**THAT** the Council:

- (a) **Confirms** as a true and correct record the circulated minutes of a meeting of the Waimakariri District Council held on 5 November 2019.

**CARRIED**



## **MATTERS ARISING**

There were no matters arising.

## **6. DEPUTATIONS AND PRESENTATIONS**

There were no deputations or presentations.

## **7. REPORTS**

### **7.1. Aquatic Centre Hire Hourly Rates for Schools – C Brown (Manager Community and Recreation) and M Greenwood (Aquatic Facilities Manager)**

M Greenwood presented this report which sought approval for a staged approach to increase the full facility hire rate to school groups. As part of the 2019/2020 Annual Plan process, the Council proposed an increase in hire charges to \$250 an hour (from \$150 an hour), for full facility hire (for Dudley), to reflect the cost increases and to bring into line with similar charges in the industry. Schools who hire the Council's aquatic facilities for swimming sports events have requested that this increase be re-addressed. Following these concerns on affordability raised, it is now proposed to reduce this hourly increase by \$50 for 2020, and then introduce the full \$250 hourly rate in 2021.

Councillor Atkinson asked if staff were aware that schools are funded for swimming pools within their budgets, as part of bulk funding and that these rises could come from this funding? M Greenwood was not aware, but understood that schools have funding allocation for all the different sporting activities.

Following questions from Councillor Williams, it was advised that the original fee was \$150 per hour, and when schools use the pools, they hire the whole facility.

Moved Mayor Gordon

Seconded Councillor Barnett

**THAT** the Council:

- (a) **Receives** report No. 191125164530.
- (b) **Notes** the increasing expenses faced by Schools, Council and providers within the District.
- (c) **Approves** a discount of \$50 per hour for schools hiring aquatic facilities for the 2020 year.

**CARRIED**

A Division was called.

**For:** Mayor Gordon, Councillors Mealings, Redmond, Brine, Blackie, Barnett, Ward Doody

**Against:** Councillors Atkinson, Stewart and Williams

**8:3 CARRIED**

Mayor Gordon noted that school principals had met as a collective and then individually approached the Mayor with their concerns on these charges. He suggested this hourly facility hire increase could be a staged approach as it is with the hire of other community facilities and halls. Mayor Gordon noted that schools were made aware of this increase at the time but they operate on a tight budget and it is suggested the timing of the increase is an issue. This staged approach would not impact majorly on the Council funding, and the end result will be what was originally agreed.

Councillor Barnett suggested the matter is a budgeting issue for schools, also noting that the Councils financial year does not align with the schools financial year. Schools funding allocation may have been approved well in advance of when the Council's Annual Plan budgets were set. Councillor Barnett supports this approach of a gradual increase of fees and allows the schools to catch up with their budgets. This is the same as has been done with some of the community facilities and the airfield.

Councillor Atkinson said he would not be supporting this and this is a taxpayer rather than ratepayer issue. He noted that the Council also has late items which require adjustments to Council budgets. Schools are funded by the taxpayer for swimming pool activities and he believes this is a double tax that is being pushed down from the central government.

Councillor Brine remarked he reluctantly supported this motion however believes strongly in children's ability to participate in swimming, but noted that schools need to be aware that somebody has to pay, and need to be mindful of the incremental increase.

Councillor Doody supports this motion but said it is time for schools to budget for these costs. It was confirmed that these fees apply when schools hire the facilities for the annual school swimming sports

In reply, Mayor Gordon acknowledged the argument of Councillor Atkinson, however he reiterated his support for the staged increase of fees.

**7.2. Rangiora Town Hall Air Handling Unit 1 Replacement – R O'Loughlin, (Greenspace Asset and Capital Project Advisor) and S Kong (Community Facilities Coordinator)**

S Kong and G McLeod (Community Greenspace Manager) presented this report, which deals with the funding to replace Air Handling Unit 1, AHU1, at the Rangiora Town Hall during the 19/20 financial year. The unit under question was installed during the earthquake upgrade of the Town Hall, in 2015. S Kong provided some background information on the matter, with the unit suffering a number of faults, malfunctions and part breakages since the re-opening of the Town Hall. There was additional information that had been circulated to members, being a legal opinion from Buddle Findlay. Mayor Gordon noted there was included in this opinion, a suggestion that with better evidence, the Council could potentially lodge a claim. C Brown provided information on the issue of evidence and how there would be costs incurred in determining what the broken parts are.

Councillor Redmond asked if the supplier was kept informed of the situation throughout these malfunction and breakage issues, and were Cookes given the opportunity to fix or repair the unit on an ongoing basis. S Kong advised that Cookes were the original NZ supplier and agent for the unit but they had given away the supplier rights for Clivet systems. It was advised that both Cookes and the replacement suppliers had been kept informed of the issues.

Councillor Ward asked if it was felt this was the best way to correct this issue. S Kong noted that this matter has involved a significant amount of staff time and resources so far.

Councillor Williams asked why it has taken so long for this matter to come before the Council. Staff advised that there have been several different issues occurring with the unit at different times with some issues occurring after the guarantee period had lapsed. The Council cannot use the Consumer Guarantees Act as it is a commercial property.

Councillor Williams suggested there could be a claim made for some of these in the Small Claims Court, which is up to \$30,000. The legal opinion suggests that it is unlikely that the Council would get the money back as the unit had been functioning correctly for some time before the issues started and in between each of the times there was a breakdown. C Brown added that a replacement unit would still need to be installed to meet the levels of service required for the community.

Following a question from Councillor Doody, S Kong advised that this single asset is consuming more time than all the other Town Hall assets combined.

Moved Councillor Blackie

Seconded Councillor Doody

**THAT** the Council:

- (a) **Receives** report No. 191120162005.
- (b) **Approves** a budget of \$150,700 funded from the Community Facilities Renewals account for the replacement of AHU1 for the current financial year 2019/20.
- (c) **Approves** Staff engaging a single contractor, AMT, for the supply and install of the replacement unit.
- (d) **Notes** that staff will work with the users and community groups within the Town Hall to minimise the impact during this work.
- (e) **Circulates** this report to the Community and Recreation Committee.

**CARRIED**

Councillor Blackie suggested that there has been significant time already spent on this matter by Council staff and supports moving forward.

Mayor Gordon supported the recommendation and noted that there have been a lot of complaints from different groups using the Town Hall over the past winter months. This is an unfortunate case for the Council remarking he also supported the Council lodging a claim with the Disputes Tribunal, if this did not involve a significant amount of staff time.

Councillor Williams stated his support for the Council to lodge a claim with the Disputes Tribunal.

Councillor Barnett supported this motion, remarking it is time to move on with this matter. There has been significant time spent on this matter and the sooner there is some permanent cool air into the Town Hall the better.

Councillor Redmond agrees with the recommendation, and is sympathetic to lodging a claim in the Disputes Tribunal. Councillor Redmond sought assurance that a good written warranty would be provided from the new supplier so the Council is not put in this position again. S Kong confirmed this would be the case.

### **7.3. Garrymere UV Upgrade – Request to Bring Budget Forward – C Roxburgh (Water Asset Manager)**

C Roxburgh spoke to this report, and provided a brief background summary Garrymere water supply situation. The upgrade is required for the water supply to meet the requirements of the Drinking Water Standards of New Zealand. When the budget was set for the upgrade, staff set a conservative approach and the budget for the upgrade is included in the 2020/21 financial year. As the project is on track to be completed ahead of schedule, this report requests that the budget be brought forward into this financial year. The Tender process had been undertaken

with three tenders being received. It is hoped to be able to award the tender next week with the project anticipated to be completed by late May 2020.

Following a question from Councillor Barnett, C Roxburgh advised this would have no rates effect up to June 2020, as this is funded from the District-wide UV account.

Moved Councillor Williams

Seconded Councillor Barnett

**THAT** the Council:

- (a) **Receives** report No. 191119160914.
- (b) **Notes** that the Garrymere source upgrade project is on track to be completed ahead of schedule, with completion on track for the current financial year (2019/20) rather than next financial year (2020/21).
- (c) **Approves** the \$340,000 of budget that is due to become available next financial year (2020/21) to be added to the current year's budget (2019/20), to allow the project to be completed in the current year.
- (d) **Circulates** this report to the Rangiora-Ashley Community Board for its information.

**CARRIED**

Councillor Williams commended staff member C Roxburgh on his work with the community meetings.

**7.4. Dog Control Bylaw 2019 and Dog Control Policy 2019 – L Beckingsale (Policy Analyst) on behalf of the Hearing Panel (Councillors J Meyer (Chair), W Doody and S Stewart)**

L Beckingsale and C Goldsmith (Senior Animal Control Officer) were present for consideration of this report. L Beckingsale spoke on behalf of the Hearing Panel who dealt with the review of the Bylaw and Policy. It was noted that there was quite a lot of community interest in the review of the Dog Control Bylaw and Policy. A contributing factor was a few weeks prior to the consultation there had been a dog attack in the district and high media coverage. As a result, one submitter requested to prohibit dogs from being exercised from moving vehicles, and this has subsequently been included in the Bylaw through Clause 7.13. It was suggested that the commencement date for the Bylaw be the 16 December 2019, which would allow time for this to be advertised and for the decision letters to go to submitters.

Councillor Atkinson spoke on the inclusion that dogs are not to be exercised from a moving a vehicle, and noted that some people exercise their dogs while using mobility scooters. C Goldsmith said the intention of this clause with referred to the use of vehicles and motor bikes. It was confirmed that mobility scooters are not classed as motor vehicles.

Following a question from Councillor Redmond on reference in the Bylaw of residential zone areas and possible changes to the wording on residential zones as a result of review of the District Plan, L Beckingsale advised that any editorial review required in the Bylaw, such as a zone change or naming change, can be undertaken by resolution of the Council. This would not require a Special Consultative Procedure.

Councillor Stewart spoke on the reference to use of effective voice control, and the Northern Pegasus Bay Bylaw and asked how many complaints are received. C Goldsmith advised that the Council works with the ECan Rangers who monitor Pegasus Bay and said there are very few complaints from this area.

Following a question from Mayor Gordon, staff confirmed that Clause 14.2 allows for the Bylaw to be reviewed by the Council if it feels it needs to at any other time within the ten year period. This would require a Special Consultative Procedure to be undertaken. Mayor Gordon noted there are a lot of dogs in this district and supports the Dog Control Bylaw at this point. He commented on the benefits of the dog parks in the district.

Moved Councillor Doody

Seconded Councillor Mealings

**THAT** the Council:

- (a) **Receives** report No: 191111157387.
- (b) **Accepts** the recommendation of the Hearing Panel.
- (c) **Adopts** the Dog Control Bylaw 2019 and the Dog Control Policy 2019 and to come into force on the 16 December 2019.

**CARRIED**

Councillor Doody, commented that this was an interesting Bylaw to be reviewing, with many variations and issues to be considered. Councillor Doody thanked staff for their guidance during the process.

Councillor Mealings noted thanks for the inclusion of Clause 7.13 in the Bylaw.

Councillor Blackie does not support 7.2 and the term “dogs that are not able to be kept under effective voice control around horses shall be placed on a lead when in the vicinity of a horse”. Councillor Blackie said this is always subjective and cannot be relied upon and would have preferred this to have been a stronger rule, with the wording “any dog must be on a lead in the vicinity of a horse”.

Councillor Stewart expressed doubts about “effective voice control” in any situation around horses or just in wider open space areas. Councillor Stewart was of the understanding that the wording in the bylaw was to be that any dog within 50m of a horse is to be on a lead. She does not support the use of effective voice control as a way of controlling dogs and suggests that there is only a small portion of dog owners that would be able to control their dogs through “effective voice control”.

Councillor Barnett remarked that the wording in the bylaw does enough and tells people that they have to be responsible for their animals and to regulate it, and the bylaw is in place for the irresponsible owners and is not here to punish responsible owners whose dogs occasionally make a mistake. Councillor Barnett believes this bylaw is enough to get a balance of people using the beaches and parks and recreate together without injury or harm.

Councillor Doody also wished to thank former Councillor J Meyer for his Chairmanship of the Hearing Panel.

#### **7.5. Adoption of Parking Bylaw 2019 – M O’Connell (Senior Policy Analyst)**

M O’Connell, and H Blacklock (General Inspector) were present for consideration of this report. Councillors Williams, Barnett and Redmond were the Hearing Panel for this Parking Bylaw review, for which there were six submissions received. M O’Connell noted there were not major changes, and the date for the Bylaw to take effect will need to be adjusted to allow time for response letters to go out to submitters and the public notice advertising the effective date of the Bylaw.

There were no questions.

Moved Councillor Barnett

Seconded Councillor Williams

**THAT** the Council:

- (a) **Receives** report No 191111156906.
- (b) **Accepts** the recommendations of the Hearing Panel.
- (c) **Adopts** the Parking Bylaw 2019, to take effect from 12 December 2019.

**CARRIED**

Councillor Barnett noted that some submissions received were about town planning and parking availability and these submitters have been referred to future reviews of the Town Centre Plans for Rangiora and Kaiapoi. There were minor updates to the Bylaw to reflect technology and improved clarity of definitions. Councillor Barnett thanked the Panel for the review process, noting the information provided during deliberations on the monitoring of parking in the area. Councillor Barnett commends the Bylaw for adoption.

Councillor Atkinson congratulated the hearing panel on the work done in this Bylaw review process. Councillor Atkinson commended the work the Council General Inspector and Parking Inspector.

Mayor Gordon and Councillor Ward also reiterated these comments, noting the negative area that parking wardens work in, from a public perspective.

**7.6. Electric Vehicle (EV) Charging Stations on Council Land – V Thompson (Business and Centres Advisor)**

V Thompson, S Markham and S Hart were present for consideration of this report. V Thompson provided a brief background on this matter, noting that the Oxford Promotions Association have made approaches to the Council and ENC with a view to getting a Charging station in Oxford. There were also some LTP submissions in 2008 requesting support for some EV charging stations in the district as well. Noted that there could be concern with EV being overtaken by other technology. A range of options have been looked at and staff are seeking feedback on these recommendations as to what the Council may prefer.

Councillor Atkinson asked about the EV charging stations exploding in recent times, but staff did not have any further information on this matter or the cause of these unexpected events.

Councillor Redmond offered his support for Option 1, the Council providing identified land parcels for privately installed V charging stations for public use. V Thompson noted the suggestion for the Council to support Option 2 or Option 3, was seen as a possible incentive to the EV station provider, Chargenet NZ.

Councillor Barnett asked about the Council signing the “Local Government Climate Change Declaration” in 2015, and what have other councils who also signed this agreement done in support of this. S Markham noted there have been a varied range of responses, from some Council’s doing very little to some making it a high priority and being very proactive. The range of options put before the Council today, reflects this wide range of responses elsewhere. Noting that neighbouring Hurunui District Council has had an EV installed in Amberley. It is a question of level of service from a Council in an area which is a changing area of activity. The issue is how urgent or how certain is it that we secure these facilities in our district. The Oxford Promotions Association see this as a high priority action and that Oxford as part of a popular tourist route and supports this being installed. It is understood that there is an EV station at one of the hotels in Oxford but this is not for public use.

Councillor Barnett asked about any other sources of funding, V Thompson said there will be an opportunity to apply for funding in February/March 2020 from the Low Emissions Contestable fund, which would be 50/50 split, with half contribution coming from either the Council or some other party. Notification of the result would be received in late July, if this option was pursued.

Councillor Doody asked if there was information available on how busy the charging station was that is located outside the Warehouse in Rangiora. S Markham noted that there is supermarkets and other establishments installing EVs, but there is an element that people need to be shoppers at these premises. S Markham noting that there are varying degrees of "strings attached" with these installations. It was also noted that one of the well-known electric vehicle manufacturers, Tesla will install charging stations, but these would only be for Tesla brand vehicles.

Councillor Ward noted the proposed EV station in Rangiora, V Thompson confirmed the options are in the Rangiora Council car park, and asked if the option for location in the car park could be at the back of the car park beside the Methodist Church. V Thompson said this is an option that could be considered.

Councillor Atkinson asked if there have been any approach to the Council to provide stations for vehicles that use other forms of fuel (hydrogen). V Thompson said there hadn't been any approach from any groups for this. S Markham suggests these compressed energy sources would be in much more site constrained distribution network because of the nature of the energy source – similar to Liquefied Petroleum Gas.

Following a question from Councillor Williams, S Markham noted that this report is as a result of a request from the Oxford Promotions Action Committee and several submissions received by the Council. Councillor Williams asked if the charging stations installed privately want competition for their supplies. S Hart responded that there are a lot of EV stations installed by private operators (supermarkets, retailers) and this is to attract customers. Suggests that it is a slightly differently market in the public realm, about creating opportunities for people to travel around the country, as opposed to destination shopping. Councillor Williams suggests that with the Council providing land and funding for EV station is it getting into the retail fuel market. S Markham said Councils nationwide are getting asked by their communities if they are in a position to provide EV facilities and supporting this industry. S Markham noted that this industry is in its infancy. V Thompson said it is felt that there is not enough charging stations around the country and this reports seeks to provide a response to this. Councillor Williams asked if there was an impact on parking if EV stations were installed. V Thompson advised that there would be a loss of generally available parking stations, as an EV station would be signposted indicating that it would be for electrical vehicles. It is envisaged that they would be installed where there is 60 minute parking, and most electric vehicles can be charged within 30 – 60 minutes so would be consistent with current usage. There would be a loss of generally available parking spaces, as the charging stations would be signposted accordingly.

Councillor Brine asked if it was possible to get information on the other local businesses who already have EV charging stations – the Warehouse or Countdown.

S Markham also noted there is loyalty programme deals emerging with some businesses which offered reduced prices to use their own EV stations. Regarding the Council using Electrical vehicles, S Markham and J Palmer advised that there is a report coming to Council in future on the options for trial electrical vehicles as part of the fleet. In this situation, staff would be taking the vehicles home and charging there. J Palmer said there has not been a discussion yet with the Council as to its leadership role, what the Council has on its sustainability agenda and how it wants to promote this. It would be helpful for the Council to have a broader perspective and the direction it wishes to head.

Councillor Brine asked if more information to the Council might help make for a better decision. J Palmer noted that the Council is not the expert in the economics of alternative energy sources. The question to the Council today is does it wish to encourage other operators by making public spaces available for parking for charging stations, or there is the option to invest Council funds to encourage and promote these stations.

S Markham noted that the Government is seeking to rapidly expand the electric vehicle fleet in New Zealand, but the issue comes back to what position does the Council take to stimulating sustainability issues.

Councillor Mealings asked if this proposal is seen as more of a sustainability based question rather than competing to big commercial businesses who have EV stations in place. This could level the playing field for the smaller businesses. S Hart said this would be the view of the Oxford Promotions group

V Thompson advised she has had communication with EV charging companies, and there is a range of scenarios which are included in the report.

Councillor Redmond asked can the public use the private charging station in Oxford?

Staff were not aware if this was the case. Staff are not aware if the Oxford Supermarket is intending to install a charging station. Regarding EV users, statistics show that people who use them for local use, would charge their vehicles at home. People travelling to destinations would be ones who would use the enroute charging stations (as in intercity travel).

Moved Councillor Atkinson

Seconded Councillor Blackie

**THAT** the Council:

- (a) **Receives** report No. 191105153708
- (b) **Supports** the use of the identified Council land parcels in Oxford (30 A & B Main Street), Rangiora (215 High Street), Kaiapoi (176 Williams Street) and Woodend (6 A & B School Road) for the installation of privately owned EV charging stations intended for public use, subject to any feedback from the Community Boards;
- (c) Circulates this report to the Community Boards for feedback.

**CARRIED**

Councillor Atkinson supports sustainability, but noted that the Council hasn't had this discussion yet. Does not want to stop the staff moving forward with getting charging stations installed, but believes that it is not the responsibility of rate payers to supply the money to do this. Council doesn't invest in service stations and Councillor Atkinson believes in time, hydrogen will be available at Service stations as a fuel for vehicles. Does not believe this matter should be a cost to the ratepayer but would support the Council supplying the land to put EV charging stations for companies to install their own stations. Councillor Atkinson suggests that the vehicle fleets needs to be modernised, but not necessarily as electric vehicles. Councillor Atkinson noted the dangers associated with electric car charging stations, with there being issues with at least three stations across New Zealand. Council needs to have the discussion on sustainability and EVs will not be the only thing that Council will be asked to do to support sustainability.

Councillor Blackie suggests there is no urgency on this matter, and the growth of the current electric vehicles in the country is a trickle, not a flood – just 1.5% of all vehicles are electric vehicles. Councillor Blackie supports the allocation of land available to private enterprise. Any incentives for drivers needs to come from the Government, not this Council.



Mayor Gordon said this report was brought to the Council as a result from previous meetings and discussions with Oxford Promotions and also Rangiora Promotions and a request from the Council previously. ENC have also supported this investigation.

#### **AMENDMENT**

Councillor Barnett proposed an amendment that the Council consider the option of financial support of up to \$50,000 for establishment of charging stations on Council land at the Draft Annual Plan funding round. This amendment was not supported by other members and did not progress.

Councillor Barnett spoke to the motion, suggesting having funding in the future draft annual plan for funding electric vehicles. Noted that in 2021 the Government is introducing financial incentives to buy electric vehicles. This is a new future where petrol is not going to be readily available. The public have indicated previously that they want EV charging stations in the district. Would like this to part of a consultation process with the public and for it to be discussed as part of the draft annual plan budget round.

Councillor Williams suggests that at the moment electric vehicles are not sustainable and there is not the demand for charging stations for electric vehicles. Councillor Williams would not like to see parking spaces in the district lost as a result of EV charging stations being installed, noting that most people charge their vehicles at home.

Councillor Redmond strongly supports the recommendations. Noted that technology for electric vehicles is changing rapidly. Supports the Council providing a select number of sites for EV charging stations but Councillor Redmond is not in favour of the Council subsidising the cost of these. EV charging stations are a drawback for any business that install them and is in support of Council providing the sites, with a licence to occupy, to get the system up and running.

Councillor Doody supports the motion, noting that it is very important for Oxford to get this station on Council land and not be on any private property. For any travellers coming from a distance, it is important that they will know there is this charging station available.

Councillor Ward suggests the Council should be cautious with this matter, and to have a private operator install one in Oxford as a trial.

Councillor Atkinson believes this Council needs to know its own sustainability policy before it invests in things and to know if it is only going to go with electric vehicles. It is important for the Council to have a vision for where it is going to invest its money.

*The meeting adjourned for refreshments at 3.05pm and reconvened at 3.25pm.*

### 7.7. Elected Members Child Care Allowance – S Nichols (Governance Manager)

The Council had previously adopted the Elected Members' Expenses Policy on the 5 November, but at the time, the hourly rate for childcare allowance was not determined. S Nichols commented that such an allowance may increase representation interest and assist with greater diversity and female participation in the 2022 local body elections.

The Council went into workshop at 3.26pm to allow further discussion and advice on this matter. The meeting reconvened at 3.43pm.

Moved Councillor Atkinson

Seconded Councillor Mealings

**THAT** the Council:

- (a) **Receives** report No. 191121162725.
- (b) **Approves** the Elected Members Childcare Allowance being set at actual incurred costs on production of receipts for childcare services, inclusive of GST, to a maximum of \$6,000 per year, in line with the Remuneration Authority determination.
- (c) **Notes** that staff will update the Council and Community Board (Elected members) Expenses Policy and advise the Remuneration Authority accordingly.
- (d) **Notes** that the Council and Community Board Expenses Policy is reviewed annually.
- (e) **Circulates** a copy of this report and resolution to all Community Boards for information.

**CARRIED**

Councillor Atkinson supported this motion and believes it is well overdue.

Councillor Mealings believes this is fair and equitable and will be of great benefit with little cost to the Council.

## 8. HEALTH AND SAFETY

### 8.1. Health and Safety Report to Council October and November 2019 – J Palmer (Chief Executive)

J Palmer presented this monthly Health and Safety Report. There were no questions.

Moved Councillor Mealings

Seconded Councillor Doody

**THAT** the Council:

- (a) **Receives** report no. 191119161774.
- (b) **Notes** that there are no significant Health and Safety issues at this time, and that WDC is, so far as is reasonably practicable, compliant with the Person Conducting a Business or Undertaking (PCBU) duties of the Health and Safety at Work Act 2015.

**CARRIED**

## 9. COMMITTEE MINUTES/REPORTS FOR INFORMATION

### 9.1. Minutes of a meeting of the Waimakariri Youth Council of 24 September 2019

- 9.2. **Minutes of a meeting of the Waimakariri Youth Council of 29 October 2019**
- 9.3. **Review of Road Maintenance Services under Section 17A of the Local Government Act (Joanne McBride – Roading and Transport Manager and Gerard Cleary – Manager Utilities and Roading) – (Report referred from the Audit and Risk Committee meeting 19 November)**

Moved Councillor Barnett                      Seconded Councillor Williams

**THAT** Items 9.1 – 9.3 be received for information.

**CARRIED**

**10. COMMUNITY BOARD MINUTES FOR INFORMATION**

- 10.1. **Minutes of a meeting of the Oxford-Ohoka Community Board meeting of 6 November 2019**
- 10.2. **Minutes of a meeting of the Woodend-Sefton Community Board meeting of 11 November 2019**
- 10.3. **Minutes of a meeting of the Rangiora-Ashley Community Board meeting of 13 November 2019**

Moved Councillor Doody                      Seconded Councillor Redmond

**THAT** the information in Items 10.1 – 10.3 be received.

**CARRIED**

**11. CORRESPONDENCE**

There was no correspondence.

**12. MAYOR'S DIARY**

- 12.1. **Mayor Gordons Diary 4 – 26 November 2019**

Moved Councillor Barnett                      Seconded Councillor Doody

**THAT** the Council:

- (a) **Receives** report no. 191127166284.

**CARRIED**

**13. COUNCIL PORTFOLIO UPDATES**

- 13.1. **Iwi Relationships – Mayor D Gordon**

Mayor Gordon noted he had been to three events at the Marae recently and found these to be warm and welcoming events, including the hosting of members of the Royal family. Former Mayor David Ayers and Mrs Ayers were also invited to the Marae when the Royal family were hosted. D Ayers was presented with a carved greywacke boulder acknowledging the contribution made in developing relationships with the Runanga over recent years. The inaugural meeting of the Mahi Tahi Joint Development Committee was held on 26 November. The committee will meet next at a hui in late January 2020.

- 13.2. **Canterbury Water Management Strategy – Councillor S Stewart**

The Water Zone Committee held its first meeting with all interested parties working on the establishing of Catchment Management Plans. Land owners, community groups and the Community Board associated with the coastal streams

were invited. This was a good meeting with approximately 30 people attending. A follow-up discussion was held yesterday as part of the Committee workshop.

The Zone Committee also held a meeting yesterday, with some matters referred to the upcoming Land and Water Committee.

13.3. **International Relationships – Councillor N Atkinson**

Councillor Atkinson attended the Chinese Friendly Society to make some presentations, on behalf of the Mayor.

Councillor Atkinson met with Mayor Gordon and Mr Belfiore, to discuss whether there could be a relationship developed with Mr Belfiore's city (Bologna) in Italy.

13.4. **Regeneration (Kaiapoi) – Councillor A Blackie**

Councillor Blackie noted that the Kaiapoi Dog Park was opened on Saturday with a successful opening ceremony.

On Sunday the North Canterbury Coastguard launched their new vessel with a successful launch ceremony.

The River Queen has already hosted some guests for sailings on the Kaiapoi River.

There are currently three permanent berth bookings for boats onto the pontoons.

13.5. **Climate Change and Sustainability – Councillor N Mealings**

Councillor Mealings advised this portfolio is still being established, with a meeting tomorrow with Policy staff members. J Palmer added that at the upcoming Council Briefing a discussion on Climate Change would occur.

14. **QUESTIONS** (*under Standing Orders*)

There were no questions.

15. **URGENT GENERAL BUSINESS** (*under Standing Orders*)

There was no urgent general business.

16. **MATTERS TO BE CONSIDERED WITH THE PUBLIC EXCLUDED**

*Section 48, Local Government Official Information and Meetings Act 1987*

Moved Councillor Doody

Seconded Councillor Blackie

**THAT** the public be excluded from the following parts of the proceedings of this meeting.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution, are as follows:

Item No	Minutes/Report of	General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
16.1	Minutes of the public excluded portion of the Council meeting of 5 November 2019	Confirmation of Minutes	Good reason to withhold exists under Section 7	Section 48(1)(a)
16.2	Report of Duncan Roxborough (Implementation Project Manager – District Regeneration)	District Regeneration – Norman Kirk Park Sport & Recreation Reserve Projects Budget Update	Good reason to withhold exists under Section 7	Section 48(1)(a)

This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987, and the particular interest or interests protected by section 6 or section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public are as follows:

Item N°	Reason for protection of interests	Ref NZS 9202:2003 Appendix A
16.1 – 16.2	Protection of privacy of natural persons. To carry out commercial activities without prejudice	A2(a) A2(b)ii

**CARRIED**

#### **CLOSED MEETING**

*The closed meeting went from 4.13pm to 4.29pm.*

#### **Resolution to resume in Open Meeting**

Moved Mayor Gordon seconded Councillor Blackie

**THAT** the open meeting resumes with the recommendation to be disclosed as per resolution for Item 16.2.

**CARRIED**

#### **OPEN MEETING**

The open meeting resumed and the following resolutions made in the public excluded meeting were made public.

#### **16.2 District Regeneration – Norman Kirk Park Sport and Recreation Reserve Projects Budget Update – Duncan Roxborough (Implementation Project Manager, District Regeneration)**

Moved Cr Blackie seconded Cr Atkinson

**THAT** the Council:

- (a) **Receives** report No. 191122163727.
- (b) **Notes** that the District Regeneration programme has to date had a number of projects completed; with some projects delivered over budget and some delivered under budget; with the overall programme generally tracking roughly on-budget on a spend to date of \$5.7M.
- (c) **Approves** contract award for contract 19/10 Kaiapoi East Sports Changing Rooms and Public Toilets to Watts & Hughes based on a nominal contract

price of \$718,500.00, after reduction in contract scope and levels of service as per section 4.12 of this report.

- (d) **Approves** contract award for contract 19/04 Kaiapoi East Softball Diamonds to Tiger Turf NZ Ltd based on a reduced contract price of \$706,379.60, after the recommended reduction in contract scope as per section **Error! Reference source not found.** of this report
- (e) **Approves** reallocation of \$90,000 of the forecast unspent portion of current year's budget (of \$200,000) for Heritage and Mahinga Kai project, to the Norman Kirk Park facility project contracts 19/10 and 19/04; noting that this leaves approximately \$1.7M for the future multi-year Heritage and Mahinga Kai project development.
- (f) **Notes** that there are alternative options available to Council for adoption, as outlined in the body of this report.
- (g) **Notes** that a separate staff submission to the Annual Plan process is being made, seeking additional budget for the proposed Kaiapoi Croquet Club relocation, and Community Studios spaces development.
- (h) **Notes** that there are still a number of identified projects in the Reserve Master Plan and from the Regeneration Steering Group that are currently unfunded, and that budgets for those projects will be sought through future Long Term Plan processes.
- (i) **Circulates** this report to the Kaiapoi-Tuahivi Community Board, and the Mahi Tahi Committee as public excluded.
- (j) **Resolves** that this report remain In-Committee due to commercial sensitivities but the recommendations be made public

**CARRIED**

#### 17. **NEXT MEETING**

The next scheduled meeting of the Council is on Tuesday 28 January 2020, commencing at 9.00am in the Council Chambers. This is the first day of the Annual Plan Budget meeting.

There being no further business, the meeting closed at 4.29pm.

CONFIRMED

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Date

**WAIMAKARIRI DISTRICT COUNCIL****REPORT**

**FILE NO:** GOV-26 / 200124009337

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Jim Palmer, Chief Executive

**SUBJECT:** Triennial agreement – Canterbury authorities

**SIGNED BY:**  
(for Reports to Council or  
Committees)

\_\_\_\_\_  
Department Manager

  
\_\_\_\_\_  
Chief Executive

**1. SUMMARY**

- 1.1. The purpose of this report is to ratify a triennial agreement relating to all local authorities in the Canterbury region. The agreement contains protocols for communication and co-ordination amongst the authorities during the period until the next triennial general election of members. This agreement will replace the existing Canterbury Local Authorities Triennial Agreement dated March 2017. The co-ordination and communication in relation to the agreement is primarily through the Canterbury Mayoral Forum.
- 1.2. The Charter of Purpose for the Canterbury Mayoral Forum is attached to the triennial agreement.

**Attachments:**

- i. Canterbury Local Authorities Triennial Agreement 2020-2022 (Trim No.200124009329).

**2. RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No.200124009337.
- (b) **Ratifies** the Canterbury Local Authorities Triennial Agreement for the 2020-2022 term.

**3. BACKGROUND**

- 3.1. Not later than 1 March after each triennial general election of members, all local authorities within each region must enter into a triennial agreement under Section 15 of the *Local Government Act 2002*.
- 3.2. The purpose of this agreement is to ensure that appropriate levels of communication, co-ordination and collaboration are maintained between local authorities within the region. The agreement must include:
- protocols for communication and co-ordination between the councils
  - the process by which councils will comply with section 16 of the Act, which applies to significant new activities proposed by regional councils
  - processes and protocols through which all councils can participate in identifying, delivering and funding facilities and services of significance to more than one district.
- 3.3. Agreements may also include commitments to establish joint governance arrangements to give better effect to the matters set out above.
-

- 3.4. A triennial agreement may be varied by agreement between all the local authorities within the region, and remains in force until local authorities ratify a new agreement.

#### **4. ISSUES AND OPTIONS**

- 4.1. The attached Triennial Agreement 2020–22 was prepared at the direction of the outgoing Mayoral Forum by the Chief Executives Forum, and was agreed by the Mayoral Forum at its first meeting on 29 November 2019.
- 4.2. While a non-statutory body, the Mayoral Forum is the primary mechanism to give effect to a statutory requirement (the Triennial Agreement). The Mayoral Forum's Charter of Purpose (terms of reference) is part of the Triennial Agreement.
- 4.3. The Mayoral Forum is supported by the Chief Executives Forum, which is also mandated by the Triennial Agreement (Section 5). The Canterbury Policy Forum and other regional forums and working groups support the Chief Executives Forum to provide advice to the Mayoral Forum and implement its decisions.
- 4.4. The Mayoral Forum on Friday 29 November 2019 requested two changes, which have been incorporated into this final version:
- Triennial Agreement, para 15, 2<sup>nd</sup> bullet: “develop and lead implementation of a sustainable development strategy for Canterbury region for the local government triennium 2020–22” – to replace previous wording about a “Canterbury regional development strategy”
  - Mayoral Forum terms of reference, para 5(c) – to reflect discussion on representation, attendance and participation of Te Rūnanga o Ngāi Tahu in meetings of the Mayoral Forum.
- 4.5. If Council agrees, the Mayor will sign the 2020–20 Triennial Agreement, on behalf of the Council.

#### **5. COMMUNITY VIEWS**

##### **5.1. Groups and Organisations**

- 5.1.1. The functions of the Canterbury Mayoral Forum will have due regard to tangata whenua and the cultural diversity of the Canterbury community.

##### **5.2. Wider Community**

- 5.2.1 The Canterbury community have an expectation that local authorities will co-operate with each other.

#### **6. IMPLICATIONS AND RISKS**

##### **6.1. Financial Implications**

- 6.1.1. There is a requirement under the *Local Government Act 2002* to have an agreement in force by 1 March 2020.

##### **6.2. Community Implication**

- 6.2.1 The parties agree to work collaboratively and in good faith for the good governance and success of their districts, cities and region.

##### **6.3. Risk Management**

- 6.3.1 Legislative obligation.
-



**7. CONTEXT**

**7.1. Policy**

7.1.1 This matter is not a matter of significance in terms of the Council's Significance Policy.

**7.2. Legislation**

7.2.1 Section 15 *Local Government Act 2002*

**7.3 Community Outcomes**

7.3.1 There are wide ranging opportunities for people to contribute to the decision-making by public organisations that affects our district.

**7.3. Delegations**

7.3.1. Council has delegation to sign a Triennial Agreement.

Jim Palmer  
Chief Executive

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## **Canterbury Local Authorities' Triennial Agreement 2020–22**

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### **Background**

1. Section 15 of the Local Government Act 2002 (the Act) requires local authorities within a regional council area to enter into a Triennial Agreement (the Agreement) by 1 March following triennial local body elections.
2. The purpose of the Agreement is to ensure appropriate levels of communication, co-ordination and collaboration between local authorities within the region. The agreement must include:
  - protocols for communication and co-ordination between the councils
  - the process by which councils will comply with section 16 of the Act, which applies to significant new activities proposed by regional councils
  - processes and protocols through which all councils can participate in identifying, delivering and funding facilities and services of significance to more than one district.
3. Agreements may also include commitments to establish joint governance arrangements to give better effect to the matters set out in paragraph 2 above.

### **Parties to the Agreement**

4. The Parties to the Agreement are the Kaikōura, Hurunui, Waimakariri, Selwyn, Ashburton, Timaru, Mackenzie, Waimate and Waitaki District Councils, the Christchurch City Council, and the Canterbury Regional Council (Environment Canterbury).

### **Standing together for Canterbury**

5. The Parties agree to work collaboratively and in good faith for the good governance and sustainable development of their districts, cities and region.

### **Communication**

6. The Parties value and will maintain open communication, collaboration and trust. In the interest of “no surprises”, the Parties will give early notice of potential disagreements between, or actions likely to impact significantly on, other Parties.

### **Significant new activities**

7. When a Party is considering a major policy initiative or proposal that may have implications for other Parties, they will give early notification to the affected Parties and share the information with the Canterbury Mayoral Forum and the Canterbury Chief Executives Forum.

8. The Canterbury Regional Council will provide early advice to the Canterbury Chief Executives Forum and the Canterbury Mayoral Forum of any significant new activity, in addition to other requirements specified in s.16 of the Act.

### **Local government structure in Canterbury**

9. Notwithstanding the spirit of co-operation and collaboration embodied in the Agreement, the Parties, individually or collectively, reserve the right to promote, consult and/or research change to the structure of local government within the Canterbury region.
10. This right is consistent with the intent to improve the effectiveness and efficiency of local government (Local Government Act 2002 s.24AA), having particular regard to communities of interest and community representation.

### **Regional Policy Statement review**

11. The Agreement applies to any change, variation or review of the Canterbury Regional Policy Statement.

### **Collaboration**

12. The Parties commit to working collaboratively to:
  - enable democratic local decision-making and action by, and on behalf of, communities
  - promote the social, economic, environmental, and cultural well-being of communities in the present and for the future (Local Government Act 2002, s.10).
13. Collaboration may be undertaken on a whole of region, or sub-regional basis.
14. The primary mechanism to implement this Agreement is the Canterbury Mayoral Forum. The Forum will meet quarterly and operate in accordance with its agreed terms of reference, which are attached as **Appendix 1**.
15. The Canterbury Mayoral Forum will:
  - continue to provide governance of the Canterbury Water Management Strategy
  - develop and lead implementation of a sustainable development strategy for Canterbury region for the local government triennium 2020–22
  - advocate for the interests of the region, its councils and communities.
16. The Canterbury Mayoral Forum will be supported by the Canterbury Chief Executives Forum and other regional forums and working groups as agreed from time to time.
17. The Chief Executives Forum will:
  - report quarterly to the Canterbury Mayoral Forum on delivery of its work programme to implement and manage collaborative projects and agreed actions of the Canterbury Mayoral Forum

- identify and escalate to the Canterbury Mayoral Forum strategic issues and opportunities for collaboration from the Policy, Corporate and Operational Forums and other regional and sub-regional working groups.

18. As requested by the Canterbury Mayoral Forum, Environment Canterbury will host a permanent regional forums secretariat and resource this from the regional general rate.

### **Other agreements**

19. This Agreement does not prevent the Parties from entering into other agreements among themselves or outside the Canterbury region. Any other such agreement should not, however, be contrary to the purpose and spirit of this Agreement.

### **Agreement to review**

20. A triennial agreement may be varied by agreement between all the local authorities within the region and remains in force until local authorities ratify a new agreement.

21. Any one or more of the Parties can request an amendment to this Agreement by writing to the Chair of the Canterbury Mayoral Forum at least two weeks before a regular quarterly meeting of the Forum.

22. The Canterbury Mayoral Forum will review the Agreement no later than the final meeting before triennial local body elections and recommend any changes to the incoming councils.

### **Authority**

23. This Canterbury Local Authorities' Triennial Agreement 2020–22 is signed by the following on behalf of their respective authorities:

<b>COUNCIL</b>	<b>SIGNATURE</b>	<b>DATE</b>
<b>Ashburton District Council</b> <b>Mayor Neil Brown</b>		
<b>Canterbury Regional Council</b> <b>Chair Jenny Hughey</b>		
<b>Christchurch City Council</b> <b>Mayor Lianne Dalziel</b>		

<b>Hurunui District Council</b> <b>Mayor Marie Black</b>		
<b>Kaikōura District Council</b> <b>Mayor Craig Mackle</b>		
<b>Mackenzie District Council</b> <b>Mayor Graham Smith</b>		
<b>Selwyn District Council</b> <b>Mayor Sam Broughton</b>		
<b>Timaru District Council</b> <b>Mayor Nigel Bowen</b>		
<b>Waimakariri District Council</b> <b>Mayor Dan Gordon</b>		
<b>Waimate District Council</b> <b>Mayor Craig Rowley</b>		
<b>Waitaki District Council</b> <b>Mayor Gary Kircher</b>		

## **Appendix 1: Canterbury Mayoral Forum terms of reference**

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### **1. Name**

The name of the group shall be the Canterbury Mayoral Forum.

### **2. Objectives**

- (a) To provide a forum to enable Canterbury councils to work more collaboratively with each other and with central government and other key sector leaders in Canterbury to identify opportunities and solve problems together.
- (b) To identify and prioritise issues of mutual concern and foster co-operation, co-ordination and collaboration to address these issues (including where appropriate joint work plans).
- (c) To formulate policies and strategies on matters where all member councils may act collaboratively in determining plans for the co-ordination of regional growth.
- (d) To ensure increased effectiveness of local government in meeting the needs of Canterbury communities.
- (e) To act as an advocate to central government or their agencies or other bodies on issues of concern to members.
- (f) To develop and implement programmes, which are responsive to the needs and expectations of the community.

### **3. Principles**

In pursuit of these objectives the Canterbury Mayoral Forum will observe the following principles.

- (a) Establish and maintain close liaison with other local government networks to ensure as far as possible the pursuit of common objectives and the minimisation of duplication.
- (b) Establish and maintain close liaison with Ministers of the Crown and local Members of Parliament.
- (c) Establish and maintain close liaison with a wide number of diverse stakeholders and key sector organisations within the region.
- (d) Exercise its functions with due regard to the tangata whenua and cultural diversity of the Canterbury community.
- (e) Keep the local community informed about its activities by proactively releasing information about key projects in a timely manner, as agreed by the member councils.
- (f) Encourage member councils to promote and apply cross-boundary structures and systems.
- (g) Establish a provision for reporting back to its respective Councils.

#### 4. Powers

- (a) The Canterbury Mayoral Forum shall have the power to:
- (i) levy for any or all of its objects in such amount or amounts as may be mutually determined and acceptable to individual local authorities
  - (ii) determine and make payments from its funds for any or all of the purposes of its objects
  - (iii) receive any grant or subsidy and apply monies for the purposes of such grant or subsidy
  - (iv) fund appropriate aspects of the Forum's activities regionally.
- (b) The Canterbury Mayoral Forum does not have the power to legally bind any council to any act or decision unless that act or decision has been agreed to by decision of that council.

#### 5. Membership

- (a) Membership of the Canterbury Mayoral Forum shall be open to the following councils:
- Ashburton District Council
  - Canterbury Regional Council (Environment Canterbury)
  - Christchurch City Council
  - Hurunui District Council
  - Kaikōura District Council
  - Mackenzie District Council
  - Selwyn District Council
  - Timaru District Council
  - Waimakariri District Council
  - Waimate District Council
  - Waitaki District Council.
- (b) Each member council shall be represented by its Mayor (or Chairperson in the case of Environment Canterbury) and supported by its Chief Executive. On occasions where the Mayor or Chair cannot attend, a council may be represented by its Deputy Mayor or Chair.
- (c) The Canterbury Mayoral Forum shall have the power to invite people to attend and participate in its meetings on a permanent and/or issues basis. The Forum has issued a standing invitation to the Kaiwhakahaere or other representative/s of Te Rūnanga o Ngāi Tahu to attend and participate in meetings of the Forum. The Kaiwhakahaere has indicated a process to determine representation from the ten Canterbury papatipu rūnanga of Te Rūnanga o Ngāi Tahu.

#### 6. Chairperson

- (a) The Canterbury Mayoral Forum shall select a Chairperson at the first meeting immediately following the Triennial Elections. This appointment may be reviewed after a period of 18 months.

- (b) The Chairperson selected will preside at all meetings of the Canterbury Mayoral Forum.
- (c) The Canterbury Mayoral Forum shall select a Deputy Chairperson at the first meeting immediately following the Triennial Elections.
- (d) The Canterbury Mayoral Forum may appoint spokespersons from its membership for issues being considered, in which case each member council agrees to refer all requests for information and documents to the duly appointed spokespersons.

## **7. Meetings**

- (a) Meetings will be held as required with an annual schedule, covering a calendar year, to be determined by the members. Meetings will be held quarterly at venues to be determined.
- (b) Special meetings may be called at the request of four members.
- (c) The secretariat will prepare an agenda for Mayoral Forum meetings in consultation with the Chair and the Chief Executives Forum.
- (d) Agendas for meetings will be issued and minutes will be taken and circulated.
- (e) A summary of each meeting will be drafted, agreed by the Chair, and circulated by the secretariat to members for distribution within member councils as a high-level record of the meeting.
- (f) Approved minutes and approved final reports and papers will be made available via a Mayoral Forum website as agreed by the Canterbury Mayoral Forum.

## **8. Decision making**

- (a) The practice of the Forum will be to determine issues before it by consensus.
- (b) If the consensus is to determine issues by voting, the determination shall be determined by a majority of votes of the authorities represented at the meeting through the Mayor (or Chair) or their nominated representative.

## **9. Secretariat**

The Canterbury Mayoral Forum will appoint Environment Canterbury to carry out the secretariat function on such terms and conditions as it shall decide for the discharge of duties. This includes taking minutes, keeping any books and accounts and attending to any other business of the forum.



**WAIMAKARIRI DISTRICT COUNCIL**  
**REPORT FOR DECISION**

**FILE NO and TRIM NO:** BYL-62 / 191211174886

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Mike O'Connell, Senior Policy Analyst

**SUBJECT:** Adoption of Signage Bylaw 2019

**SIGNED BY:**  
 (for Reports to Council,  
 Committees or Boards)




Department Manager

pp Chief Executive

**1. SUMMARY**

- 1.1 This report is presented on behalf of the Hearing Panel and requests Council to accept their recommendations and adopt the 2019 Signage Bylaw (the Bylaw).
- 1.2 The review of the Bylaw was undertaken in August/September 2019 with hearings and deliberations held on 5 December 2019. A total of six submissions were received with four submitters wishing to be heard in person by the Panel.
- 1.3 The Hearing Panel considered all submissions to the consultation when coming to its decisions.

Attachments:

- i. Signage Bylaw 2019 (Trim: 191205171910)
- ii. Minutes Signage Bylaw 2012 Review Hearing and Deliberations 5 December 2019 (Trim: 191205171160)

**2. RECOMMENDATION**

**THAT** the Council

- (a) **Receives** report No 191211174886
- (b) **Accepts** the recommendations of the Hearing Panel as detailed in paragraph 4.2
- (c) **Adopts** the Signage Bylaw 2019 (Trim: 191205171910), to take effect from 13 February 2020

**3. BACKGROUND**

- 3.1 As the Signage Bylaw 2007 was automatically revoked on 4 December 2019, Section 158 of the *Local Government Act 2002* requires Council to review the Bylaw no later than five years after the date on which this Bylaw is adopted; that is, by 13 February 2025.

#### 4. ISSUES AND OPTIONS

4.1. The District Planning and Regulation Committee approved the Statement of Proposal and draft Signage Bylaw for public consultation through a special consultative procedure which began on 20 August 2019.

4.2. The following table shows the changes (other than typos and minor word insertions / deletions) to the Bylaw including the reasons for these changes:

<b>Signage Bylaw 2019</b>		
<b>Element</b>	<b>Proposed change</b>	<b>Reasons</b>
Section 2: Purpose and Objectives	An edit to clause 2.3 removing the wording ' <i>and/or disabled people</i> '	The wording deletion makes it clear that all pedestrians face similar hindrances if their pathway is obstructed
Section 3: Scope	Removal of clause 3.5 in entirety as wording is contradictory with clauses in Section 6	The intent of this provision is better conveyed under clauses 6.1 and 6.3
Section 4: <i>Definitions</i>	Addition of definitions for ' <i>continuous accessible path of travel</i> ' (CAPT) and ' <i>pedestrian</i> '	This definition underlines the need for footpaths to not be obstructed by signs (prescribed in Section 9). Similar definitions for both terms are included in the Parking Bylaw 2019
Section 5: <i>General Provisions</i>	An edit to clauses 5.3 and 5.5 removing superfluous wording	The revised wording removes ambiguity in the way the clause had been drafted
Section 6: <i>Vehicle and Trailer Signage</i>	An edit to clause 6.1 removing the wording ' <i>that is on or visible from a road or a public place</i> '	The wording alteration removes an ambiguity in the way the clause had been drafted
Section 7: <i>Signage Facing Council Land or Road Reserves</i>	Section 7 removed in entirety	Provisions in this section are adequately covered under Sections 8 (Real Estate Signage) and 9 (Event Signage) instead.
Section 9: <i>Event Signage</i> (to be renumbered as Section 8)	An edit to clause 9.1 removing redundant wording	The revised wording removes superfluous text in the clause
	Alter ambiguous wording	The revised wording removes ambiguity in the existing clause
	An edit to clause 9.3 removing confusing wording	The revised wording removes ambiguity in the way the clause had been drafted
	Clause 9.6 is removed in entirety	This clause is considered to be adequately and better covered under clause 9.3
Section 10: <i>Footpath Signage and Advertising</i> (to be renumbered as Section 9)	An inclusion to clause 10.3 adding the abbreviation CAPT defined in Definitions	To define clearly where there is to be a pedestrian clearway on footpaths
	In clause 10.4.1, permissible sign height has been increased from 0.75m to 1.0m	Reflected in submitters' concerns, the increase in sign height aids visibility
	An amendment made to clause 10.4.5, adding the wording ' <i>permanent fixtures in the road reserve</i> '	The additional wording more adequately covers the range of obstructions present in the road reserve
Section 14: <i>Signage Content</i> (to be renumbered Section 13)	Wording clarification within clause 14.1 and reinstatement of clause 14.2	The retention of this clause 14.2 means all forms of signage content can be considered, whether appropriate or not, under existing legislation

Section 17: <i>Offences and Breaches</i>	Clauses 17.2 and 17.3 modified to include displays of goods or merchandise	As the Bylaw also relates to advertising (Section10), these clauses now also refer to goods displays which breach the Bylaw
Schedule 1	An inclusion in part B to add additional considerations to safety criteria	The new wording incorporates reference to signs which cause pedestrians to move onto the road to avoid obstacles

- 4.1. Public notification of the consultation began on 30 August in the local newspapers. From 2 September, all information was available on the Council's website, services centres and libraries.
- 4.2. Submissions were invited between 30 August and 30 September 2019. Six people took the opportunity to express their views. Four submitters planned to attend the Hearing Panel in person but one was unable to on the day (5 December).
- 4.3. Approximately 35 individual submission points were considered. Many submission points referred to real estate signage issues but Panel deliberations resulted in very minor changes being made to the Section 8 (Real Estate Signage) provisions as drafted.
- 4.4. All points of submission were considered by the Hearing Panel and responses to submitters will be prepared to address these concerns and/or comments.

## **5. COMMUNITY VIEWS**

### **5.1. Groups and Organisations**

Submissions were received from individuals and organisations, including real estate agents.

### **5.2. Wider Community**

Submissions were received from the wider community including the Waimakariri Access Group and the Woodend-Sefton Community Board.

## **6. IMPLICATIONS AND RISKS**

### **6.1. Financial Implications**

Staff time is the major financial cost of this project and has been managed through current budgets.

### **6.2. Community Implications**

The Bylaw has been used for the past seven years and on balance aligns with outcomes and expectations that the placement and display of signage is well managed within the community.

### **6.3. Risk Management**

The Bylaw remains an effective mechanism, in combination with the existing legislation to manage any risks associated with signage or signs.

### **6.4. Health and Safety**

The Bylaw's purpose encourages responsible behaviour and is intended to minimise any signage issues for the Council and the community.

## **7. CONTEXT**

### **7.1. Policy**

This is not a matter of significance in terms of the Council's Significance and Engagement Policy.

### **7.2. Legislation**

*Local Government Act 2002, s159.*

### **7.3. Community Outcomes**

- There is a safe environment for all
- Public spaces and facilities are plentiful, accessible and high quality
- The distinctive character of our takiwa – towns, villages and rural areas is maintained
- People have wide-ranging opportunities for learning and being informed.

### **7.4. Delegations**

The Council will look at the Hearing Panel's recommendations and consider the adoption of the Signage Bylaw 2019 at this meeting.

# WAIMAKARIRI DISTRICT COUNCIL SIGNAGE BYLAW 2019

Adopted at a Council Meeting held on  
[4 February](#) 2019

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Chief Executive

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Governance Manager



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## Waimakariri District Council Signage Bylaw 2019

### 1. General

#### Introduction

- 1.1 This bylaw may be cited as the Waimakariri District Council *Signage Bylaw 2019*.
- 1.2 This bylaw supersedes the Waimakariri District Council *Signage Bylaw 2012* and comes into force on [13 February](#) 2019.
- 1.3 This bylaw is made pursuant to Sections 145, 156(1) and 160(A) of the *Local Government Act 2002*.

### 2. Purpose and Objectives

- 2.1 The purpose of this bylaw is to ensure that signs are erected, maintained and displayed in such a manner that they do not create a nuisance or present a danger to pedestrians or vehicles.
- 2.2 This bylaw has the objective of enhancing road safety in the Waimakariri District by avoiding dangerous placement of signs that could impair visibility or access for road users or pedestrians.
- 2.3 This bylaw has the further objective of seeking to avoid public nuisance by ensuring advertising displays and signage on footpaths does not obstruct the passage of pedestrians ~~and/or disabled people~~.

### 3. Scope

- 3.1 This bylaw covers [temporary and permanent](#) signage located on the Council road reserve, parks and reserves, and any buildings or structures owned by the Council.
- 3.2 This bylaw requires any sign located on any privately owned premises within the district to comply with provisions in Section 12, but otherwise the bylaw does not apply to any sign on any privately owned premises.

This bylaw does not apply to:

- 3.3 Signage located within the State Highway road reserve.
- 3.4 Any traffic safety or directional signs that are erected by the Council, its Authorised Officer or Agent, or the New Zealand Transport Agency.
- 3.5 ~~Sign writing on licensed vehicles.~~

### 4. Definitions

For the purposes of this bylaw, the following definitions shall apply:

**Authorised Officer or Agent** means any person appointed or authorised in writing by the Chief Executive or by the Council to act on its behalf and with its authority.



**Changeable message signage** means visible signage with mechanical or electronic moving images or displays, including LED, neon, and electronically projected images.

**Commercial event** means an event that is intended to generate a profit and that is hosted for commercial purposes.

**Continuous accessible path of travel (CAPT)** is defined as the area where the pedestrian route is safe and convenient for everyone, including pedestrians who are blind, have impaired mobility or have low vision.

**Council road reserve** means any part of the legal road including formed road areas designed for the carriage of vehicles, and adjacent footpath and berm areas, usually adjoining the property boundaries (including privately owned premises) on either side of the road.

**Council** means the Waimakariri District Council or any officer authorised to exercise the authority of the Council.

**Display** means an exhibition or presentation of goods or materials, or a presentation of information or graphics that can be easily seen from or within a public place.

**Directional signage** means visible signage providing direction to a building, land, site or event.

**Event** means a planned public or social occasion, including educational, social or recreational occasions to be held within the Waimakariri District or directly adjoining local authorities.

**Frangible** means able to be broken into fragments; brittle or fragile.

**Garage sale** means the sale of private household and personal items from any privately owned premises.

**Grass berm** is the area of footpath which is laid out in grass.

**Household** means members of a family or other non-related persons living together as occupants of a separate housing unit.

**Nuisance** means anything that disturbs the reasonable use of property, endangers life and health, or is offensive.

**Offence** includes any act or omission in relation to this bylaw or any part thereof for which any person is liable for prosecution.

**Pedestrian** means any person travelling by foot or using pedestrian facilities. This would include those using wheelchairs, prams, electric scooters, mobility scooters and other mobility devices.

**Person** means a natural person, corporation sole or a body of persons whether corporate or otherwise.

**Premises** means:

- (a) A property or allotment which is held under a separate certificate of title or for which a separate certificate of title may be issued and in respect of which a building consent has been or may be issued; or

- (b) A building or part of a building that has been defined as an individual unit by a cross-lease, unit title or company lease and for which a certificate of title is available; or
- (c) Land held in public ownership (e.g. reserve) for a particular purpose.
- (d) Land and open spaces managed by the Council for which reserve management plans are applicable.

**Public place means:**

- (a) An area that is open to or used by the public and which is owned, managed, maintained or controlled by the Council.
- (b) Public places include, but are not limited to roads, streets, footpaths, alleys, pedestrian malls, cycle tracks, lanes, accessways, thoroughfares, squares, carparks, reserves, parks, beaches, foreshore, riverbanks, berms, verges, and recreational grounds.
- (c) The extent of the legal property boundary adjoining the Council road reserve. It includes any fence, wall or partition as part of that boundary or frontage.

**Real estate sign** means a sign including information about the proposed or pending sale of any premises or business.

**Sign / Signage** means:

- (a) An advertisement, message or notice conveyed using any visual medium, which advertises or promotes a product, business, service, or event or acts to inform or warn any person;
- (b) The frame, supporting device and any associated ancillary equipment whose principal function is to support the advertisement, message or notice;
- (c) Advertisements, messages or notices placed on, or affixed to, or painted or stencilled onto a window, a fence, a hoarding, street furniture, utility infrastructure, footpath, road or building;
- (d) Murals, banners, feather / sail / teardrop flags, posters, balloons, blimps, sandwich board signs, rotating signs, projections of lights or electronic displays.

**Temporary sign** means a sign or signage that is displayed or erected at a site which is visible from a public place and has content that is generally associated with short-term events or activities.

## PART 1 - SIGNAGE

### 5. General Provisions

- 5.1 No person shall display or erect any sign in the district except in conformity with this bylaw.
- 5.2 No person shall erect any sign on any of the following:
  - 5.1.1 any Council owned premises; or
  - 5.1.2 the Council road reserve, other than as provided for in this bylaw.
- 5.3 ~~With the exception of Section 12 of this bylaw,~~ Signs that are located on any privately owned premises within the district are required to comply with the District Plan.
- 5.4 No person shall attach or affix any sign or signage upon any infrastructure that is erected in or constructed or standing on or abutting any public place, including any part of a Council-owned premises, any Council sign or its support structure, or any part of the Council road reserve.

- 5.5 Any sign ~~made of any material~~ shall be erected and maintained in such a way that it does not become a nuisance to the public or a hazard to any pedestrian or vehicle using footpaths or roads in the District.
- 5.6 Any sign erected on or within the Council road reserve must meet all of the requirements of the *Traffic Control Devices Manual* or any other relevant documentation published by the New Zealand Transport Agency.

## 6. Vehicle and Trailer Signage

- 6.1 A person must not display in the Council road reserve, signage on or connected to a mobile or parked trailer or vehicle ~~that is on or visible from a road or a public place~~, if the primary function of the trailer or vehicle is to display advertising material.
- 6.2 Should any motor vehicle, to which clause 6.1 applies, be left stationary and unattended on any road, whether otherwise lawfully stopped or not, and in the opinion of an Authorised Officer, it is causing a safety hazard, the Authorised Officer may have it removed and stored at the cost of the owner.
- 6.3 Clause 6.1 does not apply to vehicles with sign writing (business logos or the business name) where the vehicle is being used in, and as part of, the normal course of business and not simply for the purpose of displaying advertising material, unless, in the opinion of an Authorised Officer, the motor vehicle is causing a safety hazard.

*Explanatory note: also refer to Clause 14.3 in the Parking Bylaw 2019.*

## 7. ~~Signage Facing Council Land or Road Reserves~~

- ~~7.1 Signage at the street frontage must be flush with the wall or fence and not project beyond the legal boundary of the property to which it relates.~~
- ~~7.2 No person shall place on his or her property, or on the street frontage of the property, any signage in such a way that, if in the opinion of an Authorised Officer, it projects distracting, controversial, misleading or objectionable messaging into a public place or the Council road reserve.~~
- ~~7.3 An Authorised Officer may under clauses 7.1 and 7.2 remove or impound any sign they consider to be located or placed within the road reserve. The Council may at its discretion, charge a fee from the person responsible for the breach if that person wishes to have their property returned.~~

## 8.7. Real Estate Signage

- ~~8-17.1~~ A person may only erect a real estate sign within the Council road reserve where the sign is a temporary sign advertising an open home; and where the real estate sign is only in place on the road reserve for the duration of that open home.
- ~~8-27.2~~ Directional signage used for advertising open homes (for sale or lease) and auctions shall be removed on the day the open home or auction takes place once these events are complete.
- ~~8-37.3~~ Real estate signage at the street frontage must be flush with ~~or on~~ the wall or fence and not project beyond the legal boundary of the property to which it relates. A maximum of two real estate signs can be located per property. Where the property is a

corner property, two real estate signs can be placed on each street frontage of the property.

~~8-47.4~~ Real estate signs, flags or banners attached to a vehicle or trailer may be displayed only during the time of an open home or on-site auction

~~8-57.5~~ Signage must be removed within 14 days of the property being sold.

## **9.8. Event Signage**

~~9-18.1~~ Event signage at the street frontage must be flush with the wall or fence, ~~and not project beyond the legal boundary of the property.~~

~~9-28.2~~ A sign ~~pertaining to an event~~ on any part of the Council road reserve pertaining to an event shall only be permitted where:

~~9-2-18.2.1~~ it is not in excess of 2 metres in height or does not have a display area that exceeds 3 square metres; and

~~9-2-28.2.2~~ it is not within 50 metres of any intersection or roundabout; and

~~9-2-38.2.3~~ it has a stable, non-perishable or frangible support structure.

~~9-38.3~~ Any sign ~~in the District~~ pertaining to an event shall not be erected more than 6 weeks prior to the date of that event and shall be removed within 7 days of the date of that event, ~~and must relate to an event that is to be located within the district.~~

~~9-48.4~~ No person shall erect any sign on any part of the Council road reserve that pertains specifically to any of the following

~~9-4-18.4.1~~ a commercial event, unless prior written consent has been obtained from the Council; or

~~9-4-28.4.2~~ any private function pertaining to any family or household group including any birthday or household party.

~~9-58.5~~ Any garage sale sign is only permitted on the Council road reserve for the duration of that garage sale.

~~9-68.6~~ ~~Signs promoting or advertising community and non-profit events held outside the District are permitted providing they comply with the provisions of clauses 9.1 to 9.4~~

## **10.9. Footpath Signage and Advertising**

~~10-19.1~~ Any business or franchise may place one sign and/or one display of goods for sale on the footpath area adjacent to their premises along any road or street that has a speed limit of 70 kilometres per hour or less, if that road or street has a formed kerb, channel and footpath.

~~10-29.2~~ The display of any business goods for sale on a footpath is subject to a license to occupy that may be granted at the discretion of the Council.

~~10-39.3~~ No sign or display of any business goods on any footpath shall be placed in a position that would obstruct a pedestrian's CAPT along the footpath, or present an obstacle for any person using the footpath including any disabled person, or obstruct movement of a vehicle using any formed vehicle crossing over any footpath.

~~10-49.4~~ Any sign placed by a business premises on any footpath under clause 10.1 shall:

- ~~10.4.19.4.1~~ not exceed ~~1.00-75~~ metres in height and 0.6 metres in width;
- ~~10.4.29.4.2~~ not exceed 3.2 metres in height and 0.75 metres in width if they are feather, sail or teardrop style flags;
- ~~10.4.39.4.3~~ be located so as to retain a clear pedestrian access way along the footpath that is no less than 2 metres wide in a continuous line, with all signs placed upon any one length of footpath between two intersections to be placed on the same side of that footpath;
- ~~10.4.49.4.4~~ not be placed closer than 0.5 metres to the adjacent kerb or otherwise must be placed immediately adjacent to the frontage or facade of the building at that premises;
- ~~10.4.59.4.5~~ not interfere with permanent fixtures in the road reserve, street furniture or fittings, a grass berm or with the opening of car doors.

~~10.59.5~~ Notwithstanding clauses 10.1 and 10.4, the Council may approve the placement of a larger sign that includes advertising for more than one premises in the following situations

- ~~10.5.19.5.1~~ where the sign is required by, and includes advertising on behalf of, more than one premises; and
- ~~10.5.29.5.2~~ where there are a number of premises occupying a limited road frontage area; and/or
- ~~10.5.39.5.3~~ where there are several premises located in an area that is remote from the road frontage.

~~10.69.6~~ Any sign placed by any business premises on a footpath at the start of any trading day must be removed from that footpath by that premises at the end of that same trading day.

#### **~~11.10.~~ Signage Overhanging Footpaths or Roads**

~~11.110.1~~ No person shall cause or permit any sign to be erected overhanging any footpath unless every part of such sign is at least 2.2 metres above the footpath and the height of such sign is no greater than 1.0 metre.

~~11.210.2~~ Any sign erected overhanging a footpath shall be set back at least 0.5 metres from the kerb.

#### **~~12.11.~~ Signs Affecting Traffic**

~~12.111.1~~ No person shall display, erect or maintain any sign so close to any part of a road, motorway, or to any corner, bend, roundabout, safety zone, traffic sign, traffic signal, or intersection, in such a manner as, when assessed by an Authorised Officer or agent, is seen to:

- ~~12.1.111.1.1~~ obstruct the vision of, or access for, persons driving on a roadway or entering a roadway; or
- ~~12.1.211.1.2~~ constitute or be likely to constitute in any way a danger to the public.

~~12.211.2~~ No person shall illuminate on privately owned premises any sign in such a way that the light is directed onto a footpath and/or roadway in such a manner as, when assessed by an Authorised Officer or Agent, is seen to obstruct the vision of persons on that footpath or roadway.

~~12.3~~11.3 An Authorised Officer or Agent will assess whether a sign complies with Section 12 of this bylaw using the criteria outlined within Schedule 1.

~~12.4~~11.4 A person must not display any changeable message signage which:

- ~~12.4.1~~11.4.1 scrolls, is continuously moving or appears to be moving, or is animated; or
- ~~12.4.2~~11.4.2 changes rapidly, with a dwell time of less than eight seconds for any separate display; or
- ~~12.4.3~~11.4.3 has a transition time of greater than one second from one display to the next; or
- ~~12.4.4~~11.4.4 uses more than three sequential images to impart the whole message.

### **13.12. Location of Election Signs**

~~13.1~~12.1 In accordance with Council's Policy S-CP 4460, no political signage is to be placed on Council-owned or leased buildings or land including the road reserve. Signs written on motor vehicles are exempt provided:

- ~~13.1.1~~12.1.1 the stationary vehicle does not compromise the safe use of the road; or
- ~~13.1.2~~12.1.2 does not breach any other provision of the bylaw; or
- ~~13.1.3~~12.1.3 is displayed only in the period nine weeks preceding the local body election day; and
- ~~13.1.4~~12.1.4 must be removed by midnight prior to election day.

### **14.13. Signage Content**

~~14.1~~13.1 A person must not display visible signage within a public place that does not comply with the latest Code of Ethics and any relevant Code of Practice issued by the New Zealand Advertising Standards Authority.

13.2 A person must not display, place, or allow remaining in place or on display any visible signage that:

- 13.2.1 is discriminatory or advocates discrimination based on one or more of the prohibited grounds of discrimination in the *Human Rights Act 1993*; or
- 13.2.2 is objectionable within the meaning of the *Films, Videos and Publications Classification Act 1993*; or
- ~~14.1.1~~13.2.3 is defamatory, or incites or counsels any person to commit any offence.

## **PART II - ADMINISTRATIVE**

### **15.14. Exemptions from this Bylaw**

~~15.1~~14.1 Any person may apply to the Council for an exemption to this bylaw. Applications for exemption must be in writing and may be subject to a fee as prescribed in the Council's fees and charges manual.

## **15. Delegations and Approvals**

15.1 In this bylaw where any written permission or approval of the Council is required, that approval may be given by the Chief Executive, and the Chief Executive may delegate all or part of that function to any other officer of the Council.

## 16. Notices

- 16.1 The Council may give notice to any person in breach of this bylaw to carry out any remedial action in order to comply with the bylaw and every such notice shall state the time within which the remedial action is to be carried out, and may be extended from time to time.

## 17. Offences and Breaches

- 17.1 Every person breaches this bylaw and commits an offence who
- 17.1.1 does, or allows anything to be done, which is contrary to this bylaw or any part of it; or
  - 17.1.2 fails to do, or allows anything to remain undone, which ought to be done by him or her within the time and in the manner required by this bylaw or any part of it; or
  - 17.1.3 does anything which this bylaw prohibits; or
  - 17.1.4 fails to comply with any notice given to him or her under this bylaw or any part of it or any condition that is part of any notice granted by the Council; or
  - 17.1.5 obstructs or hinders any Authorised Officer or Agent in performing any duty or in exercising any power under this bylaw.
- 17.2 Council reserves the right to remove without notice any sign [or display of goods](#) that is illegal or in the Council's opinion is considered to be hazardous, dangerous or offensive to the public. In such cases, the Council will, where possible, notify the person or persons responsible.
- 17.3 The Council may recover the cost of dealing with signs that breach this bylaw from the sign owner and/or operator, including those costs associated with the storage of the offending signs [and/or goods](#).

## 18. Penalties

- 18.1 Subject to anything to the contrary, every person who commits an offence against this bylaw shall be subject to the penalties set out in Section 242(4) of the *Local Government Act 2002*.
- 18.2 Under Section 163 of the *Local Government Act 2002*, the Council, or an authorised agent appointed by it, may remove or alter signage that is, or has been, constructed in breach of this bylaw.
- 18.3 The Council will, where circumstances are warranted, recover the costs of removing or altering any signage that is in breach of this bylaw from the person who committed or were responsible for the breach. This does not relieve that person of liability for the breach.
- 18.4 Under Section 162 of the *Local Government Act 2002* the Council may apply to the District Court for the grant of an injunction restraining a person from committing a breach of this bylaw.
- 18.5 The Council may seize and impound signage in accordance with Sections 164 and 165 of the *Local Government Act 2002*. The Council may, at its discretion, charge a fee from the person responsible for the breach if that person wishes to have their property returned.

18.6 The Council will deal with any signage seized and impounded in accordance with Sections 167 and 168 of the *Local Government Act 2002*.

## **19. Serving of Notices and Documents**

19.1 Except as otherwise expressly provided for in any Act, where any notice, order or other document is required to be served on any person for the purposes of this bylaw, the Council may serve notice by:

19.1.1 delivering it personally or sending it by courier or messenger

19.1.2 sending it by registered post to the person's last known place of residence or business.

19.2 If that person is absent from New Zealand, the notice may be sent to his or her agent instead of to that person.

19.3 If that person has no known name or address or is absent from New Zealand and has no known agent, and the notice relates to any land or building, the notice may be served on the occupier, or if there is no occupier the notice may be put on some conspicuous part of the land or building without the notice naming the owner or occupier.

19.4 If that person has died, the notice may be served on his or her personal or legal representative or executor.

19.5 Where a notice is sent by registered post it will be sent to arrive in the normal course no later than when the notice is required to be served and will be deemed to have been served at the time when the registered letter would be delivered in the ordinary course of post.

## **20. Revocations and Savings**

20.1 The Signage Bylaw 2012 is hereby revoked.

20.2 Any approval, permit or other act of authority which originated under or was continued by the bylaw revoked in clause 20.1 that is continuing at the commencement of this bylaw, continues to have full force and effect for the purposes of this bylaw, but is subject to the application of any relevant clauses in this bylaw.

20.3 The revocation of the bylaws specified in clause 20.1 shall not prevent any legal proceedings being taken to enforce those bylaws and such proceedings shall continue to be dealt with and completed as if the bylaws had not been revoked.

20.4 The resolutions of the Council made or continued under the bylaws revoked under clause 20.1 continue to have full force and effect for the purposes of this bylaw as if they were resolutions made under this bylaw.

## **21. Review of Bylaw**

21.1 A comprehensive review of this bylaw shall be carried out no later than 2029 as required by the *Local Government Act 2002*.

21.2 The Council reserves the right to carry out an early review of any aspect of the bylaw that has not been found to have been effective in addressing identified user conflicts, health and safety concerns and matters of public nuisance.



21.3 By resolution, the Council may make changes to any schedule or explanatory note in this bylaw.

DRAFT

## SCHEDULE 1. SIGNS AFFECTING TRAFFIC

The following criteria will be used by an Authorised Officer or Agent to assess whether or not a sign complies with Section 12 of the bylaw. The Authorised Officer or Agent may also find the information about signage published by the New Zealand Transport Agency (as referenced in clause 5.6), useful in making decisions under this schedule and Section 12 of the bylaw.

### A. Placement and Location

The appropriateness of the sign in terms of its size, type, location and form in relation to the surrounding environment and the zone in which it occurs. In particular:

1. The scale, style and simplicity of the sign: the location of the sign in relation to other signs and adjacent structures and buildings and the size of the site on which the sign will be placed; and its relationship with the streetscape, landscape and open space areas in the vicinity of the proposed sign.
2. Whether the size of the sign is appropriate for the target audience (e.g. pedestrians or car drivers);
3. The cumulative visual effect of the sign in conjunction with any other signs in the surrounding environment;
4. The impact of any lighting associated with the sign – in particular intensity, glare, duration of use, location, direction and lighting spill;
5. How the sign maintains safe and clear sight and movement lines and how it is separated from other signs.
6. Whether the sign eliminates the need for other signs on the property;
7. If the sign is freestanding, the placement of the sign having regard to whether it creates obstruction of pedestrian paths, sight and movement lines;
8. The opportunity for the sign to be used by multiple tenancies, thus reducing the need for additional signage.

### B. Safety

The appropriateness of the sign in terms of its potential to cause danger to public safety. In particular:

1. The impact of the sign in obstructing the view of corners, intersections, vehicle or pedestrian crossings, or any information or naming signs. [This also includes signs which cause pedestrians to move off the footpath and onto the road to avoid obstacles.](#)
2. The potential adverse impact of flashing lights or variable images on traffic safety or navigational safety if located near the coast;
3. The potential effect of glare from any illuminated sign on pedestrian and road users safety;
4. The potential for the sign to be confused with or obscure any traffic signal or sign;
5. The ease at which the sign can be read where traffic safety may be an issue near major roads or motorways;
6. The potential for the sign to affect public access to a site or a public place; the safety of pedestrians (including whether or not the sign might create a hiding place or an entrapment area), or the safety of road users.

**WAIMAKARIRI DISTRICT COUNCIL**

**MINUTES OF THE HEARING AND DELIBERATIONS OF THE SIGNAGE BYLAW 2012  
HEARING PANEL HELD IN THE WAIMAKARIRI DISTRICT COUNCIL CHAMBERS, 215  
HIGH STREET, RANGIORA, COMMENCING AT 1PM ON MONDAY 2 DECEMBER 2019**

**PRESENT**

Councillors Wendy Doody (Chairperson), Philip Redmond and Joan Ward.

**IN ATTENDANCE**

N Harrison (Manager Regulation), T Boundy (Environmental Services Manager), M O'Connell (Senior Policy Analyst), S Clark (RMA Compliance and Enforcement Officer) and K Rabe (Governance Adviser).

K Rabe opened the meeting and called for nominations for a Chairperson.

**1. APPOINT A HEARING PANEL CHAIRPERSON**

Moved: Councillor P Redmond      Seconded: Councillor J Ward

**THAT** Councillor W Doody be appointed as Chairperson of the Signage Bylaw 2012 Hearing Panel.

**CARRIED**

Councillor Doody assumed the Chair at this time.

Councillor Doody introduced the Hearing Panel and staff and provided an overview of proceedings.

**2. APOLOGIES**

There were no apologies.

**3. CONFLICTS OF INTEREST**

Councillor Doody informed the Hearing that she had been the Council representative to the Waimakariri Access Group during the previous Council term.

Councillor Ward informed the Hearing that she was the current Council representative to the Waimakariri Access Group and that her daughter was currently employed by Harcourts Real Estate.

**4. HEARING OF SUBMISSIONS**

NAME	ORGANISATION	COMMENTS
Chris Greengrass	Waimakariri Access Group	C Greengrass, Chair of the Kaiapoi-Tuahiwi Community Board and Chair of the Waimakariri Access Group and introduced C Duke the Treasurer. S Greengrass spoke in support of C Duke's submission. The following points were raised:

		<ul style="list-style-type: none"> <li>• Clarification on what comprised a “straight or clear way” in terms of pedestrian access.</li> <li>• Requested better definition of ‘pedestrian’ be given in the Bylaw.</li> <li>• Concerns raised in regard to the advent of E-scooters on footpaths, especially with regard to the speeds achieved by these vehicles and the haphazard parking of scooters. How would that affect pedestrian’s safe access to businesses.</li> <li>• Requested that consideration be given to conformity of signage and/or displays either on kerbside of the footpath or along business frontages. This would make navigation along footpaths easier.</li> <li>• Requested Council staff to work with retailers to educate them on the dangers posed by thoughtless positioning of merchandise or signage.</li> </ul> <p>P Redmond asked if the organization was willing to work with Council staff in educating business owners and suggested that the Access Group requested permission to speak to the Rangiora Promotions Committee or to Enterprise North Canterbury.</p> <p>C Greengrass commented that they had booked time at the Rangiora Promotions meeting but had to postpone due to a clash of commitments. She also raised a concern that the Rangiora Promotions Committee had only offered the Access Group five minutes to discuss their concerns.</p> <p>S Clark tabled an information booklet which the Council was in the process of being updated and which would give guidance and answers to frequently asked questions. Staff intended to distributed this to all businesses in the area. The Panel was very supportive of this initiative.</p> <p>C Duke requested Council staff to speak to shop owners about access within their premises as well. She noted that most retail owners only consider the needs of able bodied shoppers and the Access Group would like to see a more inclusive attitude displayed by shop owners.</p>
Carina Duke	Blind Foundation	<p>C Duke spoke to her submission which highlighting the following points:</p> <ul style="list-style-type: none"> <li>• Requested that guidance be included in the Bylaw regarding the width of the clearway on footpaths. At present it was set at 2 metres but when someone stopped to look at goods the clearway could be reduced to 1.5 metres which was insufficient access for people with walking frames etc.</li> <li>• All signage needed to be collapsible so as not to do further damage to someone tripping over them. Also the materials used in signage should be lightweight to mitigate serious injury.</li> <li>• In the case of flags, C Duke requested an amendment to the Bylaw to reduce the height from 1 metre to 0.75 metres so that flags were below face height. C Duke mentioned that she received complaints about being hit in the face by flags, and if wet the flags were heavy and could cause injury.</li> <li>• In C Duke’s opinion all signage and merchandise displays should be kept kerbside as that was cluttered with poles already, which would leave a clearway along the shop frontages making access to businesses easier. C Duke did</li> </ul>

		<p>acknowledge that this could make it difficult for passengers to alight from vehicles. She also conceded that signage could be obscured from the roadway by parked cars.</p> <p>P Redmond asked what practice other local authorities followed. C Duke said that Auckland Council had ban street displays and signage so as to free the footpath for pedestrians and this practice worked well. Wellington Council gave visual guidance in their Bylaw which seemed to work well too.</p> <p>P Redmond noted that those were two large cities and wondered if there was an example of small rural towns. C Duke maintained that the size of the town made no difference, consideration should be given to all and should be the same approach country wide. It was up to the Council to give clear and firm guidance.</p> <p>W Doody raised the matter of café's having tables outside for smokers. C Duke said she felt that these should be contained within a fenced/barricaded area so that sight impaired people did not walk into customers having coffee. This caused embarrassment to both parties and could cause injury as well. She also noted that customers also caused confusion by moving tables and chairs to accommodate their groups as required.</p> <p>In regards to sandwich boards, there should be a ruling for one sign per retail outlet to contain the clutter and this should be enforced by Council. Staff advised that they did enforce signage and if non-compliance persisted than signs were removed to a Council storage unit.</p> <p>C Duke noted that there had been no research that showed signage on footpaths actually worked and beside they were, in her opinion a distraction to drivers.</p>
Beverly Shepherd Wright		<p>B Shepherd Wright spoke to her submission emphasizing the following points:</p> <ul style="list-style-type: none"> <li>• Supports that access to business should be easily accessible to all, however signage was important for running a successful business.</li> <li>• Supported displaying goods and signage against the shop frontage rather than kerbside so as to free the area for E-scooters and passengers alighting from vehicles. She noted the danger to shoppers coming out of businesses to being run over. Whereas if they were on the kerbside the pedestrian had time to stop in the entrance to the shop.</li> <li>• Understands the problems in regard to access for the disabled however business owners also needed to be taken care of if the town wanted to retain a successful vibrant town centre.</li> <li>• B Shepherd Wright raised concerns regarding the public consultation in regards to this Bylaw. In her opinion staff should have consulted more effectively with the sector groups which would be affected by this Bylaw.</li> <li>• In regards to Estate Agent signage, she disputed that the signage was objectionable and assured the Panel that signage was kept to a high standard and erected by reputable signage firms. Directional signs which were easily visible were essential for clients searching for an address.</li> <li>• She raised the matter of frangible signs but asserted that signage had to be reasonably sturdy to withstand wind.</li> </ul>

		<ul style="list-style-type: none"> <li>• A concern was raised that there appeared, in her opinion, to be disparity when it came to signage placement and that some community event signage was not accorded the same rules as Council partnered organisations.</li> <li>• As regards to signage on trailers and/or cars, B Shepherd Wright supported the right of someone having a trailer full of wood and advertising it for sale on the side of the road.</li> <li>• B Shepherd Wright suggested that there should be a special central area set aside where community groups could advertise. She also suggested that all signage contain the contact information of the person/group who installed the sign so that any queries/conversations could be easily held, rather than the signs been taken down arbitrarily by Council staff. In that way education/guidance could be given and an agreement to the better placement of the sign.</li> <li>• B Shepherd Wright stated that signage was important to impart information and in her opinion the Bylaw should be more permissive which would open the way for discussion and education rather than being punitive.</li> </ul> <p>Concern was raised by the Panel regarding the privacy laws if Council was to require contact information on signage. Staff advised that contact information was not necessary as they could track down the owner of the sign by googling the event/organization.</p> <p>The Panel noted the point made by B Shepherd Wright regarding a more targeted consultation plan by contacting sector groups and requested staff to investigate this more fully when carrying out public consultations in the future.</p>
Brooke Wallis	Property Brokers	Did not attend the Hearing, however the Panel reviewed the submission.

Moved: Councillor Redmond

Seconded: Councillor Ward

**That** the Signage Bylaw 2019 Hearing Panel:

Considers all public submissions received, proforma, noting the decisions would be finalised at the end of the meeting.

**CARRIED**

## 5. HEARING PANEL DELIBERATIONS ON THE SIGNAGE BYLAW

The Panel gave consideration to all the points raised the submissions received as well as the concerns raised and/or suggestions offered by the three submitters who presented at the Hearing.

### **Unsafe Signage** (page 13 of the agenda)

The Panel discussed the matter of what materials were used in the making of a 'frangible' sign and where these signs should be positioned. They noted that signs on parks and reserves were not frangible. Should the Bylaw specify when a frangible sign should be used and what classified as a frangible sign. The Panel also noted that some signage was governed by the District Plan and not the Bylaw. The Panel decided that this may become too prescriptive and was better not to be included.

The Panel decided that the staff recommendation on this matter was appropriate.

**Vehicle and Trailer Signage** (page 13 of the agenda)

The Panel noted that most 'trailer' signage was situated on private land and could therefore not be governed by the Bylaw.

The Panel was in support of the staff recommendation on this matter.

**Signage Facing Council Land or Road Reserve** (page 13 of the agenda)

The Panel was in support of the staff recommendation on this section.

**Footpath Signage and Advertising** (Page 14 of the agenda)

The Panel felt it was unrealistic not to allow retailers to advertise and have appropriate displays on the footpath. They noted that at present it was the retailer's choice as to where they positioned their display/signage i.e. kerbside or against shop frontages. They acknowledged that this caused a zig-zag effect however there were pros and cons to both sites.

The Panel noted that if the displays were kerbside they could cause more danger of being blown over and into the street, causing a hazard to both pedestrians and vehicles. If sited close to the shops, it was felt, that signs would cause less distraction to drivers and be better 'weather proofed'.

The Panel discussed the suggestion by C Duke of having tactile markings on the edges of the clearway to enable the visually impaired to navigate the clearway. This was considered a good idea by the Panel but was unclear on the implementation.

The Panel also discussed the request of a 2 metre wide clearway and noted that where possible this was a good solution but also noted that not all footpaths were wide enough to accommodate this requirement. The Panel did request that footpaths width should be given more consideration in future developments.

The Panel agreed with C Duke regarding her suggested height for signs not to exceed 1 metre. Staff noted this comment and the amendment was captured to 10.4 of the revised Bylaw.

**Footpath Signage and Advertising – feather/sail/teardrop flags**

The Panel then discussed the above in regard to the material used (canvas, vinyl) for the signs, the flag supports and heights. There was discussion regarding whether the Bylaw should be more specific in this context. Staff advised that whatever was specified for main streets would have to be enforced in other areas such as the outskirts of towns. Staff noted that what may be necessary for town central would not necessarily work well for other areas.

The Panel suggested that the Bylaw could specify the requirements for flags especially those contained within the town centre which needed to accommodate foot traffic and different specifications for flags on the outskirts of towns and in rural areas.

**Footpath Signage and Advertising – poles and fountains**

Staff supported the submitter's suggestion of incorporating a reference to poles and drinking fountains as obstructions.

**Definitions** (page 16 of the agenda)

Staff had noted submitter's request for a better definition of a pedestrian and the inclusion of 'Continuous accessible path of travel' (CAPT), and subsequent amendments have been made to the revised Bylaw.

**Event Signage** (page 16 of the agenda)

The Panel discussed the suggestion of requiring contact information on event signage so as to enable staff to contact sign owners in the event of a problem with the sign or if the sign is found due to being vandalized. Staff did not think this was necessary as it was usually obvious who owned the sign.

The Panel supported the staff recommendation.

### Exemptions

The Panel supported the staff recommendation.

### Offences Breaches and Penalties (page 17 of the agenda)

The Panel agreed that education on the requirements under the Bylaw should continue. In the case of repeat offenders, they should be charged storage costs for impounded signs/goods and the dump costs if the signs/goods were not reclaimed after six months.

The Panel supported the staff recommendation.

### Purpose and Objectives

The Panel supported the staff recommendation.

### General Provisions

The Panel supported the staff recommendation.

### Real Estate Signage

The Panel believed that real estate signage should be treated as any other signage and supported the staff recommendations.

### Other amendments considered by the Panel

- The Panel was supportive of the information pamphlet on the amendments to the Bylaw being given to each business in the district with continued education regarding business owner's commitment to making their stores more accessible to all sectors of the community.
- Under the section 'Scope', page 50 in point 3.3.3 the word 'license' should be removed.
- Under 'Definitions', page 51, in the amended phrasing for CAPT, remove the word "... especially for people ..." and replace it with "...including pedestrians ...".
- Under 'General Provisions' page 53, 5.5 remove the words "... made of any material..".
- Under 'Event Signage' page 54 remove 9.6 as this is redundant.
- Under 'Footpath Signage and Advertising' page 54, 10.3 include the abbreviation 'CAPT'.
- Page 55, 10.4 ensure that 0.75 metre height is amended to 1metre.
- Under 'Signage Content' page 56, 14.1 – keep original wording and reinstate 14.2.
- Under Offences and Breaches, page 57, 17.3 include "...and/or goods ..." after "... offending signs".
- That phraseology, terms and definitions should be consistent across all Bylaws for consistency.

Moved: Councillor Redmond

Seconded: Councillor Ward

**That** the Signage Bylaw 2019 Hearing Panel:

- (a) **Adopt** the decisions made during the consideration and deliberation of the six submissions received during the public consultation for the Signage Bylaw 2012 revision.

**CARRIED**



6. **STAFF REPORT**

6.1. **Review of Signage Bylaw 2012 – Hearing of Submissions - M O’Connell – Senior Policy Analyst**

The report was taken as read.

Moved: Councillor Redmond

Seconded: Councillor Ward

**That** the Signage Bylaw 2019 Hearing Panel:

- (a) **Receives** report No 191031151268.
- (b) **Requests** staff to prepare an updated Signage Bylaw to reflect the decisions made by the Hearing Panel and a report to the Council on behalf of the Hearing Panel recommending the adoption of these changes resulting in the Signage Bylaw 2019.

**CARRIED**

CONFIRMED

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Date

**WAIMAKARIRI DISTRICT COUNCIL****REPORT FOR DECISION**

**FILE NO and TRIM NO:** RES-01-05 / 200124009215

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Grant Reburn (Parks and Recreation Operations Team Leader)

**SUBJECT:** Contract 16/51 District Parks and Reserves Maintenance – Request for Funding for 2 Year Extension of Contract

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)



Department Manager



pp Chief Executive

## 1. **SUMMARY**

- 1.1 The purpose of this report is to seek approval from the Council for a two year extension of Contract 16/51 the District Parks and Reserves Maintenance Contract with Delta Utility Services Limited.
- 1.2 The initial 3 year contract term with Delta Utility Services Limited expires on 29 February 2020. As part of the contract there is provision for a two year contract extension that can be granted at Council's discretion. Following this there is a further 2 year option by mutual agreement between Delta Utility Services and the Council up to the total 7 year contract term.

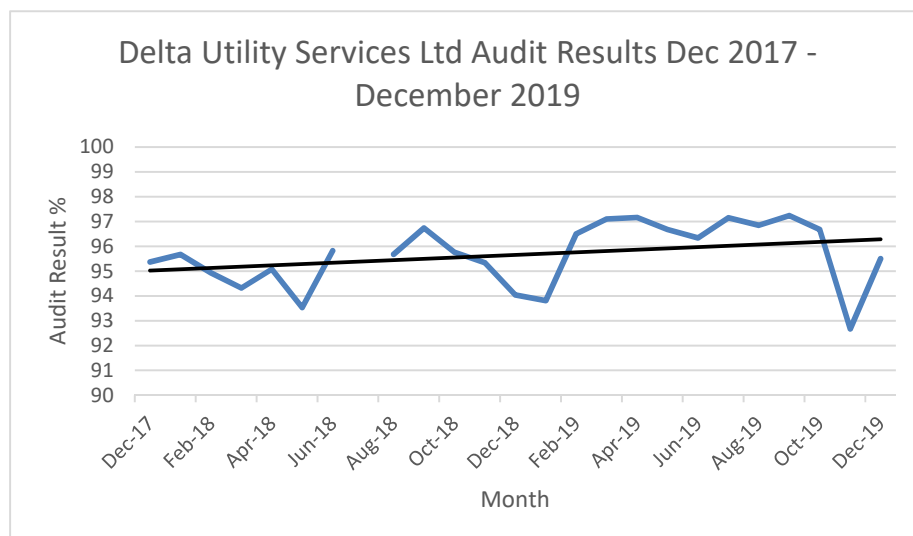
## 2. **RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No. 200124009215
- (b) **Approves** staff entering into a two extension for contract 16/51 the District Parks and Reserves Maintenance Contract with Delta Utility Services Limited.
- (c) **Notes** that the value of the contract extension will be \$3.33 Million over the two year extension period. The budget is \$3.7 Million and is therefore sufficient to cover the contract extension.
- (d) **Notes** that Delta Utility Service's audited performance was an average of 95.7 percent over the past 2 years and that 95% is the required target.
- (e) **Notes** that following a further 2 year contract extension there is an option under the contract to grant a further 2 year extension subject to mutual agreement between Council and Delta Utility Services Limited.

### 3. **BACKGROUND**

- 3.1. Delta Utility Services Ltd were successful in securing Contract 16/51 the District Parks and Reserve Maintenance Contract on 1 March 2017.
- 3.2. Delta have been audited on their work over the period of the contract on a monthly basis. A mark of 95 is required for an audit pass and shows compliance under the contract. Over the past 2 years since the mobile data capture audit system was implemented Delta scored an average mark of 95.7% which staff consider to be good performance.
- 3.3. The auditing is carried out by a Greenspace staff member who checks a minimum of 24 parks and reserves per month and scores aspects such as overall appearance, grass height, garden weeds and rubbish. There were 6 instances spread over the 2 year audit period where Delta failed their individual audits. This was mainly due to difficulty maintaining grass height during high growth periods in each year. Delta were also marked down for not adequately maintaining grass edging over several months. All defective work was rectified by Delta following each audit notification. The audit result trend is shown in the graph below.



*NB. No audit was undertaken in July 2018 due to auditor being on extended annual leave*

- 3.4. Along with monthly meetings staff have conducted annual review meetings with Delta to discuss areas of improvement and to reinforce contract standards with the contractor. After each of our annual meetings through a collaborative approach staff have noticed positive improvements in the quality of Delta's work.
- 3.5. Staff have a positive working relationship with Delta. Since the contract commenced 3 years ago Delta have shown a willingness to take on additional reserve maintenance and other work outside the contract when required. Included amongst these areas have been regeneration land, a dog park and new subdivision reserves.
- 3.6. Delta have also been open to innovation such as the use of a remote controlled mower for use on steeper banks, embracing the staff initiative of annuals giveaways as well as shared logos on vehicles. Delta are also investigating the use of electric mowers which as well as being more environmentally friendly would cause less noise nuisance for residents.

- 3.7. Many of the Delta staff live within Waimakariri District. The Delta yard along with many of their subcontractors are also located within the District.

#### 4. **ISSUES AND OPTIONS**

There are a number of options available in terms of meeting levels of service for Parks and Reserves maintenance.

##### **Option one – Extension of Contract**

Extending the contract for 2 years is the preferred option for staff. This is for the following reason:

- The contractor has performed consistently well over the last three years scoring above the required 95% on average.
- The contract was tendered three years ago with Delta Utility Services being the most cost effective at the time.
- Delta have performed well in regards to their health and safety requirements during this period.
- Delta have demonstrated an ability to be flexible in regards to variations to the contract and required innovations.

##### **Option two – Re Tender Contract**

This is not staff's preferred option and Council would still need to offer an extension of say 6 months before retendering could occur.

Given Delta's overall positive performance in meeting performance targets staff support proceeding with a 2 year extension to Delta's contract.

#### 5. **COMMUNITY VIEWS**

##### 5.1. **Groups and Organisations**

The views of groups and organisations has not been sought on this decision as it relates to an operations delivery function and there are no proposed changes to the level of service. The cost of delivery would also remain at the same level with an adjustment for any additional variations and with the Consumer Price Index applied.

##### 5.2. **Wider Community**

No consultation has been carried out with the wider community on this decision.

#### 6. **IMPLICATIONS AND RISKS**

##### 6.1. **Financial Implications**

The cost of this contract extension would be approximately \$3.33 Million dollars over 2 years and would come into effect in the current 2019/20 financial year which was anticipated. This is based on the current contract rates including approximately \$200,000 of contract variations. Any changes over the extension period would be due to additional variations or the Consumer Price Index. CPI is currently at 1.5% (Stats NZ September 2019 year).

##### 6.2. **Community Implication**

There could be community implications if this contract was not extended. There are likely to be increased costs and a period of time where the levels of service gaps may increase while an alternative delivery option is decided upon. Extending the contract would provide continual levels of service and meet community outcomes.

As mentioned previously many of the Delta staff live within the local community and their yard is located in Rangiora.

### 6.3. **Risk Management**

If the contract is not extended there would potentially be risks to the public from using Parks and Reserves facilities where maintenance levels may have dropped. If mowing frequency was affected there would potentially be increased fire risks over the summer period from long dry grass. Also the aesthetic appeal of reserve areas may potentially suffer resulting in complaints from residents.

### 6.4. **Health and Safety**

Staff work extremely closely with Delta on Health and Safety. Any Health and Safety incidents have been investigated and provided to Council for review. Health and Safety compliance audits have been carried out by staff and Delta provide a Health and Safety summary in their monthly report. Health and Safety is also on the agenda and discussed at each monthly contract meeting.

## 7. **CONTEXT**

### 7.1. **Policy**

This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

### 7.2. **Legislation**

Local Government Act.

### 7.3. **Community Outcomes**

Public spaces and facilities are plentiful, accessible and high quality.

### 7.4. **Delegations**

The Council has delegation for this level of decision.

**WAIMAKARIRI DISTRICT COUNCIL****REPORT FOR DECISION**

**FILE NO and TRIM NO:** WAT-05-19-01-01 / 200121007543

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Colin Roxburgh, Water Asset Manager

**SUBJECT:** Water Supply Advisory Groups

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)

  
Department Manager

  
pp Chief Executive

**1. SUMMARY**

- 1.1. This report is to:
- 1.1.1. Request Council's approval of the proposed terms of reference for the new Poyntzs Road - West Eyreton – Summerhill Water Supply Advisory Group.
- 1.1.2. Recommend that Council re-establish the Cust Water Supply Advisory Group, and request that Council approve the proposed terms of reference for this group.

**Poyntzs Road – West Eyreton - Summerhill**

- 1.2. At the start of the current Council term, the Council opted to form a combined Poyntzs Road - West Eyreton – Summerhill Water Supply Advisory Group. This combined group was recommended from the previously separate West Eyreton and Summerhill advisory groups. The key purpose is to represent residents' views through the proposed project to join the Poyntzs Road scheme to the West Eyreton and Summerhill scheme.
- 1.3. Terms of Reference have been drafted for this new group, which have been attached to this report.
- Cust**
- 1.4. There is a project planned for 2020/21 financial year to renew the Cust water supply headworks at the rear of the current site, increase the storage provision, and make allowance for future treatment if required.
- 1.5. Engagement is underway with a number of affected or interested parties currently regarding this project. Staff and Councillor Williams met with previous members of the Cust Water Supply Advisory Group on 21 January 2020. The group had not been active since 2012, however given the significance of the project planned for the next financial year, and the upcoming community engagement, the previous members of the group consider that the group should be re-established.
- 1.6. It is considered that the previous members of the advisory group will provide value to the decision making process, have a good understanding of the scheme history, and will help staff and elected members to engage effectively with the community. Therefore, it is

recommended that the group be re-established. Proposed terms of reference for this group have been attached to this report.

Attachments:

- i. Proposed Poyntzs Road – West Eyreton – Summerhill Water Supply Advisory Group Terms of Reference (200121007540)
- ii. Proposed Cust Water Supply Advisory Group Terms of Reference (200123008447)

## 2. **RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No. 200121007543.
- (b) **Approves** the proposed terms of reference for the Poyntzs Road – West Eyreton – Summerhill Water Supply Advisory Group.
- (c) **Notes** that 7 residents have been nominated for the Poyntzs Road – West Eyreton – Summerhill Water Supply Advisory Group, with at least one representative from each scheme, and one representative who is not currently connected to a scheme but lives on the route of the proposed new pipeline, and that one of the residents is Oxford-Ohoka Community Board member Mark Brown.
- (d) **Approves** the re-establishment of the Cust Water Supply Advisory Group.
- (e) **Appoints** Councillor \_\_\_\_\_ and Councillor \_\_\_\_\_ to act as Council representatives on the Cust Water Supply Advisory Group.
- (f) **Requests** that the Rangiora-Ashley Community Board appoint a community board member to the Cust Water Supply Advisory Group.
- (g) **Approves** the proposed terms of reference for the Cust Water Supply Advisory Group.
- (h) **Approves** staff inviting nominations for the Cust Water Supply Advisory Group from property owners connected to the Cust water supply scheme as part of the upcoming community engagement planned.
- (i) **Circulates** this report to the Rangiora-Ashley Community Board and Oxford-Ohoka Community Board for their information.

## 3. **BACKGROUND**

- 3.1. This report covers recommendations regarding two water supply advisory groups; Poyntzs Road – West Eyreton – Summerhill and Cust.

Poyntzs Road – West Eyreton - Summerhill

- 3.2. At the start of the current Council term, the Council opted to form a combined Poyntzs Road - West Eyreton – Summerhill Water Supply Advisory Group. This combined group was recommended from the previously separate West Eyreton and Summerhill advisory groups. The key purpose is to represent residents' views through the proposal to join the Poyntzs Road scheme to the West Eyreton and Summerhill scheme.
- 3.3. Councillors Williams and Mealings have been appointed as Council representatives on this group.
- 3.4. Throughout December and January, advertisements were placed in relevant papers to invite nominations to the new advisory group.

- 3.5. 7 nominations have been received. There is at least one representative from each water supply scheme that the group represents, and one nomination who is not connected to a scheme but lives on the route of the planned new pipe and therefore has an interest in a project. Overall, it is considered that a good cross section of views will be presented by the group, which will assist the Council in its decision making process.
- 3.6. It is also noted that while the Council did not explicitly require community board representation on this group, one of the nominated residents to this group is Oxford-Ohoka Community Board member Mark Brown. Therefore, the community board will be represented on this group through this channel.

#### Cust

- 3.7. There is a project planned for 2020/21 financial year to renew the Cust water supply headworks at the rear of the current site, increase the storage provision, and make allowance for future treatment if required. Further background to this project can be found in report 191031151907[v2] which was presented to the Utilities and Roading Committee in November 2019.
- 3.8. This scheme used to have a very active Water Supply Advisory Group in the early 2010's, however the group has not been active since 2012.

#### **4. ISSUES AND OPTIONS**

##### Poyntzs Road – West Eyreton - Summerhill

- 4.1. Staff are currently working with the Governance team to set a date for an initial advisory group meeting, which was pencilled in for mid-February at the time this report was being prepared.
- 4.2. It is preferable that terms of reference for this group be established prior to the initial meeting.
- 4.3. The terms of reference that have been proposed are largely based on Council's Water Supply Advisory Groups Policy (S-CP 0112), as well as taking some points from the Garrymere Water Supply Advisory Group Terms of Reference. These proposed terms of reference are attached to this report.
- 4.4. The terms of reference essentially set out the process for the establishment of the group, the processes for meetings, and give the group direction in the form of roles and responsibilities.

#### Cust

- 4.5. Engagement is underway with a number of affected or interested parties currently regarding the Cust headworks renewal project.
- 4.6. Staff and Councillor Williams met with previous members of the Cust Water Supply Advisory Group on 21 January 2020.
- 4.7. Four of the previous group members attended this meeting, and constructive discussions were held regarding the project. The previous group members expressed an interest in the advisory group being formally re-established so that they could be involved in the headworks renewal project, but also increase their level of involvement in the scheme overall going forward.



- 4.8. It is considered that the previous members of the advisory group will provide value to the decision making process, have a good understanding of the scheme history, and will help staff and elected members to engage effectively with the community. Therefore, it is recommended that the group be re-established. Proposed terms of reference for this group have been attached to this report as well.
- 4.9. While the four previous group members expressed an interest to become members of the re-established group, there is a need to open the invitation up to the wider community.
- 4.10. There is a plan to engage with the wider community in the near future on the headworks renewal project. The proposal is to post a letter to all property owners on the scheme, hold a public meeting, and receive submissions from residents on the proposal. It is recommended that applications to the advisory group be invited as part of the letter that goes out for the above process.
- 4.11. If the above process is approved, the members of the advisory group can be formally confirmed and meet following the initial public engagement process. The group can then review submissions from residents, and make a recommendation to Council on the way forward. This is the process that was discussed and agreed with the previous advisory group members, approximately in line with the timetable below:

*Table 1: Cust Community Engagement Plan*

<b>Date</b>	<b>Group</b>	<b>Notes</b>
21 January 2020	Cust WSAG	Feedback was obtained from group, who are supportive of the Council engagement plan, and who recommended re-establishing the advisory group.
27 January 2020	Cust Community Network	Seek views from this group on impacts and coordination with school, fire service, and amenity value, aesthetics, and general community views.
12 February 2020	Rangiora Ashley Community Board	Inform RACB of views of WSAG and CCN, and seek approval to engage with wider community
March 2020	Wider Community	Send letter to residents connected to the scheme to inform of the project, hold public meeting to inform them and answer questions, and request any feedback, and invite any nominations to Cust WSAG.
April 2020	Cust WSAG	Report the feedback from the community and seek recommendation on way forward.
May 2020	RACB	Pass on recommendations from above, and seek recommendation from RACB to Council
June 2020	Council	Final decision on whether to proceed with proposal.

- 4.12. The Management Team have reviewed this report and support the recommendations.

## 5. **COMMUNITY VIEWS**

### 5.1. **Groups and Organisations**

5.2. The Rangiora-Ashley Community Board and Oxford-Ohoka Community Boards have been involved in the Poyntzs Road project to approve the consultation documentation prior to this report.

5.3. The Rangiora-Ashley Community Board will be involved in the Cust Headworks Renewal project in accordance with the Community Engagement Plan in Table 1. As part of the recommendations of this report, it is requested that the Rangiora-Ashley Community Board assign a member to the Cust WSAG. This will provide representation for the board on this group, as well as the Council appointing two Councillors to the group.

### 5.4. **Wider Community**

5.5. For the Poyntzs Road source upgrade project, consultation material has been prepared and approved to submit to the Poyntzs Road, Summerhill and West Eyreton residents. This is planned to occur in March. This process will involve a public meeting.

5.6. For the Cust project, information will be distributed to all residents on the Cust scheme. This will also involve a public meeting, and is also scheduled to occur in March, subject to a suitable date being able to be found with all relevant parties.

## 6. **IMPLICATIONS AND RISKS**

### 6.1. **Financial Implications**

6.2. The financial implications of the Cust Headworks Renewal project are outlined in report 191031151907.

6.3. The Poyntzs Road project financial implications have been reported in report 190820116633[v2].

### 6.4. **Community Implications**

6.5. The Cust project will offer benefits to the community in terms of improved safety of the water, and a reduced chance of a water outage due to a lack of storage at the headworks.

6.6. The Poyntzs Road project will offer benefits to the community in terms of improved water safety for this community. The funding models presented also offer an opportunity for a reduction in rates to the West Eyreton and Summerhill schemes.

### 6.7. **Risk Management**

6.8. As noted in the previous reports, the following risks are intended to be addressed by the proposed projects:

6.8.1. At Cust there is a risk of a loss of supply during a high demand day, during a fire event, or as a result of an issue with the supply pipeline or well. The proposed project will increase the storage, and reduce the likelihood of one of these events. It will also improve the security of the headworks which is showing signs of deterioration, and will reduce the likelihood of contamination occurring.

6.8.2. In Poyntzs Road there is a risk associated with the supply not having any treatment for protozoa, and also a risk that nitrate levels will increase to above the maximum acceptable value in the Drinking-water Standards for New Zealand. The proposed joining to West Eyreton will address these risks.

6.9. The advisory groups will assist Council in addressing these risks.

6.10. **Health and Safety**

6.11. Council's Health and Safety management systems will be employed during the design and construction phases of the works covered by this report.

**7. CONTEXT**

7.1. **Policy**

The terms of reference that have been proposed are largely based on Council's Water Supply Advisory Groups Policy (S-CP 0112), as well as taking some points from the Garrymere Water Supply Advisory Group Terms of Reference.

7.2. **Legislation**

The Health (Drinking Water) Amendment Act is relevant in this matter.

7.3. **Community Outcomes**

This project is related to the following community outcomes:

- There are wide ranging opportunities for people to contribute to the decision making that effects our District.
- Core utility services are provided in a timely and sustainable manner.

7.4. **Delegations**

The Council has the authority to approve the formation of advisory groups, and to set terms of reference for groups.

## **Waimakariri District Council**

### **Poyntzs Road - West Eyreton - Summerhill Water Supply Advisory Group - Terms of Reference**

The terms of reference below have been prepared generally in accordance with Policy S-CP 0112 "Water Supply Advisory Groups".

#### **1 ESTABLISHMENT**

- 1.1 The term of office of members of an advisory group shall be three years to coincide with the three year term of Council.
- 1.2 At the initial establishment of the advisory group, and thereafter following election of the Council, invitations for membership may be given by public advertisement in newspapers circulating in the District.
- 1.3 Members of the advisory groups are eligible for re-appointment.
- 1.4 The preferred range is 4-8 members although there is no set minimum or maximum membership number.
- 1.5 If a greater number than 8 residents apply for membership, then either they will all be appointed, or a postal ballot of the consumers will be taken, or a public meeting and election may be held. The postal ballot will be based on one voting paper per connected dwelling. The public meeting election will be based on one vote per water supply rate payer present at the meeting.
- 1.6 The decision on which process will be used will be at the discretion of the Chief Executive.
- 1.7 At least one Councillor and one Community Board member, or two Councillors, shall be appointed to the group.
- 1.8 The advisory group shall elect its chair and deputy chair at the initial meeting.
- 1.9 The advisory group may recommend to the Council that it has completed its task, or has no further advisory function, and should be disbanded.
- 1.10 At the beginning of each new Council term, the incoming Council shall decide whether to re-establish the group, or discontinue it.

#### **2 MEETINGS**

- 2.1 Meetings of the advisory group shall be held at least quarterly.
- 2.2 Meetings shall be publicly notified via the Council's website, and agendas shall be made available one week before the meeting date.
- 2.3 Any person who is a resident / ratepayer of the schemes the group is representing shall be entitled to attend the meetings, but shall not be entitled to speak or vote on any matters.

2.4 Those elected to the group shall be expected to attend the meetings.

### **3 ROLE AND RESPONSIBILITIES**

3.1 The role of the advisory group is to provide:

- A liaison role between the Council and the local community.
- Guidance to the Council on views of the local community relating to the respective water supply schemes.
- Input, advice and recommendations to the staff, and/or the Council, on the proposal to join the Poyntzs Road scheme to the West Eyreton and Summerhill schemes as a means of upgrading the Poyntzs Road scheme to achieve compliance with the Drinking-water Standards for New Zealand.
- Representation and acting as an advocate for the collective interests of the three relevant schemes' members.
- Any other relevant functions as the Waimakariri District Council may delegate to the Advisory Group.

### **4 DELEGATIONS**

4.1 The advisory group shall have no formal delegations.

### **5 FINANCE**

5.1 The Council shall cover costs for hall hire and incidental expenses to facilitate the meetings for the group.

### **6 ADMINISTRATION AND REPORTING**

6.1 The advisory group shall report back to Council by June 2020 to recommend a pathway forward for the proposed upgrade project, following the community consultation in early 2020.

6.2 The advisory group will be supported by Council staff, including preparing agendas in conjunction with the Chair and keeping minutes of all meetings.

6.3 The Council provided secretary will be responsible for forwarding a copy of the group's minutes to the Council and liaising with relevant Council staff on the board's recommendations.

# Waimakariri District Council

## Cust Water Supply Advisory Group - Terms of Reference

The terms of reference below have been prepared generally in accordance with Policy S-CP 0112 "Water Supply Advisory Groups".

### **1 ESTABLISHMENT**

- 1.1 The term of office of members of an advisory group shall be three years to coincide with the three year term of Council.
- 1.2 At the initial establishment of the advisory group, and thereafter following election of the Council, invitations for membership may be given by public advertisement in newspapers circulating in the District, or by posting a letter to scheme members.
- 1.3 Members of the advisory groups are eligible for re-appointment.
- 1.4 The preferred range is 4-8 members although there is no set minimum or maximum membership number.
- 1.5 If a greater number than 8 residents apply for membership, then either they will all be appointed, or a postal ballot of the consumers will be taken, or a public meeting and election may be held. The postal ballot will be based on one voting paper per connected dwelling. The public meeting election will be based on one vote per water supply rate payer present at the meeting.
- 1.6 The decision on which process will be used will be at the discretion of the Chief Executive.
- 1.7 There shall be at least three elected members appointed to the group; including at least one Councillor and one member of the relevant Community Board.
- 1.8 The advisory group shall elect its chair and deputy chair at the initial meeting.
- 1.9 The advisory group may recommend to the Council that it has completed its task, or has no further advisory function, and should be disbanded.
- 1.10 At the beginning of each new Council term, the incoming Council shall decide whether to re-establish the group, or discontinue it.

### **2 MEETINGS**

- 2.1 Meetings of the advisory group shall be held at least quarterly.
- 2.2 Meetings shall be publicly notified via the Council's website, and agendas shall be made available one week before the meeting date.

2.3 Any person who is a resident / ratepayer of the schemes the group is representing shall be entitled to attend the meetings, but shall not be entitled to speak or vote on any matters.

2.4 Those elected to the group shall be expected to attend the meetings.

### **3 ROLE AND RESPONSIBILITIES**

3.1 The role of the advisory group is to provide:

- A liaison role between the Council and the local community.
- Guidance to the Council on views of the local community relating to the respective water supply schemes.
- Input, advice and recommendations to the staff, and/or the Council, on the proposal to renew the Cust water supply headworks and increase the storage at the site, and make provision for potential future treatment requirements.
- Representation and acting as an advocate for the collective interests of the scheme's members.
- Any other relevant functions as the Waimakariri District Council may delegate to the Advisory Group.

### **4 DELEGATIONS**

4.1 The advisory group shall have no formal delegations.

### **5 FINANCE**

5.1 The Council shall cover costs for hall hire and incidental expenses to facilitate the meetings for the group.

### **6 ADMINISTRATION AND REPORTING**

6.1 The advisory group shall report back to Council by June 2020 to recommend a pathway forward for the proposed upgrade project, following the community consultation in early 2020.

6.2 The advisory group will be supported by Council staff, including preparing agendas in conjunction with the Chair and keeping minutes of all meetings.

6.3 The Council provided secretary will be responsible for forwarding a copy of the group's minutes to the Council and liaising with relevant Council staff on the board's recommendations.

**WAIMAKARIRI DISTRICT COUNCIL**

**REPORT FOR DECISION**

**FILE NO and TRIM NO:** EXT-30 / 200123008520

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Geoff Meadows – Policy Manager

**SUBJECT:** Fire and Emergency New Zealand (FENZ) Funding Review

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)

  
Department Manager

  
pp Chief Executive

**1. SUMMARY**

- 1.1 The purpose of this report is to obtain Council approval on a draft submission to the Department of Internal Affairs on the Fire and Emergency New Zealand (FENZ) Funding Review Consultation Document.
- 1.2 The Consultation Document was released on \*\* with a closing date for submissions on 5 February 2020.
- 1.3 Staff prepared the attached draft submission (TRIM 200122008337) in response to the Discussion Document.

**Attachments:**

- i. Draft submission to the Department of Internal Affairs on the Fire and Emergency New Zealand (FENZ) Funding Review Discussion Document (TRIM 200122008337)

**2. RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report no. 200123008520
- (b) **Approves** the Draft submission to the Department of Internal Affairs on the Fire and Emergency New Zealand (FENZ) Funding Review Discussion Document (TRIM 200122008337).

**3. BACKGROUND**

- 3.1 The Department of Internal Affairs is conducting a review of the funding arrangements for Fire and Emergency New Zealand (FENZ). The key choice is between the current insurance-based model, or to move to a system based on property ownership.
- 3.2 Options in the Consultation Document (submissions close on 5 February 2020) include:
  - Insurance-based approach - a levy charged on the value of the property insured (status quo);
  - Property based approach – a charge based on property data held by local government;



- Property and use-based approach – a charge based on property data held by local government, alongside considering how property is used.

3.3 If funding is moved away from the current insurance-based model, the levy would be collected alongside rates, or via a purpose-built central collection agency using local government information.

#### **4. ISSUES AND OPTIONS**

- 4.1. The attached draft submission points out that from the infographic provided in the Discussion Document, some 6.5% (5,200) incidents were attended by FENZ in 2018/19 for structure fires, and 12.5% (10,000) for motor vehicle incidents. This highlights that FENZ provides an essential service to a broad cross-section of the New Zealand public, not just to property owners and vehicle owners.
- 4.2. The attached draft submission points out that the 11,800 volunteers in rural and small town fire units are making a significant contribution to national well-being, and that there is a danger of having two tiers of FENZ employees, dividing volunteers in rural and remote New Zealand from urban-based career professionals.
- 4.3. The draft submission makes the point that any reliance on local government either for the collection of a levy alongside rates, or obtaining property information, is not cost-neutral.
- 4.4. The Management Team have reviewed this report and support the recommendations.

#### **5. COMMUNITY VIEWS**

##### **5.1. Groups and Organisations**

- 5.1.1. Groups and Organisations have the opportunity to submit to the Department of Internal Affairs on the Discussion Document.

##### **5.2. Wider Community**

- 5.2.1. The Discussion Document is a method of gleaning community views.

#### **6. IMPLICATIONS AND RISKS**

##### **6.1. Financial Implications**

- 6.1.1. Per point 4.3 above.

##### **6.2. Community Implication**

- 6.2.1. The public will not be able to easily differentiate a FENZ levy from their local government rates if the proposal to collect the levy alongside rates proceeds.

##### **6.3. Risk Management**

- 6.3.1. There is a significant risk that the funding review will conclude that local government will be required to collect the levy alongside rates. This will be an unfunded mandate.

##### **6.4. Health and Safety**

- 6.4.1. There are no specific Health and Safety Risks associated with the funding review.

## **7. CONTEXT**

### **7.1. Policy**

7.1.1. This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

### **7.2. Legislation**

7.2.1. *Fire and Emergency New Zealand Act 2017.*

### **7.3. Community Outcomes**

There are wide ranging opportunities for people to contribute the decision making that effects our District.

### **7.4. Delegations**

Council has the delegation to approve submissions.

Geoff Meadows, Policy Manager

**Submission to the  
Department of Internal Affairs  
In the matter of the  
*Fire and Emergency New Zealand Funding Review***

**Submission by  
Waimakariri District Council**

4 February 2020  
Person for Contact: Geoff Meadows, Policy Manager



## 1 Introduction

The Waimakariri District Council welcomes the opportunity to comment of the Fire and Emergency New Zealand (FENZ) Funding Review Consultation Document.

This Council supports the examination of funding alternatives to see if there are more suitable options for funding FENZ than the current levy on property insurance. However the options canvassed in the Discussion Document are not broad enough, and do not include feasible options that include central government funding, and do not recognize the significant contribution to the national accounts provided by some 11,800 volunteers serving small and rural communities.

The recent Productivity Commission Inquiry into Local Government Funding and Financing once again emphasised (the matter had been raised in previous Productivity Commission Inquiries) that the Crown should pay its way, and not transfer unfunded mandates to local government. The proposals in the FENZ Funding Review Discussion Document, to move to a system based on property ownership, would seem to heavily rely on local government support either through collection alongside rates, or reliance on property data held by local authorities.

Specific points of submission in response to the Discussion Document are as follows.

## 2 Points of submission

### *Broader, High-level Options*

The Consultation Document is limited in its scope by confining options and alternative sources of funding FENZ to the collection of a levy. Whether the levy is insurance-based or property-based, or expanded to be included as part of vehicle registrations and Road User Charges, sidesteps the fundamental issue that the revenue collected through income taxes and goods and services tax are not in scope. These central government revenue streams have not been considered historically because of the reliance on insurance-based levies, however a first-principles review should not avoid these options, particularly now that FENZ is a single central government entity.

In this context, the role of volunteerism, particularly with respect to the thousands of volunteer fire units in rural and remote New Zealand, needs to be considered as part of FENZ's role as a single entity. Most volunteer fire brigades are forced to spend time fund-raising to secure the provision of basic services, and there is a danger of a two-tiered division of professional career firefighters and volunteers.

This Council agrees with the statement in the Discussion Document (page 7) that "levy systems can be complex to administer". Given these complexities, the scope of the FENZ Funding Review is too narrow, and FENZ funding options should include receiving funding from general taxation, since there are a much broader range of beneficiaries than just property owners and motor vehicle owners. Because FENZ provides a broad benefit to the whole population of New Zealand, a broad revenue base should be considered.

### *Current Transitional Funding Model*

The transitional funding model in operation until 2024 still carries with it the limitations of an insurance-based levy, and it is pleasing to see the acknowledgement in the Discussion Document (page 8) that this model was never intended to be long term. This further underscores the need for a first-principles review of funding options.

It is important that the Crown pays its way and does not lean on local government to either collect levies alongside rates or rely on property data bases held by local authorities. Neither of these options are cost neutral for local government.

#### *Total Incidents Attended*

From the infographic provided on page 11 of the Consultation Document it would seem that of the nearly 80,000 incidents attended by FENZ in 2018/19, only 6.5 % (5,202) were from property-based structure fires. The 4,416 incidents attended as vegetation fires gives no information about how many of these were on private property, and how many vegetation fires were on the public land estate. From these figures provided in the Discussion Document it would seem to be inequitable to base a levy system on either an insurance or property-based model. Clearly, property owners are not the biggest beneficiaries of FENZ services.

Similarly nearly 10,000 motor vehicle incidents attended are not a large percentage of the 80,000 incidents attended in 2018/19, and so vehicle owners are also not the biggest beneficiaries of FENZ services. The figures as presented in the Discussion Document call for a broad-based taxation base for FENZ funding, to be drawn from the broader New Zealand public.

#### *Other Potential Sources of Funding*

The statement on page 15 that “local authorities could provide some direct support to reflect Fire and Emergency’s wider benefits for local communities” does not take into account the imposition of yet another unfunded mandate from central government. As pointed out above, even a so called “in-kind” contribution of collecting the levy on FENZ’s behalf is not cost neutral.

This Council does not support this levy being collected alongside rates, as this will simply be seen as a rates-rise by residents, and confused with local government service delivery. Central government need to be fully transparent that they are collecting the money for a national purpose, and there is already confusion about what FENZ are responsible for in this District.

#### *Rating Categories and Collection Issues*

Reference is made to the submission from SOLGM which points out that striking a levy on the valuation of properties is not practicable, because rating valuations must be undertaken in accordance with the Rating Valuation Rules which specify a set of codes for different types of property use. In addition, Central Government should not presume that any collection of a levy, or information requirements placed on Territorial Authorities, will be provided free of charge

Thank you for the opportunity to comment on the FENZ Funding Review Discussion Document.



**WAIMAKARIRI DISTRICT COUNCIL****REPORT FOR DECISION**

**FILE NO and TRIM NO:** SHW-23 / 200122007672


**REPORT TO:** Council

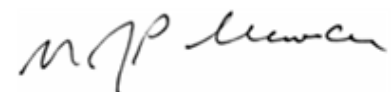
**DATE OF MEETING:** 4 February 2020

**FROM:** Mike O'Connell, Senior Policy Analyst  
Kitty Waghorn, Solid Waste Asset Manager

**SUBJECT:** Council Submission – Reducing Waste: A More Effective Landfill Levy

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)

  
 \_\_\_\_\_  
 Department Manager

  
 \_\_\_\_\_  
 pp Chief Executive
**1. SUMMARY**

- 1.1 The purpose of this report is to obtain the Council's retrospective approval of the draft Council submission to the Ministry for the Environment on the *Reducing waste: a more effective landfill levy* discussion document.
- 1.2 The Government is seeking feedback on its proposal to increase the levy for municipal landfills (those that take household waste), apply the levy to all types of landfill (except cleanfills and farm dumps) and apply the levy at different rates for different landfill types.
- 1.3 The proposal is to progressively increase the levy rate for municipal landfills (those that take household waste) from the current \$10/tonne to \$50 or \$60/tonne by mid-2023.
- 1.4 On 27 November 2019, the Council was notified that the Minister for the Environment had announced public consultation on its proposals to expand the national landfill levy scheme. Consultation formally closes on Monday 3 February 2020.
- 1.5 A memo for discussion was circulated to the Solid & Hazardous Waste Working Party (SHWPP) in December outlining the issues and options for the proposed waste levy increases. Staff had also proposed recommendations in response to 16 questions posed as part of the consultation process.
- 1.6 The SHWPP met with staff on Monday 27 January and were unanimous in their support for submitting the Council's views so to meet the deadline. Their main points were to support a lower levy increase than was presented in the options, and to request that any levy increases be carried out over a longer period (8 to 10 years).

**Attachments:**

- i. Staff memo to the SHWPP (No. 191210174341)
- ii. Council submission to *Reducing waste: a more effective landfill levy* (No. 200122008175)

## 2. RECOMMENDATION

THAT the Council:

- (a) **Receives** report No. 200122007672.
- (b) **Approves** retrospectively sending the Council submission (No. 200122008175) to the Ministry for the Environment on *Reducing waste: a more effective landfill levy*.

## 3. BACKGROUND

- 3.1 The Government is proposing to increase the levy for municipal landfills, apply the levy to all types of landfill (except cleanfills and farm dumps) and apply the levy at different rates for different landfill types.
- 3.2 All of the revenue from the landfill levy will get used for waste minimisation. It has been stated that half of the levy income will go to local councils to fund the resource recovery and other infrastructure their communities want. The other half will go to the Waste Minimisation Fund, which is contestable, which provides grants to support businesses and community organisations in undertaking projects that will reduce waste.
- 3.3 Council has to date made related submissions, on plastic bags in 2018, and product stewardship in 2019.

## 4. ISSUES AND OPTIONS

- 4.1. Levy rates proposed are considered high enough to provide incentives and price signals to divert waste from landfill and increase sufficient revenue to invest in a wider range of waste minimisation initiatives. The proposed rates are also not set so high as to create undue incentives for illegal waste disposal.
- 4.2. A progressive increase will bring consistency across the sector by expanding the landfill levy to cover all landfill types including industrial monofills, construction and demolition fills, managed and controlled fill sites at a proposed rate of \$10 or \$20 per tonne depending on the type of landfill. The proposals do not apply to cleanfills or farm dumps.
- 4.3. The Council seeks clarification from the Ministry for the Environment on a number of issue relating to the proposals, in particular how or if levy funds can be utilised, for example, the funding of operational costs that relate to diversion activities and services in order to reduce the level of rates funding.
- 4.4. Question 13 in the consultation document poses 'what if the *Waste Minimisation Act 2008* were to be reviewed?' There may be opportunities to: amend the purposes for which levy revenue can be used, reassign the hypothecation of the funds (currently specified that it will be used to promote or achieve waste minimisation), alter the process by which funding decisions are made, and to realise energy generation opportunities from waste resources.
- 4.5. The SHWWP met on 27 January to discuss the draft responses, as outlined in the attached memo. Their comments have been incorporated into the final submission, and have been approved by Cr. Brine as the Solid Waste Portfolio Holder and Chair of the working party.
- 4.6. The members requested that staff include information about how Canterbury was approaching waste minimisation as a region in the preamble of the submission, and request for the Ministry of the Environment to work more closely with Councils in the lead up to any policy, regulation and legislation changes that would impact on our waste services and costs to our ratepayers. They also requested staff to submit for a lower level of increase, over a longer timeframe than three years.



4.7. The Management Team have reviewed this report and support the recommendations.

## 5. **COMMUNITY VIEWS**

### 5.1. **Groups and Organisations**

Views from groups and organisations have not been sought in preparing this report.

### 5.2. **Wider Community**

Community views have not been sought in preparing this report, however, the Waste Management and Minimisation Plan was consulted on and adopted in 2017

## 6. **IMPLICATIONS AND RISKS**

### 6.1. **Financial Implications**

The landfill levy is collected at Council landfills and is passed on to customers as the gate charges for rubbish disposal includes the \$10.00/tonne landfill levy. Gate charges will have to be increased in order to recover the levy as it is progressively increased from \$10/tonne to \$50 or \$60/tonne, dependent on the final option. The quoted levy charges exclude GST, therefore at the gate customers are currently charged \$11.50/tonne, and the proposal would see them paying \$57.50 or \$69/tonne.

WDC cleanfill sites may be classified as Class 2 because other materials (concrete, cured asphalt) as well as natural materials are accepted, or as Class 4 (a controlled or managed fill). A \$10 or \$20/tonne levy would be applied to Class 2 sites as from 1 July 2021, increasing to \$20 by July 2023, under all of the proposed options. This would impact on the management and potentially on usage of WDC cleanfill sites. Class 4 sites would have a \$10/tonne levy imposed on them from 2023, and if our cleanfill sites were to be in this category there would be sufficient time to implement more robust waste tracking and reporting systems prior to the levy being imposed at the site.

Estimates of the impacts of the levy increases of each option on gate charges for rubbish and cleanfill & hardfill disposal, rates for kerbside rubbish collection, and rubbish bag charges from 2020/21 to 2023/24, are detailed in the memo to the SHWWP (Attachment i).

The SHWWP considered that increasing the levy from \$10/tonne to \$50 or \$60/tonne within 3 years would be too short a timeframe for our community, and requested that staff include comments reflecting that and a suggestion that the levy increase be lower and that the timeframe for increases be extended to eight or ten years. This would better fit within our Long Term Plan timelines.

They supported that remediation sites, subdivision and development works should not be subject to a levy. An example was given of the development on Flaxton/Fernside Road corner on which the developer is using crushed concrete from a demolition site to build a building platform.

Their concerns about the need for a longer lead-in time for increases will also be incorporated into responses to questions 7 and 9 in the consultation document.

### 6.2. **Community Implications**

The community will be able to express their views on landfill levies in the upcoming Long Term Plan and also when the Waste Management and Minimisation Plan is next reviewed.

The consultation is currently out for public consultation, and any member of our community can express their views directly to the Ministry for the Environment.

### 6.3. Risk Management

Staff have taken feedback from the Solid & Hazardous Waste Working Party around some of the risks they consider need to be addressed, and this has been incorporated in the submission. The risks raised were primarily around:

- The lack of responsibility placed on importers to better manage the waste streams arising from their products and packaging (e.g. unrecyclable plastics, unrepairable products, polystyrene packaging) which impacts on Council costs and operations and rates charges;
- The need for Councils to consult with our communities before, and allow time for people and businesses to prepare for, disposal cost increases, and a suggestion that the implementation time for increasing the levy be increased from the proposed 3 years to 6, 8 or 10 years;
- Concerns around an increase in illegal dumping caused by a disposal price increase and how this could be managed and funded.

### 6.4. Health and Safety

There are no perceived health and safety issues in making this submission.

## 7. CONTEXT

### 7.1. Policy

This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

### 7.2. Legislation

*Waste Minimisation Act 2008*, Part 3 (Sections 26 – 41A).

### 7.3. Community Outcomes

There is a safe environment for all: harm to people from natural and manmade hazards is minimised.

Core utility services are provided in a timely, sustainable and affordable manner: Waste recycling and re-use of solid waste is encouraged and residues are managed so that they minimise harm to the environment.

### 7.4. Delegations

None required.

**WAIMAKARIRI DISTRICT COUNCIL****MEMO**

**FILE NO AND TRIM NO:** SHW-15 / 191210174341

**DATE:** 12 December 2019

**MEMO TO:** Solid & Hazardous Waste Working Party

**FROM:** Kitty Waghorn, Solid Waste Asset Manager

**SUBJECT:** Landfill Levy Consultation: Closes 3 February 2020

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This memo is to provide the Solid & Hazardous Waste Working Party with information about the Landfill Levy Consultation announced by the Ministry for the Environment on 27 November 2019, and advise them of potential impacts – both positive and negative – from an increase to the landfill levy.

We are also seeking your input into the submission that staff are preparing: our next Council meeting is 4 February 2020, which is after the closing date of 3 February, therefore staff will not be able to bring the submission to Council or the Solid & Hazardous Waste Working Party for their approval prior to the consultation closing.

**Landfill Levy Consultation Background**

The landfill levy is one of the most effective tools the Government has to help encourage behaviour change. The Government is proposing to increase the levy and apply it to more landfill types and are asking for feedback on the four options they are consulting on.

Increasing the cost of disposal will ensure that the costs for diversion are lower than the costs for disposal of materials at landfill. This is expected to create jobs in the reprocessing industry and enable the recover more materials in New Zealand, with the result that our economy becomes more efficient and we will be less reliant on overseas recycling markets.

*The summary consultation document is attached.* The full document and information about the consultation, is available on-line at <https://www.mfe.govt.nz/consultations/landfill-levy>

The Ministry is also hosting webinars about the proposals, and staff have registered to attend two of these webinars:

- 12 December from 11:30am to 1:00pm for Businesses and Industry; and
- 17 December 11:30am to 2:00pm for Construction and Demolition.

**Proposal**

The proposal is to progressively increase the levy rate for municipal landfills (those that take household waste) from the current \$10 per tonne to \$50 or \$60 per tonne by mid-2023, and to even the playing field by expanding the landfill levy to cover all landfill types including industrial monofills, construction and demolition fills, managed and controlled fill sites (but not cleanfills or farm dumps) at a proposed rate of \$10 or \$20 per tonne depending on the type of landfill.

All of the revenue from the landfill levy will get used for waste minimisation. It has been stated that half of the levy income will go to local councils to fund the resource recovery and other infrastructure their communities want. The other half will go to the Waste Minimisation Fund, which is contestable, which provides grants to support businesses and community organisations in undertaking projects that will reduce waste.

## Options

The four options being considered are tabulated below:

Landfill types	<b>A</b> Increase then expand	<b>B</b> Expand then increase	<b>C</b> Expand then increase	<b>D</b> Expand then higher increase
Municipal landfills (class 1)	\$20 1 July 2020 \$30 1 July 2021 \$50 1 July 2022	\$20 1 July 2021 \$30 1 July 2022 \$50 1 July 2023	\$30 1 July 2022 \$50 1 July 2023	\$30 1 July 2022 \$60 1 July 2023
Industrial landfills (class 1)	\$20 1 July 2021	\$20 1 July 2021	\$10 1 July 2021 \$20 1 July 2023	\$10 1 July 2021 \$20 1 July 2022
Construction and demolition fills (class 2)				
Contaminated soils and inert materials (managed and controlled fill sites; class 3 & 4)	\$10 1 July 2023	\$10 1 July 2023	\$10 1 July 2023	\$10 1 July 2023

## Levy Investment Plan

It is proposed to develop an investment plan, which will become an update of the NZ Waste Strategy: this will be aligned with what is currently permitted under the Waste Minimisation Act (WMA). This will guide government decisions on the WMF, and on other waste minimisation projects. This plan will inform Councils WMMPs. The assessment and eligibility criteria for the contestable WMF will be updated, if necessary, after the investment plan is developed.

If the WMA is reviewed in the future, there may be opportunities to amend the purposes for which levy revenue can be used, the hypothecation of the funds (currently specified that it will be used to promote or achieve waste minimisation), and the process by which funding decisions are made.

## Impacts of Increase to Landfill Levy

1. Increase in Disposal costs (rubbish and hardfill)
  - a. The landfill levy is collected at landfill and is passed on to our customers as the gate charges for rubbish disposal include the \$10.00/tonne (\$11.50/t including GST) landfill levy. We will have to increase our gate charges in order to recover the levy as it is progressively increased from \$11.50/tonne to \$57.50 or \$69.00/tonne, dependent on the final option.
  - b. Our cleanfill sites are classified as Class 2 because we accept other materials (concrete, cured asphalt) as well as natural materials. A \$10 or \$20/tonne (excluding GST) levy would be applied as from 1 July 2021, and increasing to \$20 by July 2023, under all of the proposed options. This will impact on the management and potentially on usage of our cleanfill sites.
  - c. We charge an additional \$9/m<sup>3</sup> hardfill charge on non-natural materials such as concrete, bricks etc. This was initially charged when Christchurch City Council imposed a levy at the commercial cleanfill sites in the City, in order to stop contractors coming from Christchurch to dump hard fill in Waimakariri owing to the difference in costs. The hardfill charge has been retained to provide some encouragement for contractors to divert these materials from the pit through re-use.
  - d. The current rubbish disposal gate charge is \$266.30/tonne: the draft Annual Plan budgets were initially prepared on the basis of retaining this charge. We propose to increase the cleanfill charges from \$92 to \$94/tonne, \$27 to \$30/m<sup>3</sup> for cleanfill and \$37.35 to \$40.35/m<sup>3</sup> for hardfill in 2020/21. The volumes of cleanfill and hardfill being disposed of have reduced therefore the per-volume charge has to be increased to fund the mostly fixed operating costs.
  - e. Estimates of the impacts of the levy increases of each option on gate charges for rubbish and cleanfill & hardfill disposal, rates for kerbside rubbish collection, and rubbish bag charges from 2020/21 to 2023/24, are tabulated overleaf in **Table 1**.

Table 1: Estimated impacts of levy increase options on solid waste budget costs

Year		2019/20	2020/21	2021/22	2022/23	2023/24
Draft AP	<b>Landfill Levy</b>	\$10/t	\$10/t	\$10/t	\$10/t	\$10/t
	Rubbish Disposal	\$266.30	\$266.30	\$270.29	\$274.33	\$278.47
	Discounted Disposal	\$231.90	\$231.90	\$235.89	\$239.93	\$244.08
	Rubbish Rate 80L	\$95	\$97	\$97	\$97	\$97
	Rubbish Rate 140L	\$125	\$127	\$127	\$127	\$127
	Bag charge	\$3.00	\$3.20	\$3.30	\$3.40	\$3.40
	<b>C&amp;D Charge</b>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>
	Hardfill RRP	\$92/t	\$94/t	\$96/t	\$100.46/t	\$102.78/t
	Cleanfill at Pit	\$27.00/m <sup>3</sup>	\$30.00/m <sup>3</sup>	\$30.69/m <sup>3</sup>	\$31.40/m <sup>3</sup>	\$32.12/m <sup>3</sup>
Hardfill at Pit	\$37.35/m <sup>3</sup>	\$40.35/m <sup>3</sup>	\$41.04/m <sup>3</sup>	\$41.75/m <sup>3</sup>	\$42.47/m <sup>3</sup>	
Option A	<b>Landfill Levy</b>	\$10/t	\$20/t	\$30/t	\$50/t	\$50/t
	Rubbish Disposal	\$266.30	\$277.80	\$293.29	\$320.33	\$324.47
	Discounted Disposal	\$231.90	\$243.40	\$258.89	\$285.93	\$290.08
	Rubbish Rate 80L	\$95	\$100	\$103	\$106	\$106
	Rubbish Rate 140L	\$125	\$130	\$133	\$136	\$136
	Bag charge	\$3.00	\$3.30	\$3.50	\$3.70	\$3.70
	<b>C&amp;D Levy*</b>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$20	\$20	\$20
	Hardfill RRP	\$92/t	\$94/t	\$119/t	\$123.46	\$125.78/t/t
	Cleanfill at Pit	\$27.00/m <sup>3</sup>	\$30.00/m <sup>3</sup>	\$30.69/m <sup>3</sup>	\$31.40/m <sup>3</sup>	\$32.12/m <sup>3</sup>
Hardfill at Pit*	\$37.35/m <sup>3</sup>	\$40.35/m <sup>3</sup>	\$39.99/m <sup>3</sup>	\$41.00/m <sup>3</sup>	\$41.72/m <sup>3</sup>	
Option B	<b>Landfill Levy</b>	\$10/t	\$10/t	\$20/t	\$30/t	\$50/t
	Rubbish Disposal	\$266.30	\$266.30	\$281.79	\$297.33	\$324.47
	Discounted Disposal	\$231.90	\$231.90	\$247.39	\$262.93	\$290.08
	Rubbish Rate 80L	\$95	\$97	\$100	\$103	\$106
	Rubbish Rate 140L	\$125	\$127	\$130	\$133	\$136
	Bag charge	\$3.00	\$3.20	\$3.40	\$3.50	\$3.70
	<b>C&amp;D Levy*</b>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$20/t	\$20/t	\$20/t
	Hardfill RRP	\$92/t	\$94/t	\$119/t	\$123.46	\$125.78/t/t
	Cleanfill at Pit	\$27.00/m <sup>3</sup>	\$30.00/m <sup>3</sup>	\$30.69/m <sup>3</sup>	\$31.40/m <sup>3</sup>	\$32.12/m <sup>3</sup>
Hardfill at Pit*	\$37.35/m <sup>3</sup>	\$40.35/m <sup>3</sup>	\$39.99/m <sup>3</sup>	\$41.00/m <sup>3</sup>	\$41.72/m <sup>3</sup>	
Option C	<b>Landfill Levy</b>	\$10/t	\$10/t	\$10/t	\$30/t	\$50/t
	Rubbish Disposal	\$266.30	\$266.30	\$270.29	\$297.33	\$324.47
	Discounted Disposal	\$231.90	\$231.90	\$235.89	\$262.93	\$290.08
	Rubbish Rate 80L	\$95	\$97	\$97	\$100	\$106
	Rubbish Rate 140L	\$125	\$127	\$127	\$130	\$136
	Bag charge	\$3.00	\$3.20	\$3.30	\$3.50	\$3.70
	<b>C&amp;D Levy*</b>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$10/t	\$10/t	\$20/t
	Hardfill RRP	\$92/t	\$94/t	\$107.50/t	\$111.96	\$125.78/t/t
	Cleanfill at Pit	\$27.00/m <sup>3</sup>	\$30.00/m <sup>3</sup>	\$30.69/m <sup>3</sup>	\$31.40/m <sup>3</sup>	\$32.12/m <sup>3</sup>
Hardfill at Pit*	\$37.35/m <sup>3</sup>	\$40.35/m <sup>3</sup>	\$39.99/m <sup>3</sup>	\$41.00/m <sup>3</sup>	\$41.72/m <sup>3</sup>	
Option D	<b>Landfill Levy</b>	\$10/t	\$10/t	\$10/t	\$30/t	\$60/t
	Rubbish Disposal	\$266.30	\$266.30	\$270.29	\$297.33	\$335.97
	Discounted Disposal	\$231.90	\$231.90	\$235.89	\$262.93	\$301.58
	Rubbish Rate 80L	\$95	\$97	\$97	\$100	\$109.50
	Rubbish Rate 140L	\$125	\$127	\$127	\$130	\$139.50
	Bag charge	\$3.00	\$3.20	\$3.30	\$3.50	\$3.80
	<b>C&amp;D Levy*</b>	\$9/m <sup>3</sup>	\$9/m <sup>3</sup>	\$10/t	\$20/t	\$20/t
	Hardfill RRP	\$92/t	\$94/t	\$107.50/t	\$123.46	\$125.78/t/t
	Cleanfill at Pit	\$27.00/m <sup>3</sup>	\$30.00/m <sup>3</sup>	\$30.69/m <sup>3</sup>	\$31.40/m <sup>3</sup>	\$32.12/m <sup>3</sup>
Hardfill at Pit*	\$37.35/m <sup>3</sup>	\$40.35/m <sup>3</sup>	\$39.99/m <sup>3</sup>	\$41.00/m <sup>3</sup>	\$41.72/m <sup>3</sup>	

\* A factor of 0.4167 (1/24: concrete density is 2.4t/m<sup>3</sup>) has been assumed to convert \$/tonne to \$/cubic metres of hardfill, i.e. \$20/t = \$8.33/m<sup>3</sup> excluding GST, or a \$9.60/m<sup>3</sup> charge including GST.

## 2. Increase in Fly Tipping

Any increase in disposal charges can have adverse effects such as an increase in fly tipping. Council is unable to fund litter management from their levy income as this is not considered to be a waste minimisation activity, and the Council would need to consider how they would fund increases to clean-up costs.

## 3. Cleanfill Site Operations

- a. An extension of the landfill levy to Construction & Demolition Fill sites in July 2021, and an increase from \$10 to \$20/tonne in July 2022 or 2023 (alternatively this site may be classified as a Class 4 or 5 Managed Fill site) would impact on the costs to operate and the charges for disposal at Council's cleanfill disposal sites, and could potentially apply to hard fill disposed of at quarries as part of road maintenance works. The costs and effects of this would be included in the upcoming LTP.
- b. The levy is charged on a per-weight basis: the Council's cleanfill sites are not powered or staffed and operate on an honesty system, therefore Council would have to consider how best to manage these sites, particularly as we will have to report on tonnages/volumes of waste material being deposited at the site. Potential options include, but are not limited, to the following:
  - i. Continue operations as they are and use a conversion factor to calculate the weight of materials brought into the site (this method is acceptable under the proposal);
  - ii. Change operations to only accept clean excavated natural materials such as clay, soil and rock in which case the operation would change to a Class 5 facility. This would have cost and operational implications for customers (including Council departments) as they would have to dispose of hard fill at another facility;
  - iii. Cease providing this service for contractors, including Council contractors such as the Water Unit and road maintenance and construction contractors, which would have cost implications for other Council departments as they would have to dispose of clean fill and hard fill materials at another facility;
  - iv. Install power and a weighbridge at the site, use a RFID tag reader to track which registered contractor is accessing the site and record the weight of the materials brought into the site (capital expenditure required, increases operational costs, cost implications for all users);
  - v. Open the site at limited times, and staff the site at those times to record the volumes and types of materials being disposed of (increases operational costs, cost and operational implications for all users);
  - vi. Install power to the site and a weighbridge, open the site at limited times, and staff the site at those times (increases operational costs, cost and operational implications for all users);
  - vii. Lease the cleanfill site operations out to a private contractor.
- c. Council currently charges a \$9/m<sup>3</sup> hard fill fee to discourage large volumes of concrete and other non-natural materials from being disposed of into the cleanfill site: this equates to an additional charge of \$3.75/t for concrete (based on a weight of 2.4t/m<sup>3</sup>). This provides some funding for the Waste Minimisation Account. If the site were to have a \$10/tonne or \$20/tonne levy imposed on all materials entering the site Council would have to consider removing the current charge: that would slightly reduce funding for the Waste Minimisation Account, which will be offset by the proposed increase and expansion in levy funding.

#### 4. Increase in funding for waste minimisation

- a. The Waste Minimisation Act stipulates that half of the landfill levy collected at landfill is allocated to local authorities on a per-population basis, and half (less administration costs) is retained to be used for the Waste Minimisation Fund, which is contestable. The consultation documentations is proposed that this funding regime be continued.
- b. Our Council received \$288,961.23 in 2018/19 and has received \$1.59M in total funding from the landfill levy. This level of income has been sufficient to fund our education programmes, small trials and investigations, the costs to review and consult on our Waste Management & Minimisation Plan, undertake 3-yearly waste audits, and pay the loan funding costs for the resource recovery park. We have also been accumulating unspent funds to help pay for the planned RRP upgrades.
- c. If the total weight of waste going to landfill were to remain the same, doubling the levy to \$20/t will double our income to around \$577,900; the increase to \$30 would result in an increase to \$866,900 and the increase to \$50 would increase our income to \$1,444,800.
- d. Expanding the levy to other landfills will increase the total levy take and will counter the effects caused by increasing disposal costs (i.e. a reduction in waste going to municipal landfills).

#### Issues and options

The Council will have to consider how best to use this increased levy funding to reduce the amount of waste going to landfill from our district, the region and potentially from New Zealand.

The steer from the previous Minister for the Environment has been that Councils should be using these funds for education (including behaviour change programmes), research, trials and infrastructure projects, and that we should not fund ongoing operations with levy funds. Councils are also unable to fund litter management from their levy income as this is not considered to be a waste minimisation activity.

#### 1. WMMP Constraints

Councils are required to spend the levy funding in accordance with their Waste Management & Minimisation Plans. Our WMMP has only recently been reviewed and adopted, and the action plan lays out what actions we will take to minimise waste and how these actions will be funded.

We are due to review the WMMP again in 2022/23, and it is possible that the Central and Northern Canterbury Councils would work together to develop a Regional WMMP at that time.

Our WMMP currently specifies that the landfill levy would be the funding source for:

- Education about and promotion of waste minimisation;
- Establishment of an education centre;
- Collaboration with other Councils to promote waste minimisation in a more consistent way;
- Promotion of product stewardship programmes;
- Undertake upgrades at Southbrook RRP and Oxford TS to increase diversion capacity;
- Maintain existing drop-off points and investigate the feasibility of rural drop-offs for recycling; and
- Continue to monitor waste composition.

Modifications to the infrastructure at the Southbrook RRP refuse pit and at Oxford transfer station which would enable better waste diversion could therefore be funded by the additional landfill levy. We can also increase the level of funding for, and therefore the reach of, our

waste minimisation education programmes, although it is difficult to correlate diversion achievements or reduction in contamination to educational efforts.

We would need to seek clarification if the following would be acceptable without changing our WMMP, as these projects are not specifically identified in the WMMP:

- Funding capital works to improve diversion activities, such as installation of infrastructure in order to better measure and manage waste (e.g. installation of appropriate infrastructure such as weighbridges, internet capability and software systems at Oxford transfer station and at the cleanfill pits);
- Fund infrastructure works for the rural recycling drop-off at Cust, should the year-long trial be successful in increasing diversion and cost-effective in operational cost.

## 2. Operations

Clarification needs to be sought from the Ministry whether Councils could use their increased share of the landfill levy to fund operational costs that relate to diversion activities and services. Such a use, if approved, could likely only be implemented after our WMMP is reviewed and the action plan funding section is amended to include the levy as a funding source for those services.

We could then fund the processing costs of recyclables collected at kerbside, and the transportation and processing costs of recycling and hazardous wastes dropped off at our facilities, in order to reduce the level of rate-funding for these purposes. We could also utilise the levy funds to provide and operate rural recycling facilities, should these prove to be an effective method for waste diversion.

This would also enable Council to fund 100% of e-waste, child car seats etc. which are currently 50% funded through rates and 50% through a fee at drop-off. Removing the part-charge would bring in more of these items to our facilities and has the potential to reduce the incidences of them being dumped illegally, as has happened in Ashburton District since they stopped charging for e-waste.

## 3. Fly tipping

The Council will need to consider how they would fund increases to clean-up costs caused by an increase to rubbish disposal costs. This has always a consideration when determining the level of gate charge increases, and will be exacerbated by the levy increases in addition to annual cost-price linked cost increases for facilities operations, transportation and disposal.

Staff would like to seek clarification from the Minister to determine if we could use levy funds to:

- Measure the incidences and location of illegal dumping, and the amount and type of items that are fly-tipped, in order to determine how to better manage illegal dumping across-Council;
- We could use this information to develop and run an education campaign that would inform the public about our services i.e. what can be dropped off at Council facilities at no charge or a reduced charge;
- Combine regionally or nationally with other Councils and organisations such as Keep NZ Beautiful to further develop anti-litter campaigns, such as the "Be a Tidy Kiwi" campaign that was around 40 years ago;
- Fund the costs to remove and dispose of illegally dumped waste.

## 4. Regional Initiatives

The proposed levels of funding, particularly in years 3-4 of the proposal, would enable Councils to pool their funds to investigate and to invest in large-scale solutions for recyclable



or other waste materials on a regional or South Island basis. By pooling funds Councils would be in a position to leverage projects that we can attract WMF funding for.

We already have a Canterbury-wide forum that considers and funds waste minimisation initiatives: the Canterbury Waste Joint Committee. By increasing funding for regional projects, dedicated resources could be utilised to project manage these larger initiatives. This could be managed through an amendment to the existing Heads of Agreement under which the joint committee operates, which currently limits the total funding pool to \$110,000 per annum, to which Councils provide funds based on a population basis.

We also have a public-private partnership in Transwaste Canterbury Ltd, which has proven to be successful in operating the Kate Valley Landfill and Tiromoana Bush, and also in sorting demolition waste that was disposed of after the earthquakes (Burwood resource recovery park). This model could be built on, or replicated, for other initiatives which would enable materials to be recycled in the Canterbury region rather than be sent off-shore for processing.

The latter will require the contributing Councils to amend their Waste Management & Minimisation Plans to reflect this level of use of the landfill levy funds, and potentially to develop a regional WMMP.

#### 5. 'Cleanfill' pit operations and reporting

Under the definitions used to identify the different landfills, Sutherlands Pit and Garterys Pit are classed as Demolition & Construction fills (Class 2) and not cleanfills which only accept natural materials such as soils, gravels, clay, etc. Clarification needs to be sought from the Ministry whether the natural materials deposited at these sites will be exempt from the proposed landfill levy.

The Council will be in the position of having to report on the tonnage or volume of hardfill waste deposited at our 'cleanfill' sites. Given the small size of operations, we would seek approval to report on volumes annually, however our management of the site will have to be more robust than under the current honesty system in order to ensure that records of materials entering the site are accurate.

These matters can be considered by the Council during the 2020/21 financial year and consulted on during the year or as part of the upcoming LTP, prior to the proposed levy being imposed as from 1 July 2021.

### **Questions being asked as part of the consultation process:**

*Question 1:* Do you think the current situation of increasing waste to landfill and poor availability of waste data needs to change? (Not specified, yes, no, unsure)

*Staff recommendation:* Yes.

*Question 2:* Do you have any comments on the preliminary review of the effectiveness of the waste disposal levy outlined in appendix A? If so, please specify (Not specified, yes, no, unsure)

*Staff recommendation:* Yes. Our Council considers that the disposal fees at many landfills is insufficient to act as a deterrent to the disposal of divertible materials, although the fees for Kate Valley Landfill in Canterbury are generally high enough to provide such a deterrent. It is unlikely that there will be any reduction in landfilled waste unless landfill disposal charges are increased to a similar level throughout NZ and unless non-levied landfills are levied.

*Question 3:* Do you think the landfill levy needs to be progressively increased to higher rates in the future (beyond 2023)? (Not specified, yes, no, unsure)

*Staff recommendation:* Unsure. Our Council suggests that another review on the effectiveness of the higher landfill levy will need to be undertaken before any decision is made about the need to increase the landfill levy. The review should be carried out once

*any new infrastructure and diversion services have been established, so that it takes the effects of these into account.*

Question 4: Do you support expanding the landfill levy to the following landfills?

- i. waste disposed of at industrial monofills (class 1): *Staff recommendation: Yes. This will act as a deterrent to ‘waste flight’ from municipal landfills and will provide better data about the amount of materials disposed of at these sites. We would support increasing the levy at monofills to half the value proposed for municipal landfills in the outer years i.e. to \$25/tonne (Options A, B, C) or \$30/tonne (Option D) on 1 July 2023.*
- ii. non-hazardous construction and demolition waste (e.g. rubble/concrete/plasterboard/timber) (class 2). *Staff recommendation: Yes. This will act as a deterrent to ‘waste flight’ from municipal landfills and will provide better data about the amount of materials disposed of at these sites. We would support increasing the levy at C&D sites to half the value proposed for municipal landfills in the outer years i.e. to \$25/tonne (Options A, B, C) or \$30/tonne (Option D) on 1 July 2023. The Council also wishes to seek clarification about whether clean natural materials (soil, gravel) disposed of at these sites would attract the levy, or if they would be exempt?*
- iii. contaminated soils and inert materials (class 3 and 4) (whether requiring restrictions on future use of site or not). *Staff recommendation: Yes. This will act as a deterrent to ‘waste flight’ and will provide better data about the amount of materials disposed of at these managed and controlled fill sites. We consider that the proposed \$10/tonne levy will be sufficient for this purpose, as there are few options for management of contaminated soils and inert materials apart from disposal to a managed or controlled fill site.*

Question 5: Do you think that some activities, sites, or types of waste should be excluded from the landfill levy?

- i. cleanfills (class 5). *Staff recommendation: Yes. We agree that cleanfill sites that only accept clean soil, stones, gravel, etc. be exempt from the levy at this time. This could be revisited as part of the next waste levy review, to determine if unacceptable materials are being disposed of at cleanfills in order to avoid the levy.*
- ii. farm dumps. *Staff recommendation: Yes. Although these are unregulated sites and there is little solid data on the number of sites and volume of waste being disposed of at farm dumps,*
- iii. any others (e.g. any exceptional circumstances)? If so please specify. *Staff recommendation: Yes. Landfilled waste after large-scale natural events should be exempt from the levy. An example of this was the amount of food and other waste that was disposed of after the Canterbury earthquakes, arising from damaged warehouse racking, and which was granted an exemption after the event. Clean natural materials (soil, gravel) disposed of at Class 2 sites should be exempt from the levy. The Council operates a “cleanfill” site that is now considered to be a Class 2 site owing to the acceptance of clean inert non-natural materials such as concrete, bricks, tiles, etc. in addition to uncontaminated natural materials such as soil, clay and gravel. We operate the site in order to provide a cost-effective local disposal solution for Council and contractors, and are backfilling areas that have been quarried for gravels to maintain our roads. If the levy is imposed on natural materials entering the site, there is the potential that some of these materials will be disposed of inappropriately and in contravention of our District Plan and Regional Plan rules.*

Question 6: Do you have any views on how sites that are not intended to be subject to a levy should be defined (e.g. remediation sites, subdivision works)? (Not specified, yes, no, unsure)

*Staff recommendation: Unsure.*

Question 7: Which of the following proposed rates for municipal (class 1) landfills do you prefer?

Not specified

- i. \$50 per tonne
- ii. \$60 per tonne
- iii. Other (please specify e.g. higher/lower)

*Staff recommendation: \$50 per tonne. Landfill disposal costs are high in Canterbury, and a higher levy will impact more on our residents and businesses than in other regions around New Zealand. There needs to be some balance between reducing waste to landfill and ensuring rubbish disposal services remain affordable for the waste that cannot be diverted, and to avoid driving adverse behaviours such as illegal dumping.*

Question 8: Do you think that the levy rate should be the same for all waste types? (Not specified, yes, no, unsure) *Staff recommendation: No.*

*Question 8i: Should the levy be highest for municipal landfills (class 1)? (Not specified, yes, no, unsure) Staff recommendation: Yes. There is a greater potential to divert materials currently being disposed of at these sites.*

*Question 8ii: Should the levy be lower for industrial monofills (class 1) than municipal landfills (class 1)? Staff recommendation: Yes, as we agree that waste avoidance opportunities are likely to be more limited at these sites. We would support increasing the levy at these sites to half the value proposed for municipal landfills in the outer years i.e. to \$25/tonne (Options A, B, C) or \$30/tonne (Option D) on 1 July 2023, and that the levy be gradually implemented to allow businesses using the sites time to adjust to the levy.*

*Question 8iii: Should the levy be lower for construction and demolition sites (class 2) than municipal landfills (class 1)? Staff recommendation: Yes, as we agree that the majority of the materials disposed of at these sites tend to be inert. We would support increasing the levy at C&D sites to half the value proposed for municipal landfills in the outer years i.e. to \$25/tonne (Options A, B, C) or \$30/tonne (Option D) on 1 July 2023, and that the levy be gradually implemented to allow businesses using the sites time to adjust to the levy. The levy would incentivise more recovery of materials, and could encourage diversion on-site (at construction and demolition sites) to avoid the higher disposal costs.*

*Question 8iv: Should the levy be lowest for contaminated soils and other inert materials (class 3 and 4)? Staff recommendation: Staff recommendation: Yes, as we agree that there may be more limited opportunities to divert waste to other uses, and the materials disposed of at these sites tend to be inert. We consider that the nominal \$10/t levy is appropriate.*

*Question 8v: Should a lower levy apply for specified by-products of recycling operations? Staff recommendation: Yes, however the Council considers that there needs to be further investigation prior to confirming which specific waste materials will be charged at the reduced levy rate, given the current lack of information about the type and volume of the type of by-products from recycling operations. This levy would also need to be reviewed at a later date to determine if the reduced charge and material types are appropriate and achieving the desired results.*

Question 9: Do you support phasing in of changes to the levy? (Not specified, yes, no, unsure)

*Staff recommendation: Yes. A gradual increase in landfill charges will have fewer adverse reactions from businesses and the public than increasing the levy from \$10 to \$50 or \$60 in one year.*

Question 9 (continued): if you support phasing in of changes to the levy, which option do you prefer? (Not specified, Option A, B, C, D, none of the above)

*Staff recommendation: We prefer Option B, with the addition of a \$25/tonne levy for Industrial Monofills and Class 2 sites on 1 July 2023, as per our submission in response to Questions 4 and 8. Signalling that the levy will expand and increase as from July 2021 will allow all parties (operators, Councils, businesses and the public) time to adjust to the levy increases.*

Note that we do **not** support Option A: increasing the levy to \$20/t in July 2020 and then expanding to other landfill sites, because this will allow insufficient time for Councils, residents and businesses to prepare for such an increase. Councils are preparing their annual plan budgets now: it is difficult to forecast the impacts of any potential levy increase without knowing when the levy will be increased and the level it will be increased to. Any changes to the levy would trigger our Significance Policy given that it will affect the costs for kerbside collection services and for waste disposal through our facilities, which will impact a significant portion of our population and businesses: these changes would need to be consulted on via a SCP.

If the levy were to be expanded and increased in July 2021 or later, we would be in a position of more certainty around the impacts (costs) and benefits (diversion from landfill, additional funding) of the increases, and would include these in the Long Term Plan Consultation Document.

**Question 10:** Do you think any changes are required to the existing ways of measuring waste quantities in the Waste Minimisation (Calculation and Payment of Waste Disposal Levy) Regulations 2009? If so, please specify. (Not specified, yes, no, unsure)

*Staff recommendation: These still appear to be appropriate, although reference to the levy cost will have to be updated dependent on the type of site and potentially the type of material. Additional conversion factors will have to be set for the different range of waste materials accepted at the other landfill sites (for disposal sites that have no weighbridge, such as the Council's "cleanfill" pit which we currently charge at a per-volume rate).*

**Question 11:** Do you think any changes are required to the definitions in the Waste Minimisation (Calculation and Payment of Waste Disposal Levy) Regulations 2009? (Not specified, yes, no, unsure)

*Staff recommendation: Unsure. The definitions of a 'disposal facility' and of 'waste' appear to be broad enough to cover the proposed changes.*

**Question 12:** What do you think about the levy investment plan? (Notes)

*Staff recommendation: We support development of a levy investment plan, however consider that all stakeholders be consulted during the development of the plan, particularly if this is used to update the NZ Waste Strategy. There will need to be an interim period allowed for Councils to review their WMMP's in order to align the actions, goals and funding structure of the plans with the updated NZWS.*

**Question 13:** If the Waste Minimisation Act 2008 were to be reviewed in the future, what are the changes you would like a review to consider? (Notes)

*Staff recommendation: We would like to see manufacturers and importers be made to bear more responsibility for driving waste minimisation i.e. a strengthening of Part 2. Currently the responsibility tends to be borne by territorial local authorities, who only control or manage a portion of the waste stream through domestic kerbside collections. The rate of the levy in 27(b)(i) and 27(b)(ii) will have to be amended. We fully support retaining the current levy distribution structure.*

*The Act is clear that Territorial Authorities may only spend the levy money on matters to promote and achieve waste minimisation, and in accordance with its waste management & minimisation plan, however prior guidance has been that we should not use the levy to fund services or litter management. Given the changes signalled in the discussions around the issues of illegal dumping, including the levy investment plan's priority areas for investment, and the desire of the Minister to see waste diversion increased, we suggest that consideration be given to changing that guidance so that existing and expanding waste diversion services can be funded by the levy. This would reduce some of the pressures on ratepayers who are faced with annual rate increases for all services, and on Councils that cannot increase diversion services owing to financial constraints.*

**Question 14:** Do you agree that waste data needs to be improved? (Not specified, yes, no, unsure)

*Staff recommendation: Yes, we agree that waste data needs to be improved. We suggest that data that is relevant to any Council area be made available when a Council is undertaking a Waste Assessment prior to review of their WMMP.*

**Question 15:** If the waste data proposals outlined are likely to apply to you or your organisation, can you estimate any costs you would expect to incur to collect, store and report such information? What challenges might you face in complying with the proposed reporting requirements for waste data? (Notes)

*Staff recommendation: There may be infrastructure (weighbridges, installation of power, hardware and software) required at our smaller transfer station and our 'cleanfill' disposal pits in order to better record the different waste and diverted materials entering and exiting these sites, and in particularly the 'cleanfill'.*

**Question 16:** What are the main costs and benefits for you if the proposals to increase the levy rate for municipal landfills, expand the levy to additional sites and improve waste data? (Notes)

*Staff recommendation: Capex for infrastructure and software to track waste and diverted materials entering and exiting disposal sites, particularly the 'cleanfill' as we are operators of this disposal facility. Additional operational costs to collect information, store and report on waste data. Additional costs to ratepayers for waste disposal at kerbside and at transfer stations; additional litter management costs as we anticipate more fly-tipping as a result of increased disposal costs.*

*The main benefit is the additional funding: planned upgrades to our resource recovery park, and for improving diversion at our transfer station rubbish pit can be undertaken for a lower level of loan-funding; increase educational presence through the district; increase auditing of bins to better manage contamination. If we can use funding for service: as a minimum utilise levy funds to pay kerbside recycling processing costs which could potentially double over the next two years, and fund household hazardous waste management and disposal as well as recycling (plastics, glass, paper, cardboard, e-waste, child car seats) transport and processing costs, all of which is currently rates-funded. Additional levy funding would also enable us to increase the level of diversion at our facilities with a lower call on rates.*

*Higher disposal costs will provide an incentive for further diversion by customers, i.e. it may encourage some companies to spend money on sorting waste in order to save money at the transfer station. It may decrease housing construction costs by improving diversion and wasteful habits in the building industry.*

**Note:** If applicable, please describe parts of your submission that you do not want to be published on the Ministry for the Environment website (Notes)

**Consultation closes on 3 February 2020.** Mike O'Connell and Kitty Waghorn are preparing the submission. Unfortunately our next Council meeting is 4 February 2020 and staff will not be able to bring the submission to Council for their approval prior to this consultation closing.

**A meeting has been set for the Solid & Hazardous Waste Working Party at 3:30pm on 27 January 2020.** The intent is for the Waimakariri District Council's submission to the Landfill Levy consultation to be approved at this meeting. I invite you all to provide feedback to me and Mike O'Connell prior to or at this meeting, so that the submission can be finalised and approved before consultation closes.

## **To the Ministry for the Environment**

Submission by

**Waimakariri District Council**

**In the matter of the**

***Reducing waste: a more effective landfill levy***

**3 February 2020**

**Person for Contact: Geoff Meadows, Policy Manager**



## **Introduction**

The Waimakariri District Council considered the MfE *Reducing waste: a more effective landfill levy* consultation document at a briefing session with its Solid & Hazardous Waste Working Party on 27 January 2020, and approved this submission, retrospectively, to the consultation document at a Council meeting on 4 February 2020.

In Canterbury, we already have a region-wide forum that considers and funds waste minimisation initiatives: the Canterbury Waste Joint Committee. By increasing funding for regional projects, dedicated resources could be utilised to project manage these larger initiatives. This could be managed through an amendment to the existing Heads of Agreement under which the joint committee operates, which currently limits the total funding pool to \$110,000 per annum, to which Councils provide funds based on a population basis.

We also have a public-private partnership in Transwaste Canterbury Ltd, which has proven to be successful in operating the Kate Valley Landfill and Tiromoana Bush, and also in sorting demolition waste that was disposed of after the earthquakes. This model could be built on, or replicated, for other initiatives which would enable materials to be recycled in the Canterbury region rather than be sent off-shore for processing.

The latter will require the contributing Councils to amend their Waste Management & Minimisation Plans (WMMP) to reflect this level of use of the landfill levy funds, and potentially to develop a regional WMMP.

The proposed levels of funding, particularly in years 3-4 of the proposal, would enable Councils to pool their funds to investigate and to invest in large-scale solutions for recyclable or other waste materials on a regional or South Island basis.

We appreciate the opportunity to provide feedback in this way, but suggest that it may be more useful if Councils were engaged with earlier in conversations around waste minimisation given that we have the primary responsibility for minimising waste to landfill in the Waste Minimisation Act.

Responses to the questions are provided below, prefaced with some other concerns and clarification which we seek from the Minister / Ministry.

Overall, Waimakariri District Council welcomes this initiative but would like to see the proposed levy increase unfold over a longer (10-year) timeframe. The landfill disposal charges at our landfills in Canterbury, and at our own transfer stations, are already higher than many other facilities around New Zealand, and further increases have the potential to impact severely on our residents and businesses. The options as presented in the consultation document would not allow the Council to properly consult with our community about the levy impacts through our Long Term Plan consultation processes, and also would not provide the Council, residents and businesses sufficient time to make changes to their waste management practices and processes to reduce the impacts of the increased levy charges.

The consultation document says that the main sectors of the economy that generate waste include the manufacturing, wholesale and retail trade but does not include importers. The Council considers that importers should be held to be more responsible for their packaging choices, and for the final disposal of these materials, rather than impose those costs onto local businesses, households and Councils.

## **Issues and options**

The Council will have to consider how best to use this increased levy funding to reduce the amount of waste going to landfill from our district, the region and potentially from New Zealand.

The steer from the previous Minister for the Environment has been that Councils should be using these funds for education (including behaviour change programmes), research, trials and infrastructure projects, and that we should not fund ongoing operations with levy funds.

The Council seeks clarification if the following would be acceptable without changing our Waste Management and Minimisation Plan (WMMP), as the following projects are not specifically identified in the WMMP:

- The funding of capital works to improve diversion activities, such as installation of infrastructure in order to better measure and manage waste, e.g. installation of appropriate infrastructure such as weighbridges, internet capability and software systems at transfer stations and cleanfill pits
- The funding of infrastructure works for rural recycling drop-off.

WDC also seeks clarification from the Ministry on the following aspects:

- Whether Councils could use their increased share of the landfill levy to fund operational costs that relate to diversion activities and services in order to reduce the level of rate-funding for these purposes
- If levy funds can be used to measure the incidences and location of illegal dumping, and the amount and type of items that are fly-tipped, in order to determine how to better manage illegal dumping across-Council
- Using this information to develop and run an education campaign that would inform the public about our services i.e. what can be dropped off at Council facilities at no charge or a reduced charge
- Whether we can combine regionally or nationally with other Councils and organisations such as Keep NZ Beautiful to further develop anti-litter campaigns, such as the “Be a Tidy Kiwi” campaign that was around 40 years ago
- Using levy funding to assist with the costs to remove and dispose of illegally dumped waste
- Whether natural materials deposited at cleanfills will be exempt from the proposed landfill levy.

### Consultation Document - Questions

Please explain the reasons for your views and provide supporting evidence where appropriate to help with the Ministry for the Environment’s analysis of submissions.

*Question 1:* Do you think the current situation of increasing waste to landfill and poor availability of waste data needs to change? (Not specified, yes, no, unsure)

*Yes, we agree that the 48% increase of waste to landfill over the last 10 years is concerning, and needs to change. We recognise the need to change to a circular economy to ensure that resources are used and reused effectively because in the long term current consumption practices are unsustainable. Responsibility for reducing waste however should not just be borne by Councils and funded through rates. The levy as an economic instrument would provide funding for waste minimisation and infrastructure, and if landfill charges are higher can make recycling and reuse viable alternatives to landfilling.*

*Question 2:* Do you have any comments on the preliminary review of the effectiveness of the waste disposal levy outlined in appendix A? If so, please specify (Not specified, yes, no, unsure)

*Yes. Our Council considers that the disposal fees at many landfills is insufficient to act as a deterrent to the disposal of divertible materials, although the fees for Kate Valley Landfill in Canterbury are generally high enough to provide such a deterrent. It is unlikely that there will be any reduction in landfilled waste unless landfill disposal charges are increased to a similar level throughout NZ and unless non-levied landfills are levied.*



**Question 3:** Do you think the landfill levy needs to be progressively increased to higher rates in the future (beyond 2023)? (Not specified, yes, no, unsure)

*Our Council suggests that another review on the effectiveness of the higher landfill levy will need to be undertaken before any decision is made about the need to increase the landfill levy. The review should be carried out once any new infrastructure and diversion services have been established and have been operational for sufficient time to take the effects of these into account. It would also need to take into account the differences in landfill charges throughout New Zealand to ensure that communities faced with higher disposal charges owing to distance from landfill or higher landfill operational costs are not bearing a substantially higher cost compared to those communities that are closer to disposal sites and/or have access to disposal sites with lower charges.*

**Question 4:** Do you support expanding the landfill levy to the following landfills?

- i. waste disposed of at industrial monofills (class 1): *Yes. This will act as a deterrent to 'waste flight' from municipal landfills and will provide better data about the amount of materials disposed of at these sites. We would support increasing the levy at monofills to 50% of the value proposed for municipal landfills in the outer years.*
- ii. non-hazardous construction and demolition waste (e.g. rubble/concrete/plasterboard/timber) (class 2). *Yes. This will act as a deterrent to 'waste flight' from municipal landfills and will provide better data about the amount of materials disposed of at these sites. We would support increasing the levy at C&D sites to half the value proposed for municipal landfills in the outer years i.e. to \$25/tonne (Options A, B, C) or \$30/tonne (Option D) on 1 July 2023. The Council also wishes to seek clarification about whether clean natural materials (soil, gravel) disposed of at these sites would attract the levy, or if they would be exempt?*
- iii. contaminated soils and inert materials (class 3 and 4) (whether requiring restrictions on future use of site or not). *Yes. This will act as a deterrent to 'waste flight' and will provide better data about the amount of materials disposed of at these managed and controlled fill sites. We consider that the proposed \$10/tonne levy will be sufficient for this purpose, as there are few options for management of contaminated soils and inert materials apart from disposal to a managed or controlled fill site.*

**Question 5:** Do you think that some activities, sites, or types of waste should be excluded from the landfill levy?

- i. cleanfills (class 5). *Yes. We agree that cleanfill sites that only accept clean soil, stones, gravel, etc. be exempt from the levy at this time. This could be revisited as part of the next waste levy review, to determine if unacceptable materials are being disposed of at cleanfills in order to avoid the levy.*
- ii. farm dumps. *Yes. Although these are unregulated sites, there is little solid data on the number of sites and volume of waste being disposed of at farm dumps, and time and resources will have to be put into identifying these sites and gathering data on waste disposal at these sites. It will also take some time for the industry to develop and expand farm waste diversion services in order to provide an alternative to the current on-farm disposal practices.*
- iii. any others (e.g. any exceptional circumstances)? If so please specify. *Yes. Landfilled waste after large-scale natural events should be exempt from the levy. An example of this was the amount of food and other waste that was disposed of after the Canterbury earthquakes, arising from damaged warehouse racking, and which was granted an exemption after the event. Clean natural materials (soil, gravel) disposed of at Class 2 sites should be exempt from the levy. The Council operates a "cleanfill" site that is now considered to be a Class 2 site owing to the acceptance of clean inert non-natural materials such as concrete, bricks, tiles, etc. in*

*addition to uncontaminated natural materials such as soil, clay and gravel. We operate the site in order to provide a cost-effective local disposal solution for Council and contractors, and are backfilling areas that have been quarried for gravels to maintain our roads. If the levy is imposed on natural materials entering the site, there is the potential that some of these materials will be disposed of inappropriately and in contravention of our District Plan and Regional Plan rules.*

**Question 6:** Do you have any views on how sites that are not intended to be subject to a levy should be defined (e.g. remediation sites, subdivision works)? (Not specified, yes, no, unsure)

*Remediation sites, subdivision and development works should not be subject to a levy. As examples this could be the use of crushed concrete from demolition by a developer to construct a building platform, or a subdivider to construct roads. We support the WasteMINZ TAO Forum's submission to exempt waste from a closed landfill if it is necessary to relocate the deposited waste owing to sea level rise, or if the closed landfill is uncovered due to sea level rise and/or flooding.*

**Question 7:** Which of the following proposed rates for municipal (class 1) landfills do you prefer?

Not specified

- i. \$50 per tonne
- ii. \$60 per tonne
- iii. Other (please specify e.g. higher/lower)

*Lower than \$50 per tonne, implemented over a longer timeframe than proposed (10 years). Landfill disposal costs are high in Canterbury, and a higher levy will impact more on our residents and businesses than in other regions around New Zealand where disposal costs are considerably lower. There needs to be some balance between reducing waste to landfill and ensuring rubbish disposal services remain affordable for the waste that cannot be diverted, and to avoid driving adverse behaviours such as illegal dumping.*

*Note that our Long Term Planning cycle is 3-yearly and looks at a 10 year window, and the next LTP process is scheduled to commence towards the last quarter of 2020 and will be adopted for 1 July 2021. Our WMMP must be reviewed every 6 years, and this is scheduled for the 2022/23 financial year. These are our principal methods to consult with our district about projects and other major changes to services and costs that will impact on our communities. It would assist Local Government and businesses if the Ministry for the Environment developed their long term plans on a 10-year timeframe that coincided with TA's LTP cycles so that any plans to increase the levy could be factored into the LTP. Undertaking the levy review and publishing the results in year 2 of the LTP cycle would also ensure that any changes could be incorporated in LTP planning and consultations.*

**Question 8:** Do you think that the levy rate should be the same for all waste types? (Not specified, yes, no, unsure) *No, as further discussed below. We support the WasteMINZ TAO Forum's submission in calling for the Technical Guidelines for Disposal to Land to be formally adopted by the Ministry for the Environment, and for these guidelines to becoming a regulatory document for district planning purposes. In this way there would be alignment between the definitions of cleanfills and other classes of landfill in the regulations surrounding the landfill levy, RMA and District Plans.*

**Question 8i:** Should the levy be highest for municipal landfills (class 1)? (Not specified, yes, no, unsure) *Yes. There is a greater potential to divert materials currently being disposed of at these sites.*

**Question 8ii:** Should the levy be lower for industrial monofills (class 1) than municipal landfills (class 1)? *Yes, as we agree that waste avoidance opportunities are likely to be more limited at*

*these sites. We would support increasing the levy at these sites to 50% of the value proposed for municipal landfills in the initial years, and that the levy be implemented more gradually (over a longer timeframe) to allow businesses using the sites time to adjust to the levy.*

*Question 8iii: Should the levy be lower for construction and demolition sites (class 2) than municipal landfills (class 1)? Yes, as we agree that the majority of the materials disposed of at these sites tend to be inert. We would support increasing the levy at these sites to 50% of the value proposed for municipal landfills in the initial years, and that the levy be implemented more gradually (over a longer timeframe) to allow businesses using the sites time to adjust to the levy. The levy would incentivise more recovery of materials, and could encourage diversion on-site (at construction and demolition sites) to avoid the higher disposal costs.*

*Question 8iv: Should the levy be lowest for contaminated soils and other inert materials (class 3 and 4)? Staff recommendation: Yes, as we agree that there may be more limited opportunities to divert waste to other uses, and the materials disposed of at these sites tend to be inert. We consider that the nominal \$10/t levy is appropriate.*

*Question 8v: Should a lower levy apply for specified by-products of recycling operations? Yes, however the Council considers that there needs to be further investigation prior to confirming which specific waste materials will be charged at the reduced levy rate, given the current lack of information about the type and volume of the type of by-products from recycling operations. This levy would also need to be reviewed at a later date to determine if the reduced charge and material types are appropriate and achieving the desired results.*

**Question 9: Do you support phasing in of changes to the levy? (Not specified, yes, no, unsure)**

*Yes. A gradual increase in landfill charges will have fewer adverse reactions from businesses and the public than increasing the levy from \$10 to \$50 or \$60 in a very short timeframe.*

**Question 9 (continued): if you support phasing in of changes to the levy, which option do you prefer? (Not specified, Option A, B, C, D, none of the above)**

*We strongly prefer that the levy increase be implemented over a longer timeframe than posed for any of the options, and that it be raised in smaller increments. Signalling that the levy will expand and increase as from July 2021 will allow all parties (operators, Councils, businesses and the public) time to adjust to the levy increases.*

*Note that we do **not** support Option A: increasing the levy to \$20/t in July 2020 and then expanding to other landfill sites, as this will not allow sufficient time to prepare for such an increase. Councils are preparing their annual plan budgets now: it is difficult to forecast the impacts of any potential levy increase without knowing when the levy will be increased and the level it will be increased to. Any changes to the levy would trigger our Significance Policy given that it will affect the costs for kerbside collection services and therefore rates and bag charges, and for waste disposal through our facilities. This will impact a significant portion of our population and businesses: these changes would need to be consulted on via a Special Consultation Process.*

*If the timing and extent of increases was signalled 12 months prior to the first date of increase, Councils would be in a position of more certainty around the impacts (costs) and benefits (diversion from landfill, additional funding) of the increases, and could include the impacts of these in their operational cost forecasts in the Long Term Plans and Infrastructure Strategies.*

*It would assist Local Government and businesses if the Ministry for the Environment developed their long term plans on a 10-year timeframe that coincided with TA's LTP cycles so that any plans to increase the levy could be factored into the LTP. Undertaking the levy*

*review and publishing the results in year 2 of the LTP cycle would also ensure that any changes could be incorporated in LTP planning and consultations.*

**Question 10:** Do you think any changes are required to the existing ways of measuring waste quantities in the Waste Minimisation (Calculation and Payment of Waste Disposal Levy) Regulations 2009? If so, please specify. (Not specified, yes, no, unsure)

*These still appear to be appropriate, although reference to the levy cost will have to be updated dependent on the type of site and potentially the type of material. Additional conversion factors will have to be set for the different range of waste materials accepted at the other landfill sites (for disposal sites that have no weighbridge, such as the Council's "cleanfill" pit which we currently charge at a per-volume rate).*

**Question 11:** Do you think any changes are required to the definitions in the Waste Minimisation (Calculation and Payment of Waste Disposal Levy) Regulations 2009? (Not specified, yes, no, unsure)

*Unsure. The definitions of a 'disposal facility' and of 'waste' appear to be broad enough to cover the proposed changes.*

**Question 12:** What do you think about the levy investment plan? (Notes)

*We support development of a levy investment plan, however consider that all stakeholders be consulted early in and during the development of the plan, particularly if this is used to update the NZ Waste Strategy. There will need to be an interim period allowed for Councils to review their WMMP's in order to align the actions, goals and funding structure of the plans with the updated NZWS.*

*Councils would be able to develop their own levy investment plans which would align with the central government plan, and would be in a position to work together regionally. By increasing funding for regional projects, dedicated resources could be utilised to project manage these larger initiatives. In Canterbury this would be actioned through the Canterbury Waste Joint Committee.*

*We strongly support the WasteMINZ TAO submission in calling for transparency from the Ministry for the Environment on their investment of the remaining 50% of levy funds. The consultation document demands mandatory reporting from local authorities on their expenditure, but does not mention mandatory reporting back on the Ministry for the Environment expenditure. We request timely reporting on the projects that have been funded, and whether the goals were achieved or not.*

**Question 13:** If the Waste Minimisation Act 2008 were to be reviewed in the future, what are the changes you would like a review to consider? (Notes)

*We would like to see manufacturers and importers be made to bear more responsibility for driving waste minimisation i.e. a strengthening of Part 2. Currently the responsibility tends to be borne by territorial local authorities, who only control or manage a portion of the waste stream through domestic kerbside collections. The rate of the levy in 27(b)(i) and 27(b)(ii) will have to be amended. We fully support retaining the current levy distribution structure of 50% to territorial authorities.*

*The Act is clear that Territorial Authorities may only spend the levy money on matters to promote and achieve waste minimisation, and in accordance with its waste management & minimisation plan, however prior guidance has been that we should not use the levy to fund services or litter management. Given the changes signalled in the discussions around the issues of illegal dumping, including the levy investment plan's priority areas for investment, and the desire of the Minister to see waste diversion increased, we suggest that consideration be given to changing that guidance so that existing and expanding waste diversion services can be funded by the levy. This would reduce some of the pressures on*

*ratepayers who are faced with annual rate increases for all services, and on Councils that cannot increase diversion services owing to financial constraints.*

*The Act needs to include diverted materials for the purposes of data collection, because we cannot license collectors and operators that deal with diverted materials therefore no data can be collected on recycling / reuse / recovery quantities through licensing.*

*As noted previously, the Act should be amended to allow for an exemption for materials relocated from closed landfills impacted by sea level rise or climate change.*

#### Waste-to-energy

*Waste-to-energy (WtE) is fundamental to the waste management strategies across Scandinavia and fully embraced in the European Union's latest regulations to guide waste reduction. However, any mention 'waste-to-energy' (WtE) is currently absent from the consultation document. The generation of energy from the incineration of waste plays a role in maximising opportunities and minimising the costs and risks of transitioning to a low emissions economy by 2050.*

*Broadly speaking, we think the Act needs the inclusion of provisions which can allow for the generation of electricity and heat from waste (i.e. WtE) where that is considered to be a sustainable solution for some residual waste or problem waste streams. The Act in turn, in harness with RMA amendments, can then give fuller effect to the National Policy Statement for Renewable Electricity Generation (NPS REG), currently being considered for amendment. Section 6 of the Act, 'Meaning of disposal', allows for the incineration of waste. In particular, we consider that Section 6(3) should be amended to allow for energy to be recovered from the incineration of waste and incineration not just used as a mechanism to destroy waste.*

*To this end, we note the Ministry of Business Innovation and Employment's discussion document (released December 2019) about the revision of the NPS, 'Accelerating renewable energy and energy efficiency'. Proposal 7.1 (p. 58) states to 'amend the NPS REG, including potential expansion of its scope to cover a broader range of renewable energy activities'. It goes on to suggest that amendments could include WtE. It also notes the NPS REG had not noticeably improved the consistency of planning provisions across councils and asks councils if there any particular consenting barriers to development, e.g. waste-to-energy facilities.*

*Our Council welcomes revision of the Act in this regard, and the NPS REG, to allow WtE projects to be contemplated within our District and consider that WtE projects are an important part of providing local and national energy resilience.*

**Question 14:** Do you agree that waste data needs to be improved? (Not specified, yes, no, unsure)

*Yes, we agree that waste data in New Zealand needs to be improved. We suggest that data that is relevant to any Council area be made available when a Council is undertaking a Waste Assessment prior to review of their WMMP.*

*We also note that reporting of data is only beneficial if that data is utilised. We submit that the level of detail required not be too time consuming to collate and that the reporting structure be ore user friendly than the current excel spreadsheet based reporting tool.*

**Question 15:** If the waste data proposals outlined are likely to apply to you or your organisation, can you estimate any costs you would expect to incur to collect, store and report such information? What challenges might you face in complying with the proposed reporting requirements for waste data? (Notes)

*There may be infrastructure (weighbridges, installation of power, hardware and software) required at our smaller transfer station and our 'cleanfill' disposal pits in order to better*

*record the different waste and diverted materials entering and exiting these sites, and in particular the 'cleanfill'.*

**Question 16:** What are the main costs and benefits for you if the proposals to increase the levy rate for municipal landfills, expand the levy to additional sites and improve waste data? (Notes)

*The main costs are outlined below, however the main challenges to us would be implementing any changes in a tight timeframe and complying with reporting requirements without additional funding or resource support. Our submission is for any levy increases to be implemented more gradually over a longer period to allow Councils to implement those changes in a planned and cost effective manner.*

- *Capital expenditure for infrastructure and software to track waste and diverted materials entering and exiting disposal sites, particularly the 'cleanfill' as we are operators of this disposal facility.*
- *Additional operational costs to collect information, store and report on waste data: this may require more staff resourcing and changes to software.*
- *Additional costs to ratepayers for waste disposal at kerbside and at transfer stations.*
- *Additional litter management costs as we anticipate more fly-tipping as a result of increased disposal costs.*

*The main benefit is the additional funding:*

- *Planned upgrades to our resource recovery park, and for improving diversion at our transfer station rubbish pit can be undertaken for a lower level of loan-funding;*
- *Increase educational presence through the district;*
- *Increase auditing of bins (at kerbside and facilities) to better manage contamination.*

*If we can use funding for services, which are currently rates-funded:*

- *Utilise levy funds to pay kerbside recycling processing costs, which could potentially double over the next two years.*
- *Fund household hazardous waste management and disposal.*
- *Fund recycling (plastics, glass, paper, cardboard, e-waste, child car seats) transport and processing costs.*

*Additional levy funding would also enable us to increase the level of diversion at our facilities with a lower call on rates.*

*Higher disposal costs will provide an incentive for further diversion by customers, i.e. it may encourage some companies to spend money on sorting waste in order to save money at the transfer station. It may decrease housing construction costs by improving diversion and wasteful habits in the building industry. However it could drive*

If applicable, please describe parts of your submission that you do not want to be published on the Ministry for the Environment website (Notes)

**WAIMAKARIRI DISTRICT COUNCIL****REPORT FOR DECISION**

**FILE NO and TRIM NO:** EXT-30 / 200122008006

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Geoff Meadows – Policy Manager

**SUBJECT:** Urban Development Bill

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)

  
Department Manager

  
pp Chief Executive

**1. SUMMARY**

- 1.1 The purpose of this report is to obtain Council approval on a draft submission to the Environment Select Committee on the Urban Development Bill.
- 1.2 The Bill passed its first reading on 10 December 2019 and was referred to the Environment Select Committee with a closing date for submissions on 14 February 2020.
- 1.3 Senior staff (Gerald Cleary, Nick Harrison, Jeff Millward, Simon Markham, Geoff Meadows, Matt Bacon, Maree Harris, Trevor Ellis, and Cameron Wood) met on 23 December 2019 to discuss the impact of the Bill on local government.
- 1.4 Staff have prepared the attached draft submission (TRIM 200120006071) in response to the Bill.

**Attachments:**

- i. Draft submission to the Environment Select Committee on the Urban Development Bill (TRIM 200120006071)
- ii. Diagram of Specified Development Project Process (TRIM)

**2. RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report no. 200122008006
- (b) **Approves** the Draft submission to the Environment Select Committee on the Urban Development Bill (TRIM 200120006071).

**3. BACKGROUND**

- 3.1 The Bill is predicated on the premise that “urban areas...are not delivering the improvement in living standards that New Zealanders expect”, and calls for “transformational urban development projects”.
- 3.2 This will happen by providing Kainga Ora with a “toolkit of powers” and “provide more certainty for developers and investors”.

3.3 The Bill provides for Specified Development Projects (SDP) that will be widely consulted on, with submissions being heard by an independent hearing panel, but once approved will give Kainga Ora powers to:

- Override RMA plans and policy statements;
- Act as a consent authority under the RMA;
- Levy targeted rates and development contributions;
- Build and change infrastructure;
- Reconfigure reserves; and
- Acquire and transfer land.

3.4 The Bill sets out how:

- Specified Development Projects are established (part 2, subpart 1);
- Independent Hearing Panels are established (clause 79-82);
- Reservations under the *Reserves Act 1977* can be revoked (clauses 142-144);
- Kainga Ora will exercise roading powers in a development area (clauses 148-154);
- Kainga Ora will propose bylaw changes (clauses 171-183);
- Kainga Ora will levy targeted rates (Part 4, subpart 2) and Development Contributions (subpart 3);
- Kainga Ora will transfer and acquire land (Part 5).
- Clause 274 provides for powers to enter land and buildings for the:
  - Assessment of potential Specified Development Project;
  - Alteration of a draft development plan;
  - The exercise of roading powers;
  - Assessment of land for acquisition.

3.5 The investment of considerable resources in establishing Kainga Ora, and developing the policy framework for SDPs, is demonstrated as follows. No less than 14 Cabinet Papers and 30 Ministerial briefings have contributed to this Bill, so there is a high level of commitment to proceed. The focus of the attached submission has been on its workability and the potential unintended consequences, based on experience with developers in the District.

#### **4. ISSUES AND OPTIONS**

4.1. The diagram at attachment ii (TRIM 200123008604) sets out the SDP process. It is relatively complex and there is a high level of Ministerial involvement, reflecting the extent and nature of the “override” provisions. The SDP is intended for large scale complex projects and it is difficult to envisage projects in this District warranting such a process, however the possibility that there might be needs to be considered.

4.2. The draft submission provides examples of where equivalent Special Development Areas have not contributed to more affordable housing in the long run in this District. The draft submission also points out that developer-led provision of public utilities has often resulted in sub-standard public infrastructure, or Council-funded provision of utilities in the long run.

4.3. The submission requests that the Council would like to be heard at the Select Committee hearing on the bill.

4.4. The Management Team have reviewed this report and support the recommendations.

#### **5. COMMUNITY VIEWS**

##### **5.1. Groups and Organisations**



5.1.1. The Bill is before the Environment Select Committee, so this presents an opportunity for groups and organisations to submit.

5.2. **Wider Community**

5.2.1. The Select Committee process is a method of gleaning community views.

**6. IMPLICATIONS AND RISKS**

6.1. **Financial Implications**

6.1.1. The draft submission has a section on the impacts on rates if a Special Development Project is declared.

6.2. **Community Implication**

6.2.1. Kainga Ora are required to widely consult on a draft development plan with submissions being heard by an independent hearing panel.

6.3. **Risk Management**

6.3.1. There is a significant risk that developers will apply for a Special Development Project to try to bypass community concerns or environmental impacts.

6.4. **Health and Safety**

6.4.1. There are no specific Health and Safety Risks associated with the Bill.

**7. CONTEXT**

7.1. **Policy**

7.1.1. This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

7.2. **Legislation**

7.2.1. *Local Government Act 2002, Resource Management Act 1991, Public Works Act 1981, Local Government (Rating) Act 2002, Land Transport Management Act 2003.*

7.3. **Community Outcomes**

7.4. N/A

7.5. **Delegations**

N/A

Geoff Meadows, Policy Manager

**Submission to the  
Environment Committee**  
In the matter of the  
***Urban Development Bill***

Submission by  
**Waimakariri District Council**

14 February 2020  
Person for Contact: Geoff Meadows, Policy Manager



## 1 Introduction

The Waimakariri District Council welcomes the opportunity to submit on the Urban Development Bill, and recognises the desire to create a framework for transformational urban development projects. The Bill's aim to reduce the risks and costs associated with complex development, and provide more certainty for developers and investors, is noted.

Specified Development Projects (SDPs) aim to provide another tool for the Kainga Ora toolkit, but the comprehensive establishment process is convoluted, and the Bill does not make clear the starting point for a SDP. Similarly the role of local government as the primary planning and development agency at a local level is not clear during the operation of a SDP. All of these powers proposed for Kainga Ora are currently available, and consolidating these powers into a single bureaucracy does not guarantee more affordable house prices, or more efficient development and productivity from investors and developers.

The objective of the Bill is confusing. On the one hand the Bill seeks to deliver complex or strategically important projects that the market would not otherwise deliver, but on the other hand seeks to provide more certainty for developers and investors with complex developments. These objectives seem to be contradictory. The role of the private sector, once a SDP has been declared, is not clear. This demonstrates that the policy foundations that underpin the Bill have not been well thought through. The role of private sector developers, and the role of the planning and development regime under the *Resource Management Act 1991* are distinct, and while the development industry have long complained about the complexity of the planning and development system, the market has been the principal mechanism for the development, sale and construction of urban areas.

The idea that a mix of state, affordable, and market housing, that is sustainable in the long term, needs further work and consideration. If the affordable housing is desirable in the first generation, the market quickly takes over and on-sells cheap quality housing at a price that responds to market demands. Submission points below point to examples where this has happened in practice in this District.

This Council has several concerns about the Bill which are outlined as follows.

## 2 Points of submission

### 2.1 Affordability

This Council's principal concern is that development costs will not be reflected in the sale price of the land. The impact of this could well be that the developer pockets additional profit, and the cost is then passed on to future property as a burden for decades.

This Council's experience has been that even if the first purchaser gets the property for a discount, future sales are then on-sold at market rates. Examples include Courtney Drive in Kaiapoi and North Rangiora development areas. Where the purchase price of sections to the initial buyer is low, there can be a quick turn-over of ownership, and the advantage of savings are lost to the initial purchaser. This occurred with the Meadow Estates subdivision in Kaiapoi in the early 2000's, and the evidence for this is provided in the attached Excel spreadsheet.

Sections were priced lower to benefit young families and the development was totally sold off the plan before any development work started. By the time the titles were issued most sections had sold two or three times. The full price of development should be included in the price of the section so that sections are comparatively priced within the local authority, and neighbouring local authorities.

## 2.2 Impact on Rates

These development areas will invariably have higher rates. When people purchase these properties they may not be aware of the high rates, but this is not their focus. Later on down the track they will find paying the high rates a burden and complain to the Council about it. This Council has had this occur on many occasions and is an ongoing issue. Examples include Fernside and Loburn Lea Sewerage Schemes. The developer installed a treatment plant that is very difficult and expensive to operate. The system was vested in Council and in turn, Council charged rates for these schemes. The costs are high when compared to other ratepayers in the District. People then complain to the Council. It is now a very challenging issue for Council to deal with, and there is an expectation that Council will take action.

Council have already done this in a number of areas such as Mandeville where there were examples of both public schemes and private schemes that were becoming unaffordable. The Council ended up taking over the private scheme and connecting it up to the main Eastern District Sewerage Scheme along with the small Council-owned schemes.

Garymere water supply is another example where the Council inherited a small scheme from a developer. The legacy has been left to the Council. The ratepayers pushed back hard against having to pay higher rates than the rest of the District, and eventually the Council has effectively subsidised this scheme on a District-wide basis.

The areas with additional rates may be harder to on-sell as purchasers will be comparing these to areas of the District that do not have the additional development rates. In the past with loan rates (in lieu of lump sum contributions) there is pressure on vendors to pay the loan back prior to sale.

This Council also has concerns about collecting rates on behalf of Kainga Ora. This will mean adjustments to rating systems, programming and stationery. Where Councils currently also collect rates for their Regional Council, the combined invoices would be quite complex.

While there is provision for the Council to be reimbursed for collection as is the case with Regional Council rates, the amount collected for Kainga Ora will be lower than the Regional Council rates so a higher percentage will be required to meet collection costs. An administrative/accounting overhead will also be charged by Kainga Ora for administration. This will add to the debt required to be paid back by the ratepayers.

If sections do not sell quickly, the developer will be liable for the additional rates on the unsold sections. This could cause a cash flow issue.

Ratepayers will see the Kainga Ora invoice as part of their "rates" and are likely to complain to Council about the level of charges. If agencies other than the Council are determining levels of service in a subdivision, there could be resistance later from residents to paying Council rates if they see they are not getting the same standard of amenity or facilities, such as street trees.

## 2.3 Standard of Infrastructure

This Council is also very concerned about the standard of non-local government infrastructure. Experience from Manukau Water/Manukau City Council, when Housing New Zealand subdivided and sold off houses, resulted in the installation of stormwater and wastewater reticulation that complied with the building code, but did not meet the Council standard for public infrastructure. The Council inherited substandard

infrastructure and where it was left in private ownership, there were ongoing problems with disputes between property owners, and unattended sewer overflows. This issue is compounded in low socioeconomic areas.

In the past where developers have installed basic services, there is later pressure on the Council to bring these up to urban standards. For example, residents in residential areas that have grass drainage swales have demanded paved footpaths and kerb and channel.

## **2.4 Managing Impacts on the Environment**

This Council is also concerned with environmental outcomes if Kainga Ora becomes a consenting authority. It is not clear how specific infrastructure or amenity outcomes will be included within such consents. There is also a loss of institutional development consenting knowledge if consents are not processed in-house (for example, ground conditions, groundwater heights, consented history etc).

## **2.5 Compliance, Monitoring and Enforcement**

This Council also has concerns with loss of linkage between Kainga Ora's role as a consenting authority, and Council's role as potential compliance, enforcement or monitoring authority. There is a risk that conditions are unclear or do not enable Council as the Territorial Authority to monitor or enforce.

## **2.6 Impacts on Reserves**

### **Section 142: Reserves and conservation interests**

Within this section, Kainga Ora has the right to request revocation of reserve interest. This means most reserve land within the district would fall into this category (as noted below only Scientific and Nature Reserves are exempt from this). In our view the wording should consider the existing community infrastructure that the reserve may hold, such as those assets that are meeting a Local Authorities Community Outcomes.

Displacement of existing clubs and communities of interest should not be an outcome of this section. To achieve this the section needs rewording to consider the ideals that the Community Outcomes offer and to avoid any legacy that would see a fit for purpose community asset being revoked or moved to cater for a new community that will be subject to resentment from existing patrons of the reserve. It would also mean that any future spend required would not fall back to the rate payer to supply the lost infrastructure or deal with any legacy issues from the development.

### **Section 20: Protected land**

The only reserve protection for *Reserve Act 1977* land is Scientific or Nature. This Council currently have limited examples of either of these, although Matawai Park is one. That would be protected from the revocation process that the UDB would offer to Kainga Ora.

### **Section 144: Creating, classification, and vesting of reserves**

This section notes that reserves can be vested in Kainga Ora or a Local Authority. More explanation is required to understand the purpose of a reserve being vested in this way under Kainga Ora. Is this an intention to provide recreation space or to then engage a Local Authority to administer the reserve on behalf of the Government?

**Section 228: Use of development contributions for reserves**

This section offers the ability for the government to utilise development contributions for a community facility associated with the use of a reserve (no mention of local authority requirement or community outcomes). Or that they can use it for the provision or improvement of community facilities at a school either established or about to be established. This needs to be made clear as development contribution is not normally taken for the creation of school assets. This approach could divert funds required for community infrastructure to supplement what should be a Government funded project. A change is requested to ensure development contributions for reserves are utilised within reserves only administered by the local authority, or land that is solely for public use or enjoyment.

Thank you for the opportunity to comment on the *Urban Development Bill*. The Council would like to be present at a hearing on the Bill.



**MINISTRY OF HOUSING AND URBAN DEVELOPMENT**

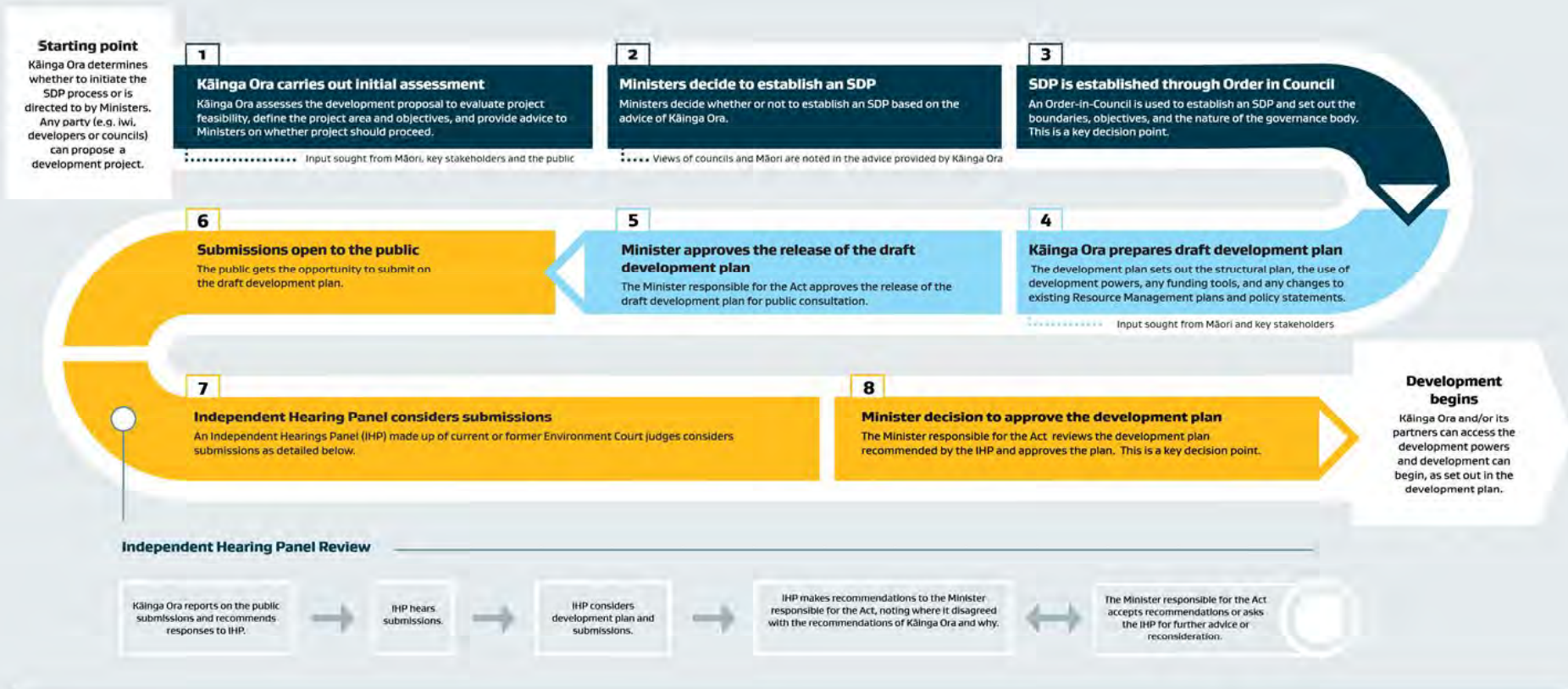
# The Specified Development Project process

Specified Development Projects (SDP) will support Kāinga Ora to transform our towns and cities by providing a new way to do complex urban development. The SDP process is designed so that planning, infrastructure, land use and funding arrangements are sorted upfront, so delivery can get underway quicker. This is balanced with protections for Māori interests, and environmental, cultural, and heritage needs.

**Establishing the SDP and setting the strategic direction** through due diligence and by seeking input from key stakeholders and the public.

**Preparing the draft development plan** so it is clear how the project will be delivered.

**Refining and approving the development plan** through consultation, review by an Independent Hearing Panel, and Ministerial approval.



**WAIMAKARIRI DISTRICT COUNCIL****REPORT FOR DECISION**

**FILE NO and TRIM NO:** RDG-32-77-08/200122008045

**REPORT TO:** Council

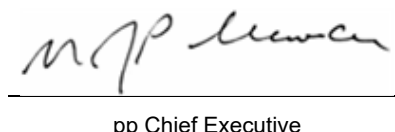
**DATE OF MEETING:** 4<sup>th</sup> February 2020

**FROM:** Don Young, Senior Engineering Advisor

**SUBJECT:** Park and Ride, and direct bus services – consultation feedback

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)

  
Department Manager

  
pp Chief Executive

**1. SUMMARY**

- 1.1 This report is to update the Council on the recent ECan consultation on the direct bus services and on Park and Ride locations, and to recommend the Council endorsement to assist the ECan Council in its decision making.

Attachments:

- i. Waimakariri Park and Ride services – Consultation Feedback Analysis (Trim 200122008031)
- ii. ECan Waimakariri Park and Ride and direct bus services – consultation document final (Trim 200124009116)

**2. RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No. 200122008045.
- (b) **Requests** staff advise ECan that the Waimakariri District Council supports inclusion of the funding option Option 1 in the ECan draft Annual Plan for consultation, being four trips into central Christchurch in the morning and five returning in the afternoon, from both Rangiora and Kaiapoi.
- (c) **Notes** the effect of this will be an increase of up to \$30 per household per annum to the ECan urban public transport targeted rate, and \$10 to the equivalent rural rate
- (d) **Notes** that 51% of respondents favoured this option, with 14% favouring option 2 and 35% opposing both.
- (e) **Notes** that ECan will be considering this matter at its meeting later in February.

**3. BACKGROUND**

- 3.1 Environment Canterbury, Waimakariri District Council and NZTA are considering direct commuter buses from Park and Ride locations in Rangiora and Kaiapoi to central Christchurch to begin operating when the Christchurch Northern Corridor opens mid-2020. The public consultation was run from 11 November until 8 December 2019 to check in with



the community to see if they support this concept, to discuss options for Park & Ride locations, and to seek feedback on the additional rating that would be required to put on the direct bus services.

- 3.2 The consultation period has now ended, and the summarised feedback is attached.
- 3.3 ECan will be considering this matter, and resolving the funding option at its meeting later in February.

#### **4. ISSUES AND OPTIONS**

- 4.1. A total of 471 submissions were received. However it is worth noting that 65 of these were from submitters outside the District who do not pay the specific targeted ECan public transport rate that is affected by this decision. Therefore these 65 were not included in the final analysis on rating.
- 4.2. The summary and analysis of the feedback is in the attached document. There were a number of different questions asked, and the responses to each are summarised in the attachment.
- 4.3. On two specific issues it is worth noting that
  - 4.3.1. 56% of respondents agreed with the direct bus and Park and Ride concept, and a further 30% agreed but had suggestions or concerns.
  - 4.3.2. 51% supported the higher cost funding option (option 1), with 14% supporting option 2 and 35% supporting neither.
- 4.4. It would be useful for ECan to receive feedback from the Waimakariri district council in terms of its view of the proposals.
- 4.5. The Management Team have reviewed this report and support the recommendations.

#### **5. COMMUNITY VIEWS**

- 5.1. **Groups and Organisations**
  - 5.1.1. The consultation document was available to all groups and organisations that may have an interest in this matter.
  - 5.1.2. Directly affected residents or groups directly affected by any of the park and ride locations have been or will be involved in discussions to minimise the impacts.
- 5.2. **Wider Community**
  - 5.2.1. The consultation document was letter-dropped to all Waimakariri ratepayers, and was available on line.
  - 5.2.2. In addition, there were 12 consultation interactions around all parts of the District, attended by both ECan and WDC staff.

#### **6. IMPLICATIONS AND RISKS**

- 6.1. **Financial Implications**
  - 6.1.1. The options that were consulted on result in either a \$22 or \$30 increase in rates for an urban ratepayer, and ether \$7 or \$10 for rural. An urban ratepayer (from ECan's perspective) is defined as residents of Rangiora, Kaiapoi, Woodend, Pegasus and Waikuku.

**6.2. Community Implication**

- 6.2.1. Commuters will benefit from increased opportunity to access the Christchurch CBD during peak hours, with a shorter timeframe.
- 6.2.2. The wider community will benefit from less traffic on the roads at peak times, as well as ensuring that the district remains an attractive location to live.

**6.3. Risk Management**

- 6.3.1. There is a risk that the direct buses will be less utilised than planned. This is partially mitigated by staging the Park and ride facilities, and by recognising that this is a long term issue and that will take time to change behaviour.

**6.4. Health and Safety**

- 6.4.1. Health and Safety will be considered as part of the implementation of the programme.

**7. CONTEXT****7.1. Policy**

- 7.1.1. This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

**Legislation**

- 7.1.2. This matter is authorised under the Local Government Act.

**7.2. Community Outcomes**

- 7.2.1. Transport is accessible, convenient, reliable and sustainable.

**Delegations**

- 7.2.2. The Council has the authority to consider this matter.

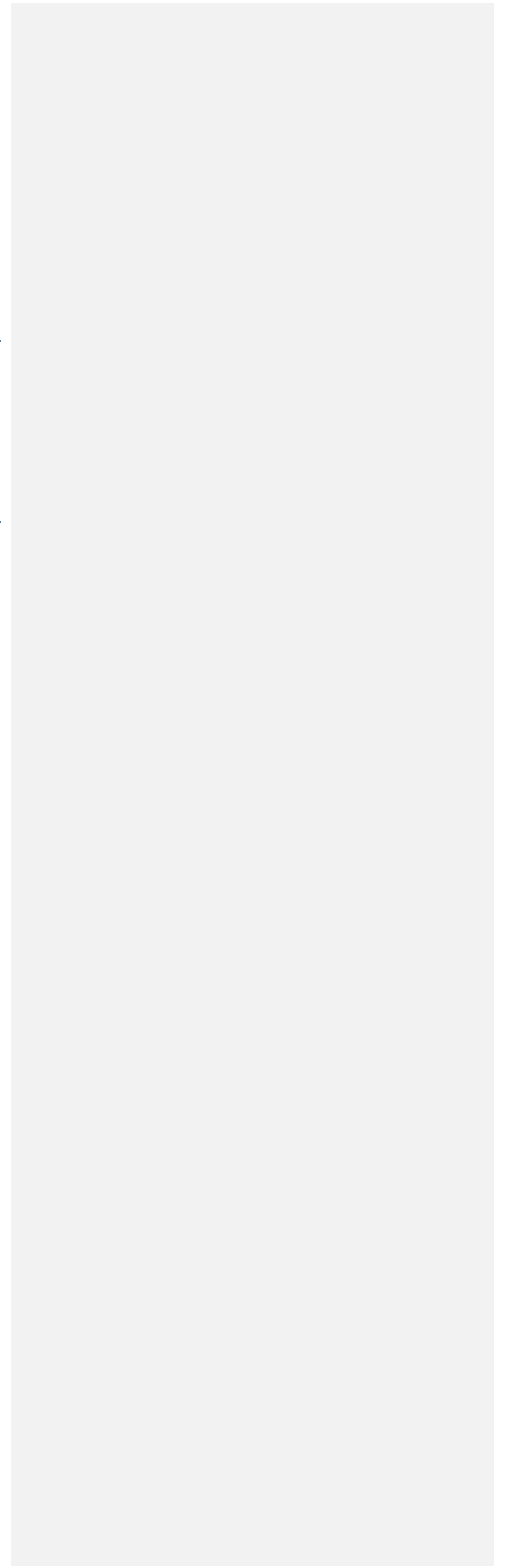
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# WAIMAKARIRI PARK & RIDE SERVICES

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Consultation Feedback Analysis

JANUARY 7, 2020



## Background

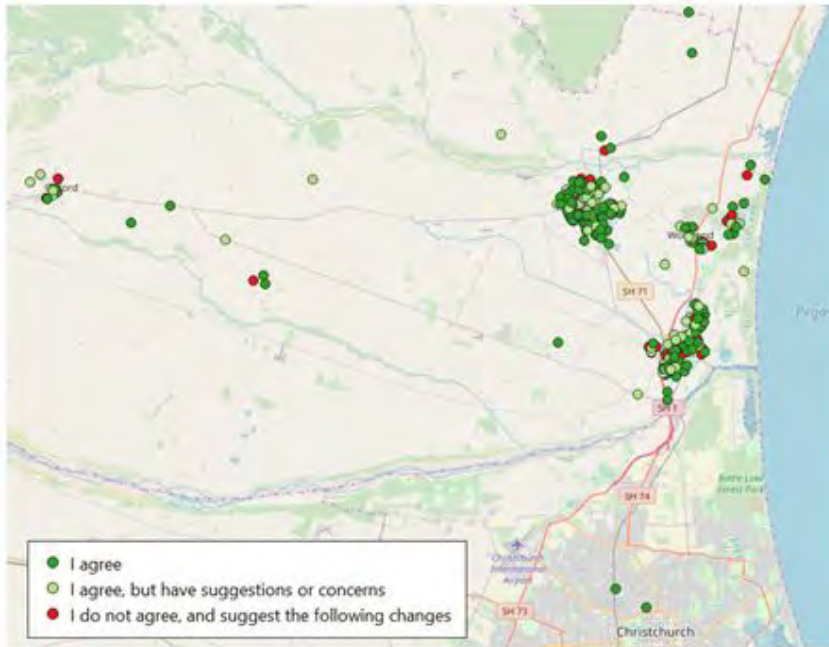
Environment Canterbury, Waimakariri District Council and NZTA are considering direct commuter buses from Rangiora and Kaiapoi to central Christchurch for when the Northern Motorway extension opens mid-2020. The public consultation was run from 11 November until 8 December 2019 to check in with the community to see if they support this concept, to discuss options for Park & Ride locations, and to discuss what funding would be required to put on the direct bus services.

## Summary

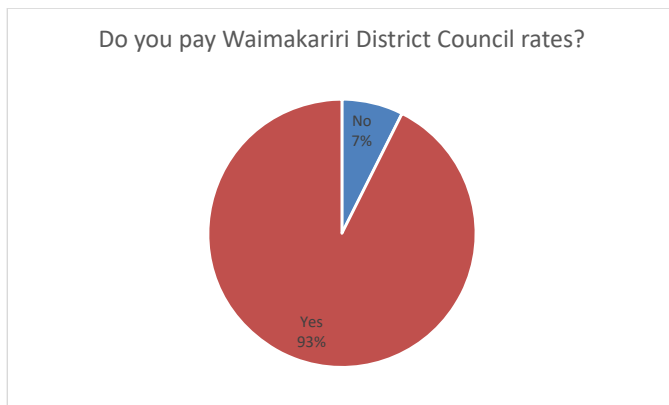
In total, 471 submissions were received during the consultation process. Of these, 405 submissions were validated and processed for further analysis. Of the remaining 66 submissions which were deemed invalid, 65 were from submitters who lived outside Waimakariri District and did not pay Waimakariri council rates. Additionally, one submission was a duplicate and thus removed. The report discusses only the results from the 405 valid submissions.

As Map 1 shows, there was strong support for the Park and Ride concept (see next section for detailed analysis). While the majority of submitters were located in Rangiora and Kaiapoi, residents from other parts of Waimakariri were also interested in the proposed service, with submissions from Woodend, Pegasus, Waikuku, Oxford and other areas in the district. The submitters were predominantly Waimakariri rate payers (93%). Only 7% of the submitters lived in Waimakariri but did not pay rates (Chart 1).

**Map 1.** Submitter locations by whether they agreed with the concept of direct bus services and Park and Ride facilities.



**Chart 1.**



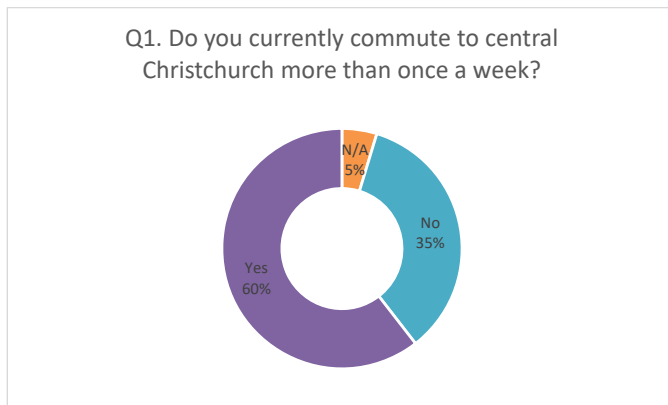
## Detailed Analysis

Please note that all the statistics in this section were based on the number of responses to each question, which varied from question to question.

### Current state

The majority of the submitters (60%) currently commute to central Christchurch more than once a week (Chart 2). Car is the most popular means to commute (n=205), followed by bus (n=70). A few submitters also commuted by carpool (n=12) or cycling (n=7)<sup>1</sup>.

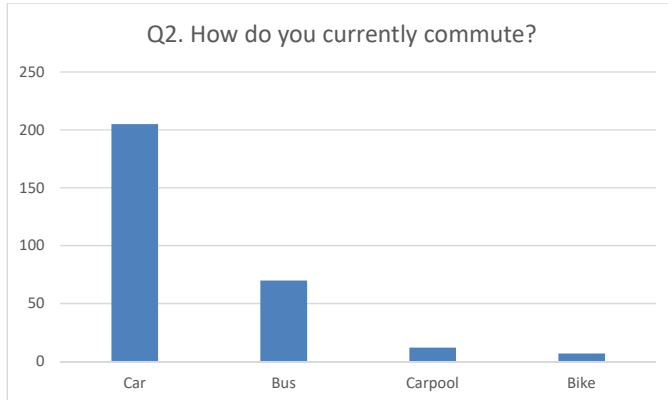
#### Chart 2.



#### Chart 3.

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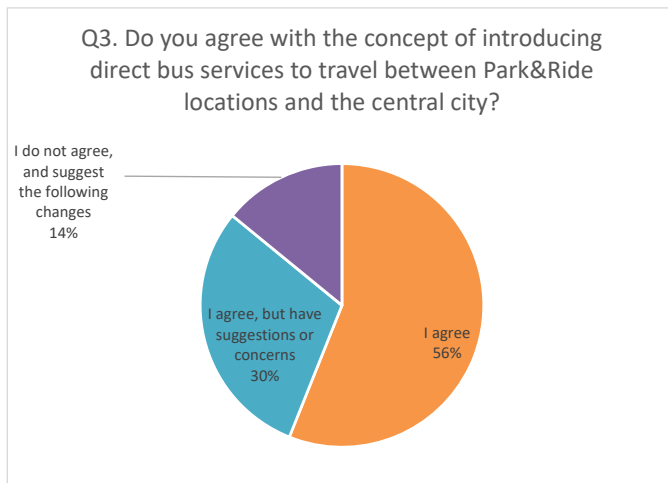
<sup>1</sup> The sum of the figures is lower than the number of valid submitters because some submitters did not answer the question or provided multiple answers.



#### Feedback on the overall concept

The submitters showed strong support for the proposed Park and Ride service, with 56% fully agreeing with it, and a further 36% agreeing but had suggestions or concerns. Only 14% of submitters disagreed with the proposed service (Chart 4).

#### Chart 4.



The central issue of the submitters who agreed but had concerns was the proposed rate increase. Many saw the need for a Park and Ride service, but objected it being funded through rates. One commonly suggested alternative was for the express services to be funded entirely through fares. It is pertinent to note that all public transport services provided by ECan are funded through a combination of rates, NZTA grant and fares. This is because public transport is a form of public goods and its beneficiaries and users do not always align. For example, public transport provides benefit to car drivers by reducing congestion. Some of the submitters also wanted Park and Ride facilities in other locations such as Woodend and Mandeville. Furthermore, the lack of bus connections to the proposed direct services was raised by several submitters, who either wish to get to the Park and Ride stops from rural areas by bus, or travel to city destinations outside the CBD. Lastly, a few submitters also pointed out that they would not be able to use the service due to early start or late finish.

Similarly, for the submitters who disagreed with the proposal, the main concern was also rate increase. Many of them argued that the cost should be borne by the users themselves. Some also felt that the current bus service was sufficient to meet the travel demand of the community. Several submitters opposed the proposal as they preferred rail to direct buses.

### Park and Ride Facility

*Note that only 91 submitters answered Question 4 on whether people supported the proposed locations. In comparison, the subsequent Question 5 on people's preferred Park and Ride locations received 372 responses and therefore may be a more accurate indicator of the public's views on the proposal.*

**Commented [A1]:** This was because we forgot to add the question to the online form until well into the consultation, so a number of people were not asked if they 'supported the locations'

Map 2 below shows the proposed Park and Ride locations consulted on. These include North Rangiora (River Road), Central Rangiora (White Street), South Rangiora (Southbrook Drive), Central Kaiapoi (Hilton Street) and South Kaiapoi.

### Map 2. Proposed Park and Ride locations and routes



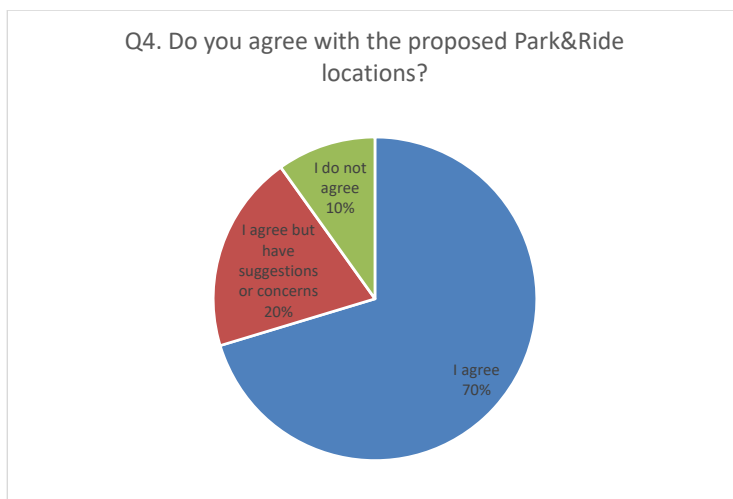


Overall, the submitters expressed strong support for the proposed Park and Ride locations. 70% of the respondents fully agreed with the proposal and another 20% partially agreed. Those who agreed in part suggested additional Park and Ride locations including Oxford,

Woodend, Mandeville and Silverstream. Some of them were also concerned that the number of parking spaces at the proposed locations was insufficient (Chart 5).

Of the 10% of respondents who disagreed, most said they would not use the express services. The primary reason for objection was that the proposed Park and Ride locations were too far away from where they lived.

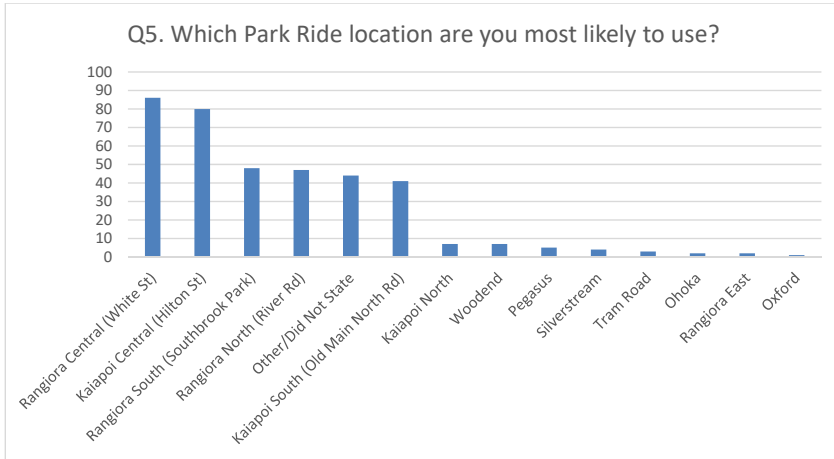
**Chart 5.**



Of the 5 proposed Park and Ride locations, Rangiora Central and Kaiapoi Central are the most popular among the submitters. These are followed by Rangiora North and Rangiora South. The Kaiapoi South location is the least likely to be used (Chart 6).

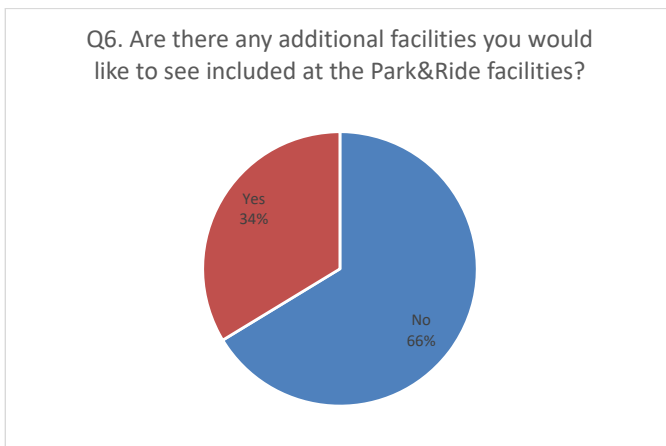
Overall, more respondents preferred an alternative Park and Ride location than those who preferred any of the 5 proposed locations. The alternative locations suggested by submitters include Woodend, Pegasus, Silverstream, Kaiapoi North and Tram Road. However, it is worth noting that the express services have been designed to have only limited number of stops in order to minimise journey time and maximise the use of the Park and Ride facilities. Therefore, adding extra stops could potentially undermine service efficiency.

**Chart 6.**



Just over a third (33.7%) of the respondents would like to see additional facilities included at the Park and Ride. The most popular facilities that the submitters wanted to see added include toilets, security measures, bike storage and bus shelters.

**Chart 7.**

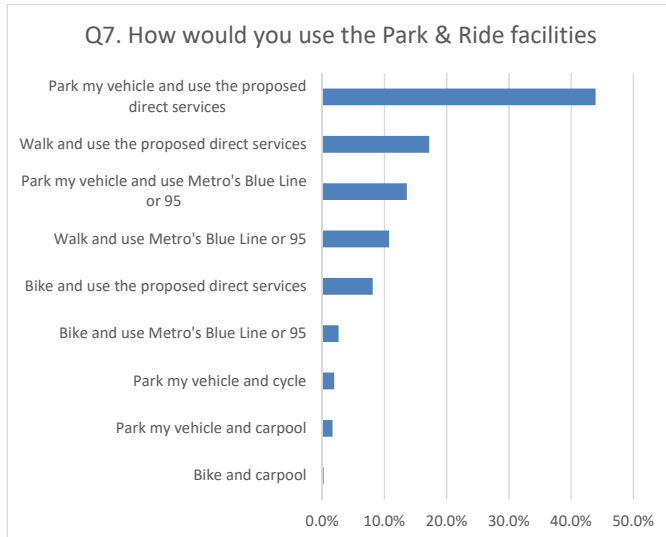


**Graph 1.** Feedback on Additional Facilities at Park & Ride - High Frequency Words



In terms of how the Park & Ride facilities would be used, the majority of submitters said they would park their vehicle and use either the proposed direct services (43.9%) or the Blue Line/95 (13.6%). Under a third of submitters preferred walking to the Park and Ride to catch the direct service (17.2%) or Blue Line/95 (10.7%). 11.1% of submitters would cycle to catch the bus services. The remaining 3.9% would use the Park & Ride to park and carpool or cycle.

**Chart 8.**



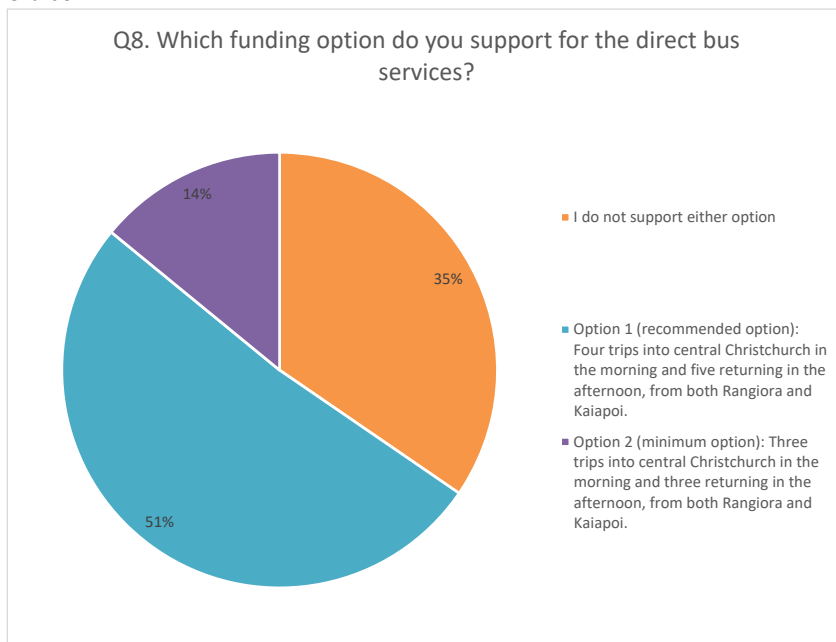
## Direct Bus Services

### Funding option

The majority of submitters (51%) supported Option 1 four trips into Christchurch and five trips returning from the city for Rangiora and Kaiapoi each. This option would require a rate increase of up to \$30 per household to the urban public transport targeted rate and \$10 to the rural rate. Only 14% of the submitters preferred Option 2 three trips each way for both Rangiora and Kaiapoi. Option 2 would require lower rate increase (\$22 for urban areas and \$7 for rural).

On the other hand, over a third (35%) of submitters opposed both options. The most common argument against the proposed services was that they should be funded fully through fares (user-pays). Many argued that the rates were already high and a rate increase would increase their financial burden. Numerous submitters also felt the rate increase would be unfair as they would not use or be able to access the service (Graph 2).

**Chart 9.**



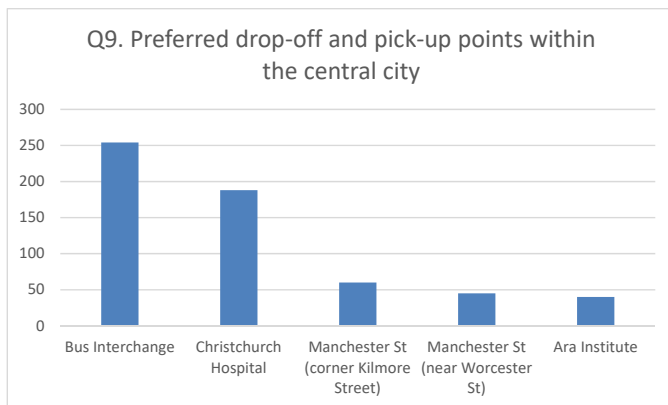
**Graph 2.** Reasons for Opposing Both Options - High Frequency Words



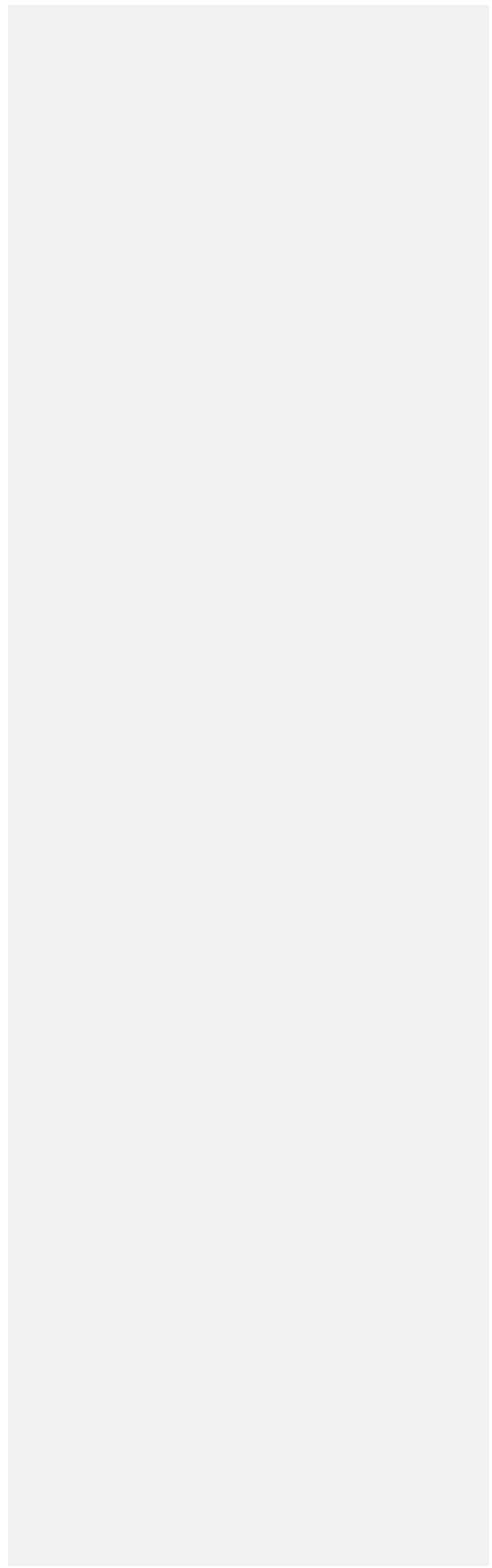
**Route & Timetable**

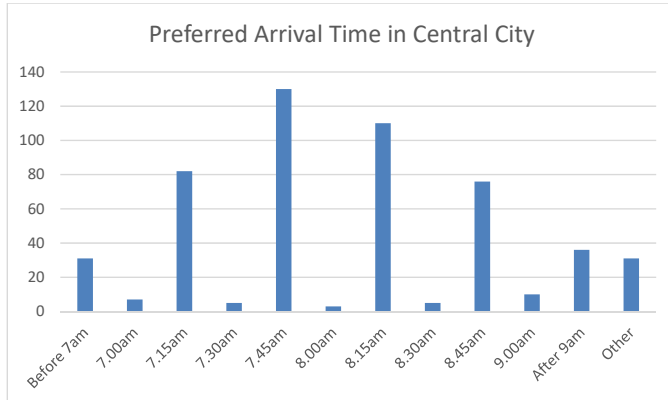
To speed up the journey, the proposed direct bus services would have no more than three stops within Christchurch. The feedback showed the top three preferred destinations in the CBD are Bus Interchange, Christchurch Hospital and Manchester St near Kilmore St. In terms of departure times, most of the respondents preferred to arrive in the central city between 7.15am and 8.45am, and leave between 3.45pm and 5.45pm.

**Chart 10.**

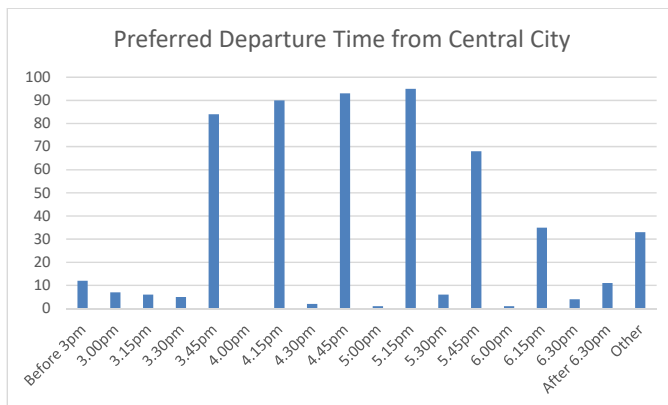


**Chart 11.**





**Chart 13.**



### Other Comments

53.7% of the respondents made further comments at the end of the survey. The feedback showed a mix of positive and negative views on the proposed Park and Ride services. Those who supported the proposal generally commended the idea of a fast and direct bus service into the central city. However, many of these submitters also expressed their concerns about the service restrictions in terms of operating hours and coverage. For example, several respondents supported the service but preferred to travel outside the proposed times. Some also commented that the elderly and students would not be able to use the direct bus services because their travel times and destinations are different to commuters. Note that the express services are intended to provide a direct commuter link to central

Christchurch. Therefore, they have limited operating hours, which target at peak commuter demand. The destinations are also limited in order to reduce travel time. However, passengers will be able to transfer to a wide selection of routes at the bus interchange.

Meanwhile, the respondents who made comments against the proposal reiterated their objection against the rate increase and argued for the service to be provided on user-pays basis. A few respondents also suggested alternatives to the proposed bus services such as rail and cycling to work.

**Graph 3.** High Frequency Words from Submitter Comments





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# WAIMAKARIRI DIRECT COMMUTER BUS AND PARK AND RIDE SERVICES

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Consultation Feedback Analysis

JANUARY 1, 2020

## Background

Environment Canterbury, Waimakariri District Council and NZTA are considering direct commuter buses from Park and Ride locations in Rangiora and Kaiapoi to central Christchurch to begin operating when the Christchurch Northern Corridor opens in mid-2020. The public consultation was run from 11 November until 8 December 2019 to check in with the community to see if they support this concept, to discuss options for Park and Ride locations, and to seek feedback on the additional rating that would be required to put on the direct bus services.

## Engagement Method

The consultation was communicated to Waimakariri residents via:

- Advertising run weekly in local newspapers throughout the consultation period.
- The consultation document was letter box dropped to over 22,000 homes in the district.
- Social media campaigns were conducted across Metro Canterbury, Environment Canterbury and Waimakariri District Council social media pages, they were also shared by New Zealand Transport Agency, Christchurch City Council and the Christchurch Northern Corridor Alliance throughout the campaign.

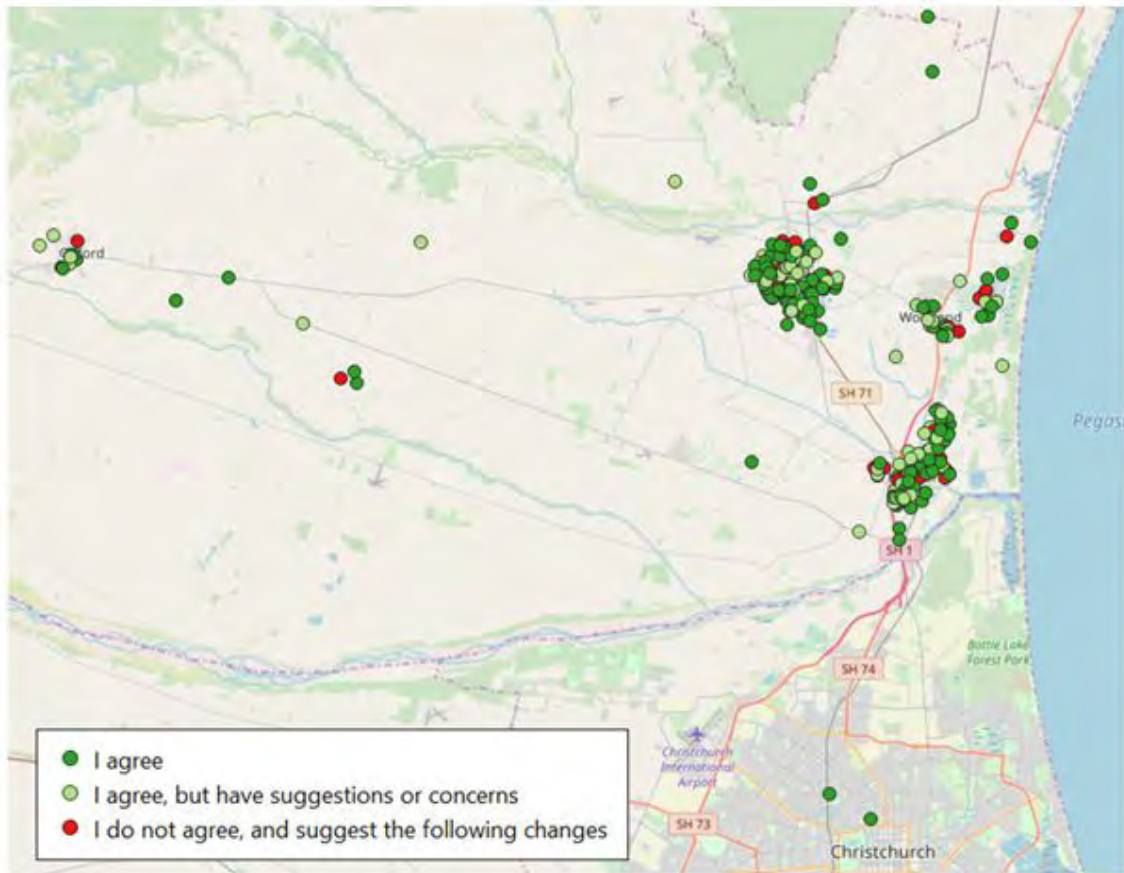
In addition news stories were run in a number of print and online publications.

## Summary

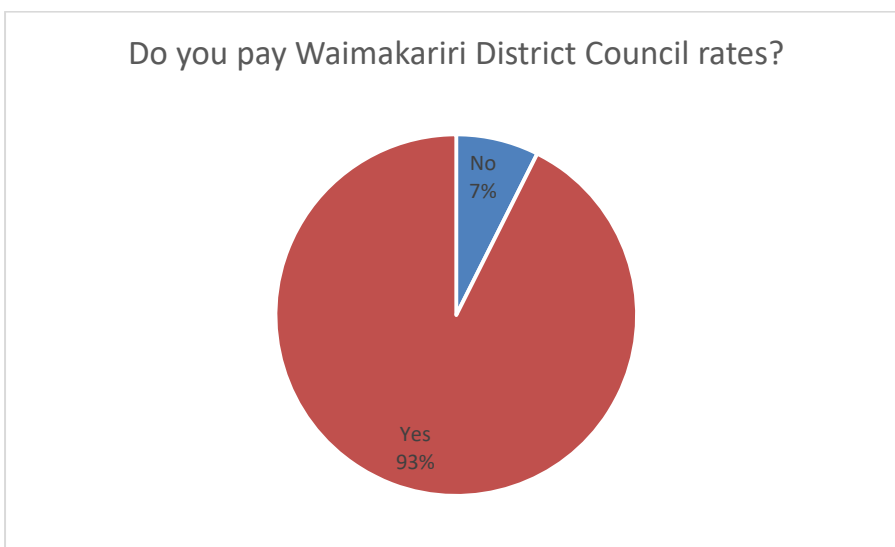
In total, 471 submissions were received during the consultation process. Of these, 405 submissions were validated as being from Waimakariri District residents and/or ratepayers. 65 submissions were received from people who do not live in or pay rates in the Waimakariri District. These submissions have not been included in the statistics and discussion in this report. Additionally, one submission was a duplicate and thus removed.

As Map 1 shows, there was strong support for the Park and Ride concept (see next section for detailed analysis). While the majority of submitters were from Rangiora and Kaiapoi, residents from other parts of Waimakariri were also interested in the proposed service, with submissions from Woodend, Pegasus, Waikuku, Oxford and other areas in the district. The submitters were predominantly Waimakariri rate payers (93%). Only 7% of the submitters lived in Waimakariri but did not pay rates (Chart 1).

**Map 1.** Submitter locations by whether they agreed with the concept of direct bus services and Park and Ride facilities.



**Chart 1.**



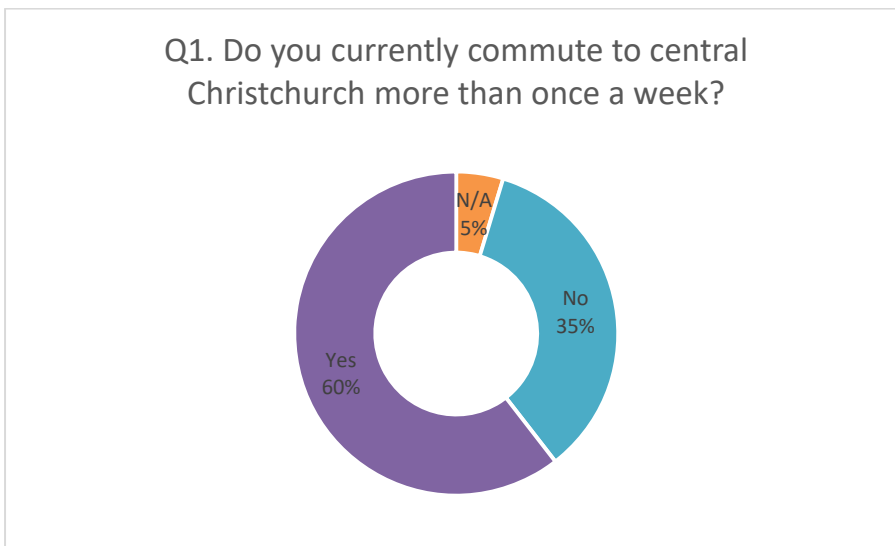
## Detailed Analysis

Please note that all the statistics in this section were based on the number of responses to each question, which varied from question to question.

### Current state

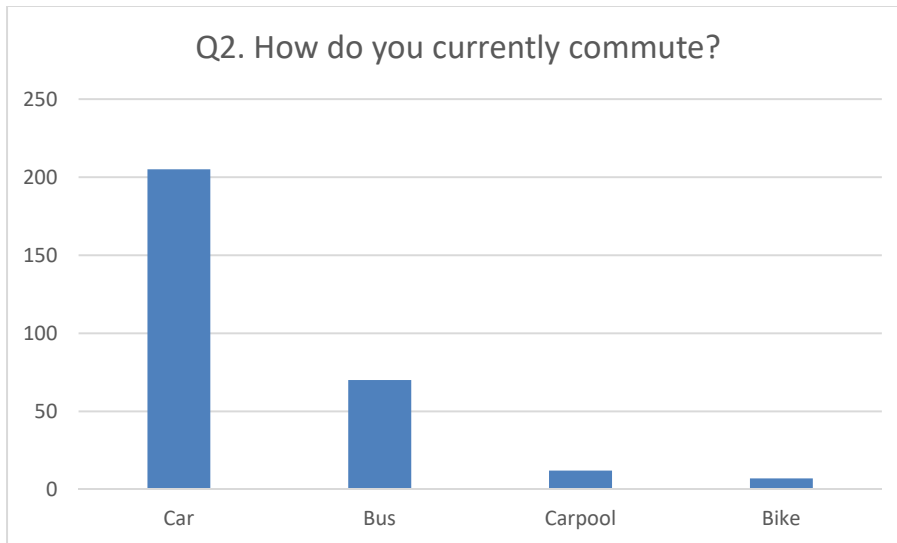
The majority of submitters (60%) currently commute to central Christchurch more than once a week (Chart 2). Car is the most popular means to commute (n=205), followed by bus (n=70). A few submitters also commuted by carpool (n=12) or cycling (n=7)<sup>1</sup>.

#### Chart 2.



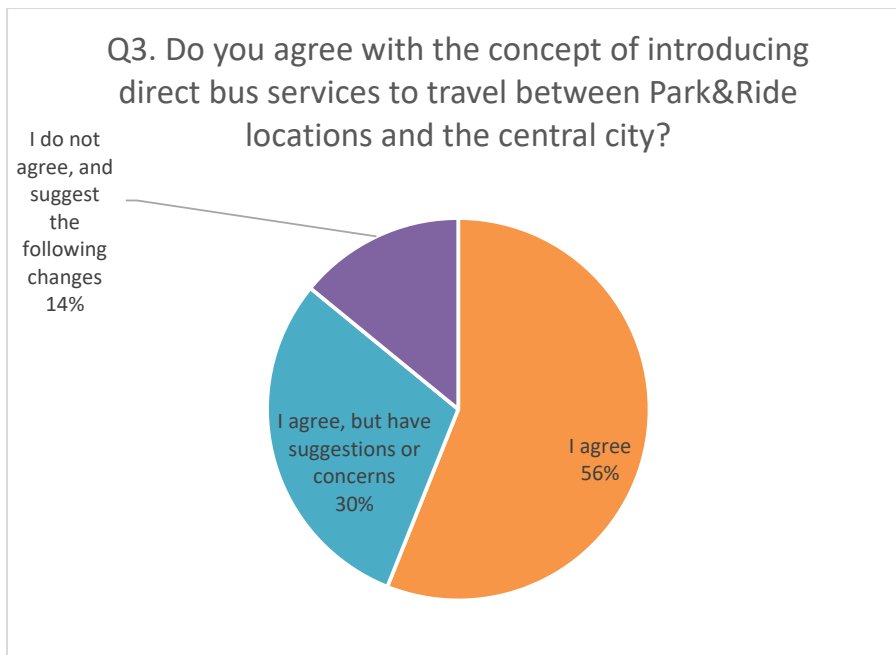
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<sup>1</sup> The sum of the figures is lower than the number of valid submitters because some submitters did not answer the question or provided multiple answers.

**Chart 3.**

### Feedback on the overall concept

The submitters showed strong support for introducing the proposed direct bus services from the park and ride locations to the central city, with 56% fully agreeing with it, and a further 30% agreeing but had suggestions or concerns. Only 14% of submitters disagreed with the proposed service (Chart 4).

**Chart 4.**

The central issue of the submitters who agreed but had concerns was the proposed rate increase. Many saw the need for a Park and Ride service, but objected it being funded through rates. One commonly suggested alternative was for the express services to be funded entirely through fares. It is pertinent to note that all public transport services provided by ECan are funded through a combination of rates, NZTA grant and fares. This is because public transport is a form of public goods and its beneficiaries and users do not always align. For example, public transport provides benefit to car drivers by reducing congestion. Some of the submitters also wanted Park and Ride facilities in other locations such as Woodend and Mandeville. Furthermore, the lack of bus connections to the proposed direct services was raised by several submitters, who either wish to get to the Park and Ride stops from rural areas by bus, or travel to city destinations outside the CBD. Lastly, a few submitters also pointed out that they would not be able to use the service due to early start or late finish.

Similarly, for the submitters who disagreed with the proposal, the main concern was also rate increase. Many of them argued that the cost should be borne by the users themselves. Some also felt that the current bus service was sufficient to meet the travel demand of the community. Several submitters opposed the proposal as they preferred rail to direct buses.

## Park and Ride Facilities

*Note that only 91 submitters answered Question 4 on whether people supported the proposed locations due to a clerical error in the online feedback form. In comparison, the subsequent Question 5 on people's preferred Park and Ride locations received 372 responses and therefore may be a more accurate indicator of the public's views on the proposal.*

Map 2 below shows the proposed Park and Ride locations consulted on. These include North Rangiora (River Road), Central Rangiora (White Street), South Rangiora (Southbrook Drive), Central Kaiapoi (Hilton Street) and South Kaiapoi.

**Map 2. Proposed Park and Ride locations and routes**



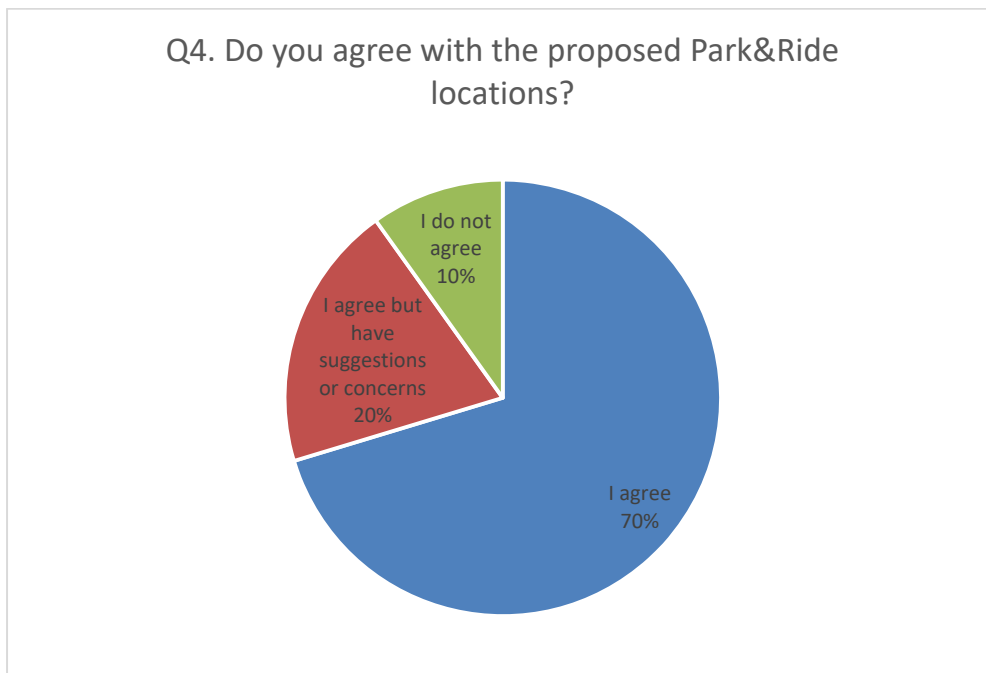
Overall, the submitters expressed strong support for the proposed Park and Ride locations. 70% of the respondents fully agreed with the proposal and another 20% partially agreed.



Those who agreed in part suggested additional Park and Ride locations including Oxford, Woodend, Mandeville and Silverstream. Some of them were also concerned that the number of parking spaces at the proposed locations was insufficient (Chart 5).

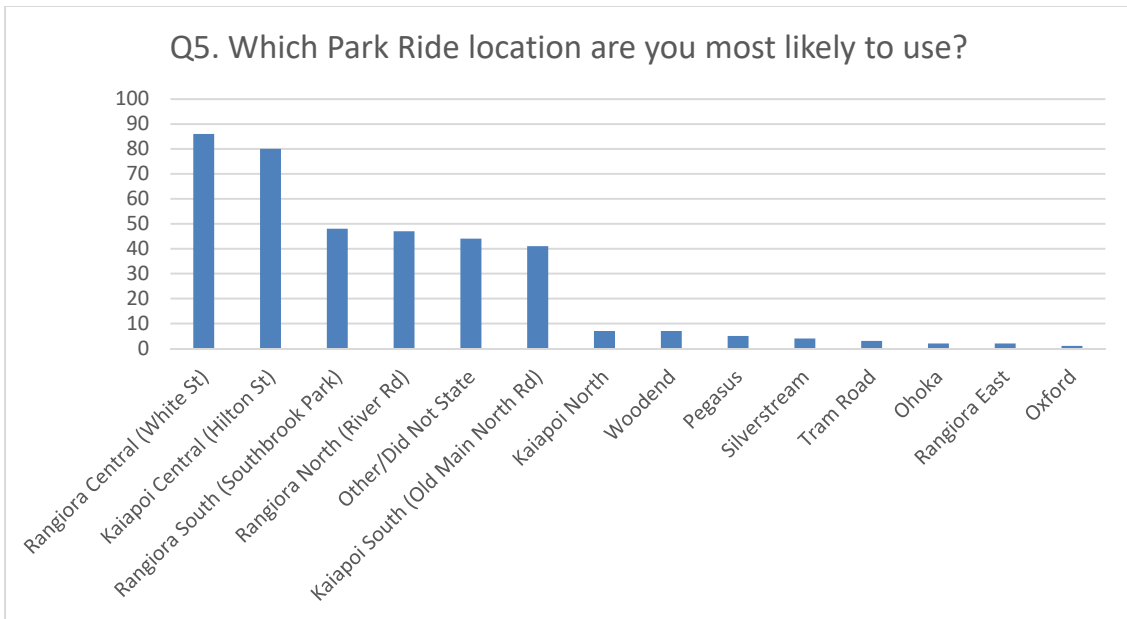
Of the 10% of respondents who disagreed, most said they would not use the express services. The primary reason for objection was that the proposed Park and Ride locations were too far away from where they lived.

**Chart 5.**

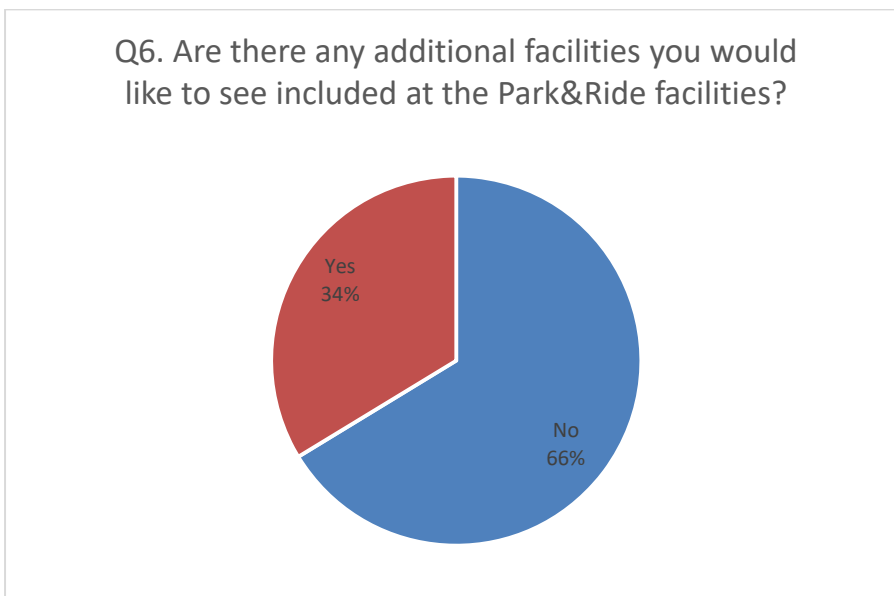


Of the 5 proposed Park and Ride locations, Rangiora Central and Kaiapoi Central are the most popular among the submitters. These are followed by Rangiora North and Rangiora South. The Kaiapoi South location is the least likely to be used (Chart 6).

Overall, more respondents preferred an alternative Park and Ride location than those who preferred any of the 5 proposed locations. The alternative locations suggested by submitters include Woodend, Pegasus, Silverstream, Kaiapoi North and Tram Road. However, it is worth noting that the express services have been designed to have only limited number of stops in order to minimise journey time and maximise the use of the Park and Ride facilities. Therefore, adding extra stops could potentially undermine service efficiency.

**Chart 6.**

Just over a third (33.7%) of the respondents would like to see additional facilities included at the Park and Ride. The most popular facilities that the submitters wanted to see added include toilets, security measures, bike storage and bus shelters.

**Chart 7.**



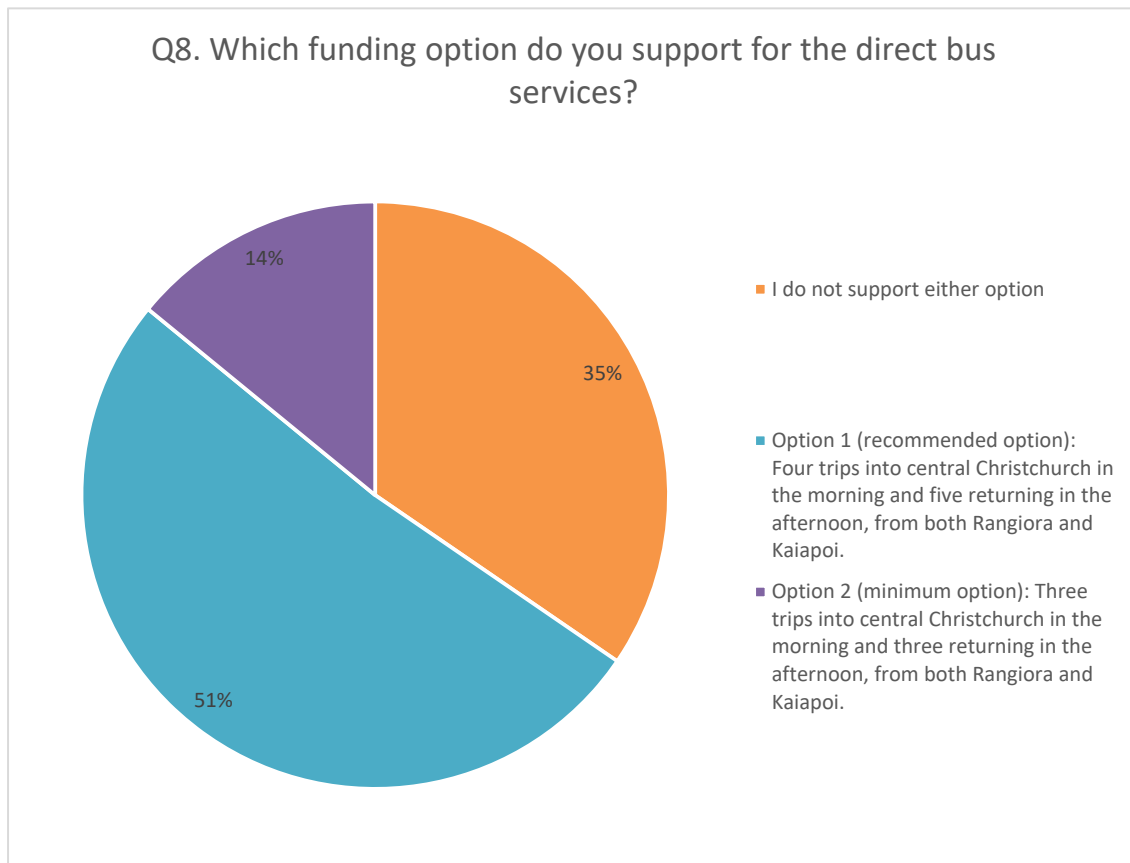
## Direct Bus Services

### Funding option

The majority of submitters (51%) supported Option 1 four trips into Christchurch and five trips returning from the city for Rangiora and Kaiapoi each. This option would require a rate increase of up to \$30 per household to the urban public transport targeted rate and \$10 to the rural rate. Only 14% of the submitters preferred Option 2 three trips each way for both Rangiora and Kaiapoi. Option 2 would require lower rate increase (\$22 for urban areas and \$7 for rural).

On the other hand, over a third (35%) of submitters opposed both options. The most common argument against the proposed services was that they should be funded fully through fares (user-pays). Many argued that the rates were already high, and a rate increase would increase their financial burden. Numerous submitters also felt the rate increase would be unfair as they would not use or be able to access the service (Graph 2).

**Chart 9.**



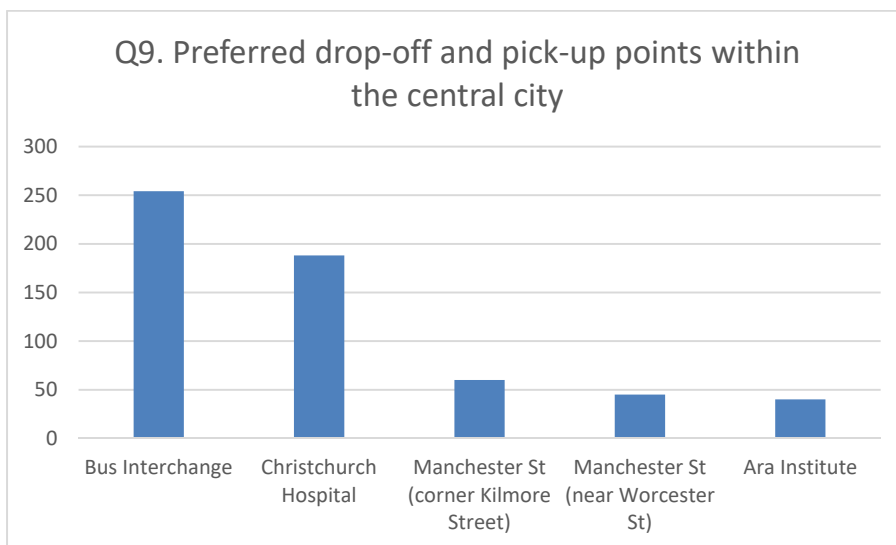
**Graph 2.** Reasons for Opposing Both Options - High Frequency Words

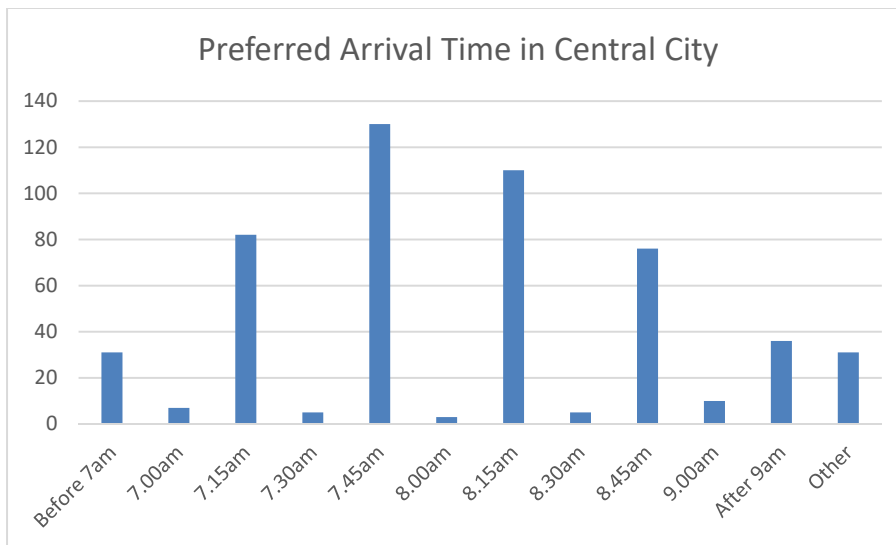
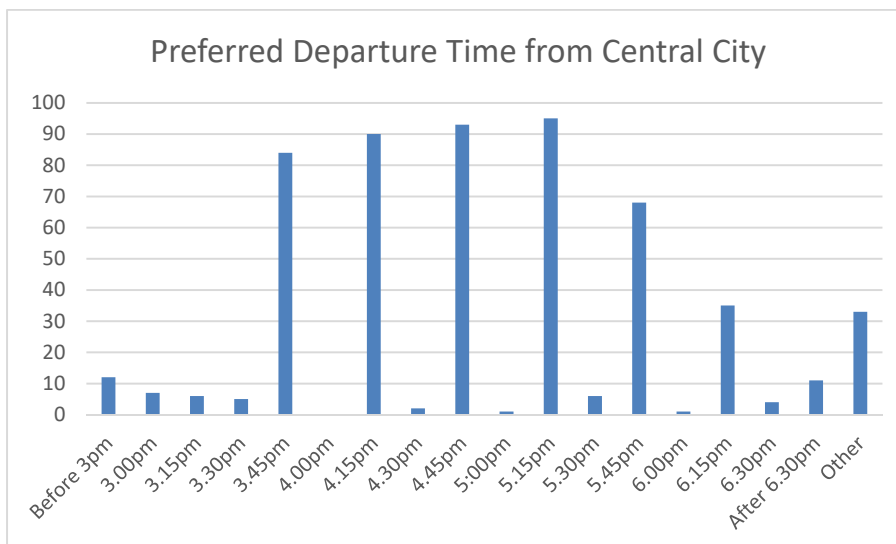


### Route & Timetable

To speed up the journey, the proposed direct bus services would have no more than three stops within Christchurch. The feedback showed the top three preferred destinations in the CBD are Bus Interchange, Christchurch Hospital and Manchester St near Kilmore St. In term of departure times, most of the respondents preferred to arrive in the central city between 7.15am and 8.45am and leave between 3.45pm and 5.45pm.

**Chart 10.**



**Chart 11.****Chart 13.**

## Other Comments

53.7% of the respondents made further comments at the end of the survey. The feedback showed a mix of positive and negative views on the proposed Park and Ride services. Those who supported the proposal generally commended the idea of a fast and direct bus service into the central city. However, many of these submitters also expressed their concerns about the service restrictions in terms of operating hours and coverage. For example, several respondents supported the service but preferred to travel outside the proposed times. Some also commented that the elderly and students would not be able to use the



**WAIMAKARIRI DISTRICT COUNCIL**

**REPORT FOR DECISION**

**FILE NO and TRIM NO:** BAC-01-01&RDG-32-77-08 / 200122007794

**REPORT TO:** Council

**DATE OF MEETING:** 4<sup>th</sup> February 2020

**FROM:** Simon Hart, Business & Centres Manager & Don Young, Senior Engineering Advisor

**SUBJECT:** Kaiapoi Town Centre North – Car Parking Assessment

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)



Department Manager

pp Chief Executive

**1. SUMMARY**

- 1.1 The purpose of this report is to provide a summary of the car parking assessment work undertaken by Abley Transport, for the area north of the Williams Street Bridge within the Kaiapoi Town Centre. The image below illustrates the areas subject to the Abley Transport Assessment.



- 1.2 This study/assessment was undertaken after feedback from businesses and community members about the increased demand for car parking in the above illustrated area, and



greater difficulty associated with parking in close proximity to the new businesses located around the Williams Street and Charles Street intersection.

- 1.3 Council staff engaged Abley Transport to undertake an assessment of public car parking in the above mentioned areas, with consideration of how the environment will look when all of the new developments and activities in the area are fully operational. As part of this work Abley Transport were asked to provide recommendations on how the parking environment in this area could be improved.
- 1.4 Since then the Kaiapoi Tuahiwi Community Board (KTCB) have resolved to recommend a site on red zoned land behind New World as a suitable location for additional town centre carparking.
- 1.5 This report also provides an overview of recent discussions related to the Kaiapoi Central Park and Ride site location. At its meeting in December, the KTCB declined to support the Park and Ride site proposed by staff and instead resolved to appoint three members to work with staff and identify a suitable Park and Ride site. The members have met with staff post-Christmas, and generally there are three sites being assessed – Black St, Kaiapoi Rugby Club carpark and sharing the New World site.
- 1.6 There are advantages and disadvantages for each of those locations, but staff believe that any of them would be suitable for a Park and Ride site. The report to the KTCB will include a Multi-Criteria Analysis, and a recommendation to the KTCB to consider. As investigations are still being continued, this recommendation has not yet been determined.
- 1.7 The key differentiators are that the Rugby Club is probably preferable from a Park and Ride perspective, as it is more visible, is on the Blue line and is a more direct location for both North Kaiapoi users. The Rugby Club appear to be positive about the concept and the costs should be lower due to the existing carpark, although it will require significant improvement to the basecourse and surfacing.
- 1.8 The New World site could be advantageous in terms of fitting in with the other car-parking needs, and therefore enabling the Council to better 'share' the costs. It is also suitable as a Park and Ride location. The Black St option is the least favoured.
- 1.9 The Kaiapoi Tuahiwi Community Board (KTCB) will not determine its preferred site until its meeting on 17<sup>th</sup> February 2020. Therefore at the time of writing the report, the view of the KTCB is not known. However, by the time the Council meeting is held, the resolution from the KTCB will be known, and staff will verbally update the Council.
- 1.10 It should be noted that the Utilities and Roading (U&R) Committee will be requested to adopt the KTCB recommendation later on the 18<sup>th</sup> February 2020, and the outcome of this discussion won't be known until after the Council meeting has considered this report. Therefore there is a risk that the U&R Committee will resolve a different site than the KTCB. If this occurs, the matter will be brought back to a future Council meeting for a resolution.

Attachments:

- i. Abley Transport – 2019 Kaiapoi North Parking Review (Trim 191106155212)
- ii. Plan of Kaiapoi Central Carpark – Option 1 40 parks without Park and Ride (Trim 200123008507)
- iii. Plan of Kaiapoi Central Carpark – Option 2 100 parks with Park and Ride (Trim 200122008221)
- iv. Plan of Kaiapoi Central Carpark – Option 3 84 parks with Park and Ride (Trim 200122008222)
- v. Estimate for Kaiapoi Central Carpark – Option 1 40 carparks without Park and Ride (Trim 200123008511)

- vi. Estimate for Kaiapoi Central Carpark – Option 2 100 carparks with Park and Ride (Trim 200122008216)
- vii. Estimate for Kaiapoi Central Carpark – Option 3 84 carparks without Park and Ride (Trim 200123008514)

## 2. **RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No. 200122007794
- (b) If the KTCB endorses the Rugby Club site or the Black St site as its preferred Central Kaiapoi Park and Ride site, then the Council
  - i. **Resolves** to adopt Option 3 – construct a carpark on red zoned land adjacent to New World, capable of holding 84 carparks, and allow a budget of \$212,000
  - ii. **Notes** that the \$212,000 will be funded from the Kaiapoi Town Centre Linkages budget (100971.000.5013).
  - iii. **Notes** that the council staff will allow approximately 30 carparks with the option to be leased by local businesses for employee use, and 54 with P120 for customer use
- (c) If the KTCB endorses the red zoned land adjacent to New World site as its preferred Central Kaiapoi Park and Ride site, then the Council
  - i. **Resolves** to adopt Option 2 - construct a carpark on red zoned land adjacent to New World, capable of holding 100 carparks, and allow a budget of \$250,000
  - ii. **Notes** that the \$250,000 will be funded by \$142,500 from the Kaiapoi Town Centre Linkages budget (100971.000.5013), and \$107,500 from the Kaiapoi Park and ride budget.
  - iii. **Notes** that the Council staff will allow for approximately 30 carparks with the option to be leased by local businesses for employee use, and 30 with P120 for customer use and 40 carparks for Park and Ride
- (d) **Notes** that the Utilities and Roading Committee will consider the KTCB resolution at a subsequent meeting, and if it resolves differently, then the matter will be brought back to a future Council meeting
- (e) **Supports** the staff developing a draft 'Carpark Leasing Agreement' to give effect to the above recommendations, and bringing this to the District Planning and Regulation Committee for adoption, after reporting to the KTCB.
- (f) **Supports** the installation of a loading bay on Charles Street directly east of the Charles Street / Williams Street roundabout (Option C).
- (g) **Supports** the development of a parking inventory map to inform visitors and workers of the available parking spaces to suit their needs (time restricted, unrestricted, etc.).
- (h) **Supports** a full Kaiapoi Town Centre parking review to be undertaken in 2020/21, as per Project 19 of the Kaiapoi Town Centre Plan – 2028 and beyond, to provide a thorough assessment of parking supply, occupancy rates, effectiveness of restrictions, and duration of stay in the Town Centre.

### 3. **BACKGROUND**

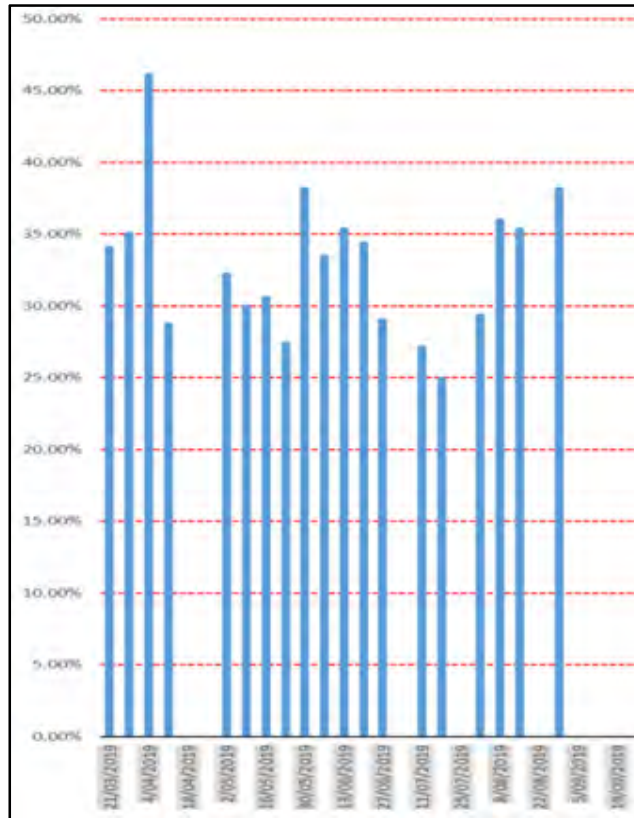
#### 3.1 **TOWN CARPARKING**

- 3.2 Over the last few years, a reasonably significant amount of commercial rebuild activity has occurred within the Kaiapoi Town Centre as a result of the 2010/11 Canterbury Earthquakes. More recently, development of the north side of the river has created more activity and provided a number of new opportunities for business within the town.
- 3.3 New buildings on three sides of the Charles Street and Williams Street intersection have been built of the last few years, and in a number of cases provide a greater number of tenancies than pre-earthquake times. These businesses tend to be reasonably employment and customer centric.
- 3.4 In addition to the commercial rebuild, Council has been investing into public amenities, with significant work going into the Marine Precinct areas, and ongoing improvements to public infrastructure. Further east, significant work is being undertaken to realise the approved recreational regeneration projects.
- 3.5 The completion of the new Riverview project, has seen the arrival of the Port and Eagle Brewery and bar, and six further ground floor tenancies in behind the bar are now beginning to open their doors for business as well. This development will also be home to a number of first floor office based tenants. Across the road at 137 Williams Street, a development with a further five ground floor tenancies and a professional firm on the first floor will open early in the New Year.
- 3.6 Other activities that are about to get underway, and that are likely to bring increased numbers of people to the area include the opening of the Marine Precinct pontoons which will provide a home for the River Queen which can accommodate up to 99 passengers for river cruises along the Kaiapoi River. The new pontoons will also provide berthing opportunities for a number of other vessel owners.
- 3.7 Likewise, the recreation developments of the east regeneration area will result in a greater number of people moving through this part of the Town Centre, and visiting the associated businesses.
- 3.8 This existing, and increasing level of activities has led to feedback from various stakeholders about car parking in the immediately surrounding areas of Charles Street and Williams Street. Feedback has been varied, from those who would like to see more all day parking for staff, to those eager to see more parking availability for visiting clients and customers.
- 3.9 Over recent months, a number of people have highlighted a desire for Council to construct a temporary car park on part of the East Mixed Use Business area along the eastern boundary of the New World Supermarket on Charles Street. This is the closest Council owned and controlled land that could be easily converted to car parking within close proximity to these commercial areas.
- 3.10 The vast majority of current car parking north of the Williams Street Bridge is 'on street parking', and is time limited where adjacent to businesses to allow for greater turnover of vehicles, supporting customers who might be visiting those businesses. The following map highlights parking locations in the north part of the Town Centre. It is worth noting that these are both private and public parking locations.

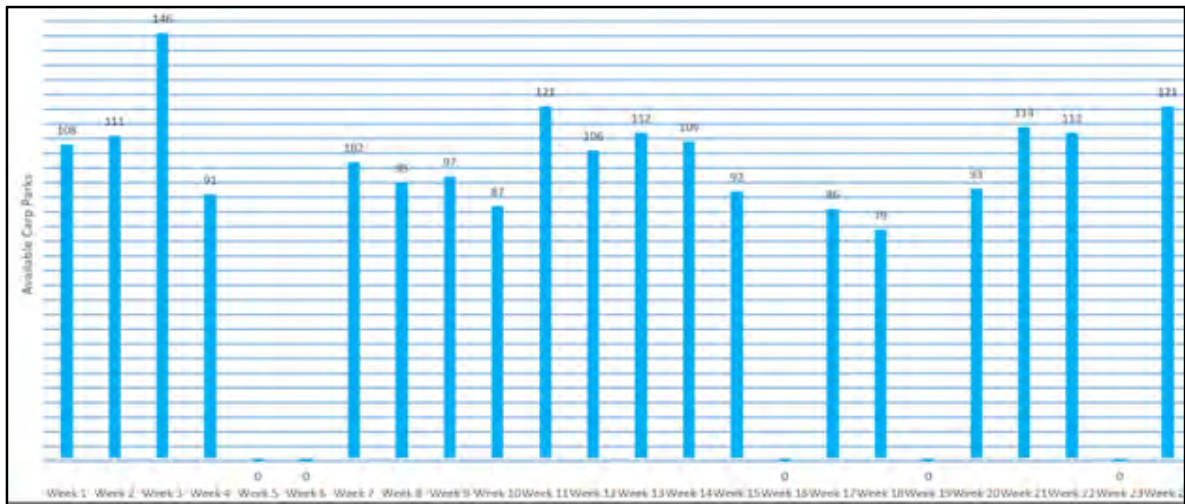


- 3.11 The most significant (off street) parking area on the above map belongs to the New World Supermarket, who have around 175 unrestricted car parking spaces. Council staff have talked with the New World operators and Foodstuffs representatives about a possible arrangement that would result in some of their parks being available for public parking. Whilst New World are sympathetic to the views of those wanting more car parking, they have advised that their business model operates on the basis that it is always easy for supermarket customers to get a car park.
- 3.12 New World operators informed Council staff that they were aware people (including contractors working in the area, and staff of other businesses) were using their car parks, but they were not encouraging it. New World has thought about enforcement, but are reluctant to implement this as they are concerned that this will be viewed in a negative light by potential customers.
- 3.13 In 2017, Council received a full Kaiapoi Town Centre Car Parking study from Abley Transport. From a whole of Town Centre supply perspective, the report makes the following observations:
- The average parking occupancy over the entire study area was 36% across the 9.5 hour survey period.
  - The peak parking occupancy, when combining the results for the entire study area, was 45% and occurred in the 30 minute period between 1:30pm and 2:00pm.
  - Council owned off-street parking spaces were observed to be continuously over 40% occupied between 9:00am and 5:00pm and peaked at 57%
  - On-street parking did not exceed 50% occupancy throughout the survey period with the peak occupancy recorded as 43% between 12.30pm and 1.00pm.
  - Occupancy within the private off-street parking areas peaked at 50% from 1.30pm to 2:00pm.
  - 61% of all vehicles in the study area parked for less than 30 minutes, 75% parked for less than 1 hour and 84% less than 2 hours.
  - The average non-compliant parking within the entire study area was recorded as 9%.
- 3.14 Since the 2017 Abley Transport study, Council staff have monitored the occupancy rate of car parking across the Town Centre at peak times. The following graphs illustrate the level of overall occupancy of public town centre parking, and the corresponding number of available car parks at these times.

**Percentage of Occupied Car Parks - March to August 2019**



**Number of Available Car Parks – March to August 2019**

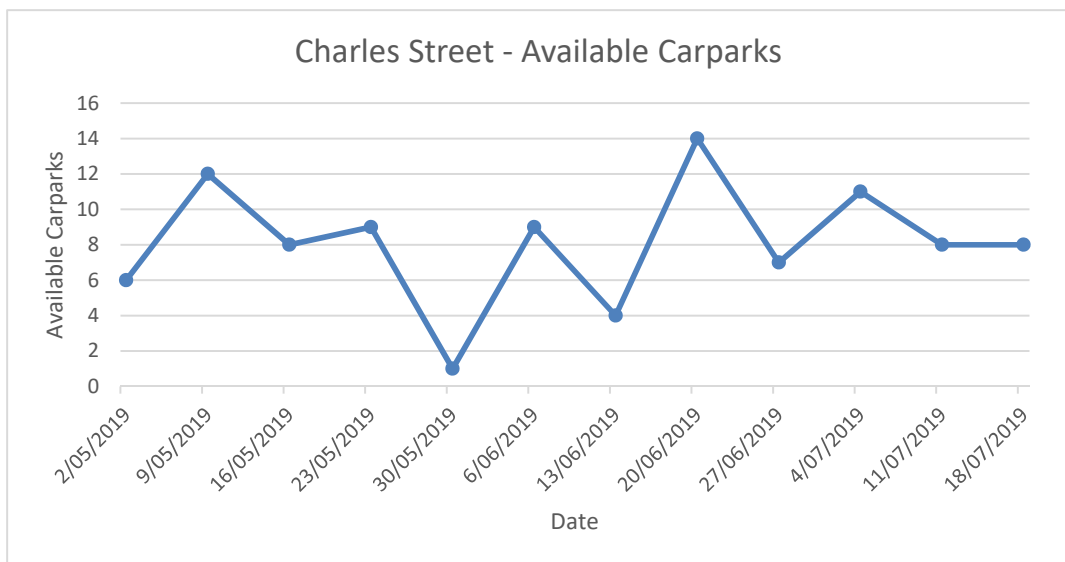


3.15 There are five weeks across the March to August period where surveys were not carried out for various reasons, these are shown as zero counts, or gaps in the graphs.

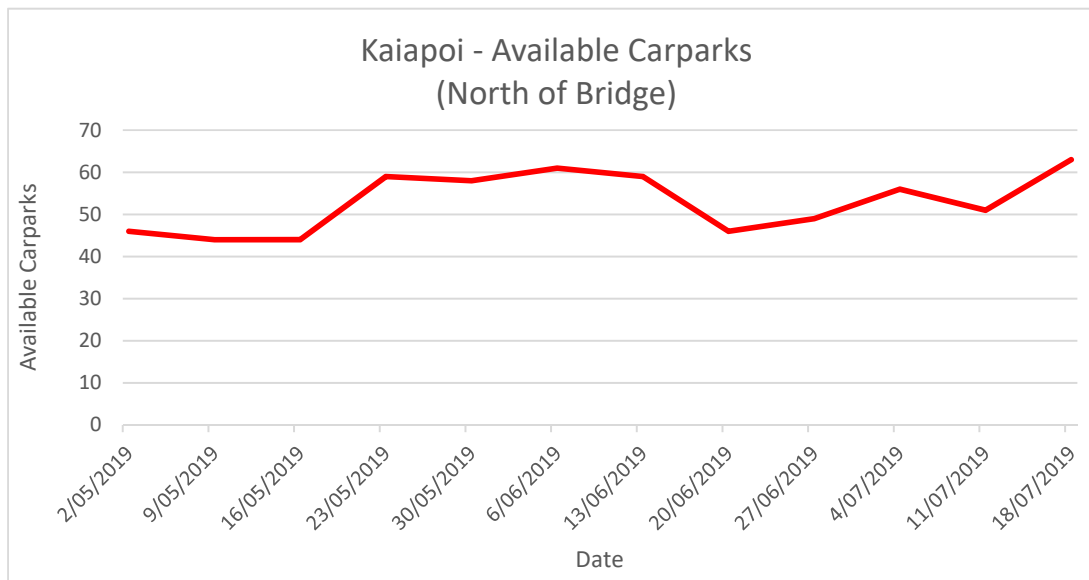
3.16 At the August meeting of the Kaiapoi – Tuahiwi Community Board, the Council’s Roding and Transport Manager Joanne McBride presented a report which included some additional car parking information specific to the Town Centre areas north of the river. The following image and graphs show the Council’s on-street car parking supply north of the river, and then highlight the number of available car parks on Charles Street specifically, and then across all of the highlighted areas north of the river.



**Charles Street parking survey summary from May 2019 to August 2019**



### Survey summary from May to August 2019 - North of Williams Street Bridge



- 3.17 One of the key observations that could be drawn from the above information, is that while the parking occupancy rate on Charles Street is relatively high, with only 7 or 8 parking spaces (out of around 78) usually available during the survey times, overall parking availability on the north side of the river is still relatively good. The last graph highlights this showing around 50 available car parks in the wider area. The survey data itself highlights that the majority of this availability exists in Sewell Street, with an average of around 33 available car parks in the green shaded areas of Fig.3.
- 3.18 From a proximity perspective, the distance from the furthest point of Sewell Street to the Charles Street – Williams Street intersection is around 240 metres from the eastern side, and 330 meters from the western side of Sewell Street. However based on recent observations, it is likely that an available car park on Sewell Street could be found within 150 metres of this intersection on a ‘normal day’.
- 3.19 Currently the closest Council owned/controlled land to the Charles Street – Williams Street intersection, that could be used to supply additional car parks, is the East Mixed Use Business land that sits on the eastern boundary of New World. Such parking would be around 200 metres to the intersection, further than existing available all day parking on Sewell Street. However, from a retail perspective, ‘out of sight is out of mind’, and parking in this location would probably have a higher level of visibility from the intersection and to most of the surrounding businesses.
- 3.20 PARK AND RIDE
- 3.21 The KTCB recently considered a report on possible Park and Ride locations in Kaiapoi. It resolved to endorse the South Kaiapoi site which was subsequently adopted by the Utilities and Roading Committee.
- 3.22 However, it declined to support the Central Kaiapoi site proposed between Raven Quay and Hilton St behind the service centre, and requested that staff work with three appointed members to give further consideration to alternative sites and report back.
- 3.23 At a meeting with the appointed members, three sites remain open for consideration – two sites originally considered (red zoned land at Black/Hilton/Raven, and red zoned land behind New World) and a new site that was suggested (the Kaiapoi Rugby Club carpark).
- 3.24 Since that time, staff have been looking at the implications for the proposed town carparking as detailed above, as well as engaging with the Rugby Club and considering layouts and costs.

- 3.25 Due to the timing issues of the different meetings, the KTCB will not endorse a Park and ride location until after the Council has considered this report on the town Carparking. Therefore the recommendations need to be written as subject to KTCB decision.

#### 4. ISSUES

##### 4.1. TOWN CARPARKING

- 4.2. Following the August Kaiapoi – Tuahiwi Community Board Meeting, staff engaged Abley Transport to undertake a further and more specific study of the car parking demand in the Town Centre area north of the Williams Street Bridge, as highlighted in the image shown in the Summary section (section 1.1) of this report.

- 4.3. The scope for this latest Abley Transport study was:

- **Consider Relevant Consented Parking Provisions** – To determine this, Abley reviewed all available WDC issued consents for the study area since 2010 to establish the level of on-site parking provision and expectations related to on-street parking requirements.
- **Investigate Parking Behaviour Assessment** – Engagement with WDC parking enforcement staff to understand the demonstrated driver behaviour seen at loading zones, in mobility parks and other time restricted areas.
- **Assess Anticipated Parking Occupancy** – The review of the issued consents and the parking enforcement was then compared to the surveyed parking occupancy results of the 2017 Kaiapoi Town Centre parking survey to estimate additional parking demand and identify any operational issues.

- 4.4. For the purpose of this study, Abley Transport separated the study area into two 'zones' as per the 2017 Abley Transport full parking review study for the basis of a demand comparison between the two study periods. The following image highlights the two zones:





- 4.5. In their 'Summary of Key Findings', Abley Transport noted, 'Overall, the findings of this assessment is that sufficient parking supply is available to meet current and expected demands in the study area over the short to medium term based on current and planned developments. A relatively high level of parking is available in the area north of the Williams St bridge, however customer/driver expectation regarding proximity to destinations, and willingness to walk, is likely to affect parking utilisation.'
- 4.6. Specifically the study concluded that:
- Upon reviewing all issued consents and known developments within the review area, three developments were identified to exacerbate the on-street parking requirements assessed in the 2017 survey by a total of 97 parking spaces.
  - Parking demand is generated directly outside the driver's destination and concentrated at the core of the town centre. However, it has been confirmed that there are many areas with capacity slightly removed from those locations.
  - Generally, those visiting/working in the Kaiapoi town centre desire to park directly outside their destination, as observed by the under-utilisation of Sewell Street (unrestricted) which is within 400m of all destinations within the review area.
  - The 2017 peak occupancy of the review area for Zone 1 and Zone 2 fall within the 40-59% and 20-39% brackets, respectively. The addition of 97 parking spaces within Zone 1 and Zone 2 are to increase the overall occupancy of the two zones to 98%. This is based on all activities operating at their peak concurrently.
  - An increase in parking occupancy levels from the current peak of 52% and 24% to 98% is considered a significant increase within a short timeframe for the Kaiapoi town centre, and this level of occupancy would lead to poor outcomes – if peak demand was to occur concurrently.

- Feedback from WDC's parking enforcement staff indicate that there are generally no major issues at mobility parking or in time restricted spaces. There are currently no loading zones in the review area.
- 4.7. If the Council chooses to allow for a greater number of carparks than recommended in the Abley Transport study, then it would be opting to provide a relatively high 'level of service' for car parking within the Kaiapoi Town Centre.
- 4.8. From an all-day (employee) car parking perspective, Council should note that this would be the first Council funded off-street car park within a town centre area that, in part, would provide for all day employee parking. This has the potential to set a precedent for employees within other town centre areas who might seek the same level of service.
- 4.9. With this in mind, staff are recommending Council also support an option which would allow local business/property owners to lease a number of the car parks for their staff. This would potentially provide a modest return to Council on the initial investment. One local business/property owner has expressed already interested in leasing car parks, should Council support such a development.
- 4.10. The incentive or perceived value associated for businesses leasing car parks would relate to the certainty of securing/reserving car parks within the area of the new car park closest to Charles Street. This would provide those businesses with staff that come and go from their premises regularly during the day, certainty of parking slightly closer to their location. It is proposed that an initial lease cost would be \$1,000 per annum, per car park. This equates to around \$20 per week, per car park. Should the 20 all-day parks not all be leased, the remaining car parks within this part of the car park could simply revert to P120 car parks.
- 4.11. LOADING ZONES
- 4.12. The study also provided a short to medium term recommendation on a new loading zone near the Charles Street/Williams Street roundabout. Specifically the report recommended the 'Installation of a loading bay on Williams Street directly north of the Kaiapoi River bridge and before the Williams Street / Charles Street roundabout or on Charles Street directly east or



west of the Charles Street / Williams Street roundabout.' The following map highlights these locations in red as A, B and C:

- 4.13. The Council's Roading, and Business and Centres Units have considered the three possible Loading Zone locations (as shown above) and believe that option C is the preferred location.
- 4.14. Option A would require the removal of an existing Mobility Car Park outside the Church, which is not considered to be desirable.
- 4.15. Option B would require the removal of two existing car parks outside the new development being built at 137 Williams Street. These car parks are in a good location for short term visitors (P30) to both the 137 Williams Street and Riverview Development across the road. A number of the tenancies in both developments would benefit from short term car parks in close proximity.
- 4.16. Option C would also require the removal of two existing car parks, but these are closer to the proposed new car parks. Also the amount of both public and private, on and off street car parking east of Williams Street is generally greater than that on the west side.
- 4.17. PARK AND RIDE
- 4.18. The KTCB will be considering a report at its 17th February meeting, with regard to its endorsed option for a Park and ride location for Central Kaiapoi. The three options that it will be considering are red zoned land at Black/Hilton/Raven, red zoned land behind New World and the Kaiapoi Rugby Club carpark). At this stage, it is too early to indicate which of these will be endorsed.
- 4.19. Once a location is endorsed, it will be adopted by the U&R Committee at its meeting on 18th February. Staff will then progress the design, specification and procurement of the works necessary.
- 4.20. One of the locations is the site behind New World which is the subject of this report. Unfortunately, the timeframe for constructing the Park and Ride facilities is such that if a decision on this matter is held over until after this process has concluded, then a decision on the location won't be made until

## 5. OPTIONS

- 5.1. The Council can choose the following options
- 5.2. If the KTCB endorse the Rugby Club site
  - 5.2.1. Option 1 – construct a carpark capable of holding 40 carparks, (being 20 carparks with the option to be leased by local businesses for employee use, and 20 with P120 for customer use)
  - 5.2.2. Option 3 – construct a carpark capable of holding 84 carparks, (being 30 carparks with the option to be leased by local businesses for employee use, and 54 with P120 for customer use)
  - 5.2.3. Note that prior to the Park and Ride option emerging, the KTCB had already recommended the larger carpark option.
- 5.3. If the KTCB endorse the New World site
  - 5.3.1. Option 2 - construct a carpark capable of holding 100 carparks, (being 30 carparks with the option to be leased by local businesses for employee use, and 30 with P120 for customer use) and 40 carparks for Park and Ride

- 5.4. Note that the numbers of carparks with the option of leasing, versus the number of carparks for public use (with restricted time limits) can be amended at a later stage. In particular, if the option of leasing is not taken up to the full extent, then these carparks can be used for the general public.
- 5.5. The Council can chooses Options A, B or C with regard to the loading zones. Option C is recommended.
- 5.6. The Management Team have reviewed this report and support the recommendations.

## **6. COMMUNITY VIEWS**

### **6.1. Groups and Organisations**

- 6.1.1. A number of businesses, developers and members of the community have expressed concern at the increased pressure placed on car parks in close proximity to the new developments surrounding the Williams Street, Charles Street intersection.
- 6.1.2. The Kaiapoi – Tuahiwi Community Board have supported the development of up to 100 car parks. The KTCB has not considered the option of leasing car parks to businesses for their employees use, or the option to co-locate the Kaiapoi Central Park and Ride at the East Mixed Use Business site. A verbal update on the KTCB resolution will be provided at the meeting.
- 6.1.3. Should Council opt to construct car parking on the East Mixed Use Business Land, staff will need to agree this land use with LINZ as a key stakeholder of the Regeneration Land in Kaiapoi.
- 6.1.4. Outside of the above identified groups, no specific views have been sought in relation to this matter.

### **6.2. Wider Community**

- 6.2.1. The wider community has not been specifically consulted with in relation to this matter.

## **7. IMPLICATIONS AND RISKS**

### **7.1. Financial Implications**

- 7.1.1. If the Council adopt Recommendation b), then the \$212,000 will be funded from the Kaiapoi Town Centre Linkages budget (100971.000.5013).
- 7.1.2. If the Council adopt Recommendation c), then the \$250,000 will be funded by \$142,500 from the Kaiapoi Town Centre Linkages budget (100971.000.5013), and \$107,500 from the Kaiapoi Park and ride budget. This is based on sharing the total cost based on a proportion of carparking for each purpose.
- 7.1.3. The Kaiapoi Town Centre Linkages budget (100971.000.5013) had an initial allocation of \$1,000,000, and has so far been used for the purchase and demolition of the property at 131 Raven Quay (around \$400,000). A further \$260,000 from this budget has been spent on the acquisition of 166 Williams Street, leaving a remainder of just over \$300,000, sufficient to carry out the work associated with a temporary car park.
- 7.1.4. The Kaiapoi Park and ride budget has sufficient budget to pay for the Park and Ride component if required.
- 7.1.5. The leasing arrangements may achieve approximately \$1,000 per annum for each carpark, which would go towards the Kaiapoi Town Centre Linkages.

## 7.2. Community Implications

- 7.2.1. It is anticipated that adopting the recommendations in this report would be likely to improve the parking situation north of the Williams Street Bridge, and therefore have positive implications on those working and visiting this part of the Town Centre.
- 7.2.2. It is intended that the Kaiapoi Centre Park and Ride facility will provide Kaiapoi residents with better access to and from Christchurch.

## 7.3. Risk Management

- 7.3.1. Staff are mindful of the risk associated with certain parts of our community, including key Town Centre businesses and land owners becoming increasingly frustrated with the current parking situation in this area. There is a risk that this level of dissatisfaction will grow should Council not implement some or all of the recommendations in this report.
- 7.3.2. There is a possibility that a combined Town Centre Temporary Car Park and central Kaiapoi Park and Ride site create a high level of occupancy on the car parks developed. This might result in stakeholders feeling like insufficient car parking has been supplied for the relative activities. However, if this is the case additional car parking can be added retrospectively at a reasonably low cost.
- 7.3.3. Co-locating these facilities will likely have a lower overall cost to Council, even if an extension is required. Staff will monitor occupancy weekly in conjunction with the weekly public car park monitoring already underway in Kaiapoi.
- 7.3.4. Risks associated with road safety and car parking design would be assessed and managed appropriately by Council staff and contractors.

## 7.4. Health and Safety

- 7.4.1. There are no specific anticipated health and safety implications resulting from the recommendations should they be supported. All relevant Council health and safety policies and procedures will be followed during the course of any normal activities that are required as a result of these recommendations.

## 8. CONTEXT

### 8.1. Policy

This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

### 8.2. Legislation

Staff will ensure normal transport and property legislation is considered as part of the ongoing work on this issue. Any adjustments to the Council's Parking Bylaw will also be considered should adjustments to the current parking supply be required.

### 8.3. Community Outcomes

#### **Public spaces and facilities are plentiful, accessible and high quality**

- There is a wide variety of public places and spaces to meet people's needs.

**The distinctive character of our takiwā - towns, villages and rural areas is maintained**

- The centres of our towns are safe, convenient and attractive places to visit and do business.

**Transport is accessible, convenient, reliable and sustainable**

- Communities in our District are well linked with each other and Christchurch is readily accessible by a range of transport modes.

**8.4. Delegations**

- 8.4.1. The Kaiapoi – Tuahiwi Community Board have governance oversight for the implementation of the Kaiapoi Town Centre Plan.
- 8.4.2. The District Plan and Regulation Committee of Council have delegation to make changes to the Council's public car parking provisions.
- 8.4.3. The Council has delegation for matters relating to Council owned property.

# Kaiapoi Parking Review

**Prepared for:** Waimakariri District Council  
**Job Number:** WMKDC-J086  
**Revision:** A  
**Issue Date:** 18 October 2019  
**Prepared by:** Ruby Kim, Transportation Engineer  
**Reviewed by:** Matthew Noon, Associate Transportation Planner

## 1. Introduction

### 1.1 Background

The Waimakariri District Council (WDC) engaged Abley to assess the potential increase in car parking demand within the Kaiapoi town centre directly north of the Kaiapoi River. This review has considered the continuing developments within the town centre and estimates the future potential parking demand following the completion of new developments identified in the study area. Recommendations to improve the current public car parking provisions and options to mitigate future issues are provided pending a wider parking review study in 2020.

### 1.2 Scope of Study

A three-stage process has been followed for this desktop analysis, consisting of the following elements:

- 1) **Consented Parking Provisions** – To determine this, Abley reviewed all available WDC issued consents for the study area since 2010 to establish the level of on-site parking provision and expectations related to on-street parking requirements.
- 2) **Parking Behaviour Assessment** – Engagement with WDC parking enforcement staff to understand the demonstrated driver behaviour seen at loading zones, in mobility parks and other time restricted areas.
- 3) **Anticipated Parking Occupancy** – The review of the issued consents and the parking enforcement was then compared to the surveyed parking occupancy results of the 2017 Kaiapoi Town Centre parking survey to estimate additional parking demand and identify any operational issues.

The study area for this review is shown in **Figure 1.1**, and is confined on the south by the Kaiapoi River, to the north by Sewell Street, east by the existing New World supermarket and the west by Davie Street.



**Figure 1.1** Study Area

## 2. Consented Parking Provisions

An estimate of the additional demand for on-street parking provision since the 2017 parking survey was undertaken using consents information provided by the Council. All issued consents within the study area since 2010 were assessed in terms of the level of compliance of on-site parking provisions for each proposed development.

A total of 10 issued consents were assessed and are summarised in **Table 2.1**. Of the 10 issued consents, three proposals did not meet the on-site parking requirements and of those, two developments were not established before the 2017 parking study:

- 184 Williams Street – **Existing** mixed-use development known as the ‘Port and Eagle’ development. The Waimakariri District Plan Rules were used to calculate the requirement of 47 parking spaces. The proposal provided for two (2) parking spaces on-site representing a shortfall of 45 spaces.
- 137 Williams Street – **Proposed** commercial development with a parking shortfall of 11 spaces.



**Table 2.1** WDC Issued Consents Since 2011

RC #	Address	Decision Date	Activity	Parking Required	Parking Provided	Parking Deficit
RC105232	58 Charles Street	9/12/2010	Supermarket			
RC115107	40 & 42 Charles Street	1/07/2011	Commercial			
RC115124	36 Charles Street	10/08/2011	Church			
RC155020	184A Williams Street	12/02/2015	Night Market			
RC155135	17 Sewell Street and 34 Charles Street	22/05/2015	Residential			
RC175221	1 Davie Street	12/07/2017	Residential			
RC185104	188 Williams Street	30/04/2018	Residential			
RC135237	143 & 145 Williams Street	10/07/2013	Office / Business park	18-20	17	1-3
RC185302	184 Williams Street	2/10/2018	Mixed	47	2	45*
RC195066	137 Williams Street	1/05/2019	Commercial	11	0	11**
			<b>Total</b>	<b>58</b>	<b>2</b>	<b>56</b>

\* Calculated using parking requirements in the Waimakariri District Plan

\*\* Shortfall acknowledged and consented in application decision letter

As the development at 143 & 145 Williams Street was completed prior to the 2017 parking survey, and the overall deficit small, it is not deemed consequential to the overall assessment. Only the highlighted developments are expected to have an impact on parking utilisation.

In addition to the 137 and 184 Williams Street developments, a further trip generating activity is proposed on the water adjacent to 184 Williams Street, the 'River Queen' vessel. This water based activity is expected to operate as a commercial hospitality venture with the followed elements:

- The vessel will hold up to 99 passengers and six crew members;
- Sailings are expected to occur on Friday and Saturday nights, along with
  - two river rides per day on Saturdays and Sundays,
  - single trips on Tuesdays and Thursdays;
- All events and rides are expected to be seasonal.

Although the boat can carry up to 99 passengers and six crew members, parking demand has been conservatively calculated with an expected demand of 70 passengers per trip. This number was determined by using information on their website<sup>1</sup> and in acknowledgement that maximum loadings are unlikely to occur with daily operations. The most representative activity within the WMK District Plan is 'Places of Assembly' however the metric used is by floor area. As the floor area of the River Queen is unknown the parking generation rates for 'churches' within the NZ Transport Agency's Research Report 453<sup>[2]</sup> has been used as this land use was considered to most closely represent the activity within the research report. An 85<sup>th</sup> percentile parking demand of 0.5 spaces per person has been applied therefore resulting in a total parking demand of 41 spaces which include 35 spaces for passengers and six for crew members.

These three developments are considered to increase on-street parking demand in excess of the 2017 demand assessment and therefore used to inform this assessment. The developments are expected to produce a total on-street parking demand of 97 spaces. The location of the three sites are shown in **Figure 2.1**.

<sup>1</sup> <https://www.kaiapoiriverqueen.co.nz/Amenities> (accessed 14/10/19)

<sup>[2]</sup> Douglass, M1 and S Abley<sup>2</sup> (2011) Trips and parking related to land use. NZ Transport Agency research report 453. 156pp.



**Figure 2.1** Location of Developments Contributing to On-street Parking Demand

## 3. Kaiapoi Town Centre Parking Study 2017

### 3.1 Summary of 2017 Survey

To estimate the additional parking demand from new developments, the parking occupancy results from the 2017 Kaiapoi town centre parking survey have been used as the baseline parking demand.

The 2017 survey covered a larger area of the town centre and revealed an average parking occupancy of 36% over the 9.5-hour survey period. The peak parking occupancy was recorded at 45% and occurred in the 30-minute period between 1:30pm and 2:00pm.

Council owned off-street parking spaces were observed to be continuously over 40% occupied between 9:00am and 5:00pm, with a peak occupancy of 57% recorded during two distinct 30-minute periods; being between 11:30am to 12:00pm and 2:00pm and 2:30pm. On-street parking however did not exceed 50% occupancy throughout the survey period with the peak occupancy recorded as 43% between 12.30pm and 1.00pm. Occupancy within the private off-street parking areas peaked at 50% from 1.30pm to 2:00pm.

61% of all vehicles in the study area parked for less than 30 minutes, 75% parked for less than 1 hour and 84% less than 2 hours. Approximately 91% of all vehicles parked in the study area stayed for less than 4 hours with the remaining 9% parked for more than 4 hours.

The average non-compliance with all parking time restrictions within the entire study area was recorded as 9%.

### 3.2 Study Area Specific Results

The 2017 Kaiapoi Town Centre Parking Study included areas both north and south of the Kaiapoi River. However, for the purposes of this review, we have focused on the section of the town centre, north of the Kaiapoi River. The 2017 surveyed zones related to this area is shown in **Figure 3.1**. The parking restrictions related to the zone 1 and 2 areas shown in **Figure 3.2**.



**Figure 3.1** Zone Locations (Extract from the Kaiapoi Town Centre Parking Study 2017, 02/05/2017)



**Figure 3.2** Parking Restrictions (Extract from the Kaiapoi Town Centre Parking Study 2017, 02/05/2017)

The on-street parking inventory as of 2017 has been summarised in **Table 3.1** and shows a total of 106 on-street parking spaces in Zone 1 (north-western section of the town centre) and a total of 64 on-street parking spaces in Zone 2 (north-eastern section of the town centre). Overall there are 170 on-street parking spaces within the review area.

**Table 3.1** 2017 On-Street Parking Inventory

Zone 1	No Restriction	P120	P30	P15	Disabled	Capacity
Williams Street	3	4	6			13
Charles Street		32			1	33
Davie Street	27					27
Sewell Street	33					33
<b>TOTAL</b>	<b>63</b>	<b>36</b>	<b>6</b>	<b>0</b>	<b>1</b>	<b>106</b>
Zone 2	NL	P120	P30	P15	Disabled	Capacity
Charles Street		21		8	1	30
Williams Street		4		4		8
Sewell Street	26					26
<b>TOTAL</b>	<b>26</b>	<b>25</b>	<b>0</b>	<b>12</b>	<b>1</b>	<b>64</b>

The parking occupancy results for the review area are summarised in **Table 3.2**. The average parking occupancy was recorded at 39% and 24% for Zone 1 and Zone 2, respectively. The peak parking occupancy was recorded at 52% and 24% for Zone 1 and Zone 2, respectively.

**Table 3.2** Parking Occupancy (Zone 1 and 2, 2017 survey)

Average Occupancy						
Area	No Restriction	P120	P30	P15	Disabled	Total
Zone 1	29%	58%	18%		47%	39%
Zone 2	15%	25%		44%	5%	24%
Peak Occupancy						
Area	No Restriction	P120	P30	P15	Disabled	Total
Zone 1	38%	78%	17%		100%	52%
Zone 2	15%	30%		33%	0%	24%

## 4. Parking Occupancy Review

### 4.1 Parking Occupancy

#### *Parking Performance*

Parking occupancy is expressed as a percentage and is calculated as the number of spaces occupied divided by the total number of spaces available. To assist the understanding of parking occupancy it is necessary to quantify the parking performance. The results of the occupancy survey have been assessed using the performance definitions as shown in **Table 4.1**.

**Table 4.1** Parking Performance Relative to Occupancy (Source Victoria Transport Policy Institute 2012)

Occupancy	Definition	Consequence
80%+	Traffic circulation will be high as motorists 'hunt' for an available car park and motorists may not be able to find an available car park space at all. Parking infringements may be widespread and illegal parking common.	80% - 85% is the optimum occupancy range. Higher than 85% occupancies create difficulties for motorists searching for a car park.
60-79%	May be difficult to find a car park immediately and some parking circulation may be required to find an available car park. A park is unlikely to be found immediately outside the motorist's destination. Parking infringement is common although illegal parking is infrequent.	Utilisation slightly lower than optimum however occupancy rates in this range do not provide poor outcomes.
40-59%	High probability that a motorist will be able to find an available car park with ease. Vehicle circulation might be necessary to find a car park very close to the motorists' destination. Parking infringements will generally be low, illegal parking uncommon.	In priced areas parking prices may be too high or time restrictions are too short. Measures should be taken to encourage better utilisation in areas where several activities can be accessed using on-street parking.
20-39%	Easy to find a car park close to the motorists' destination, vehicle circulation is unlikely to be necessary to find a car park very close to the motorists' destination.	Inefficient use of space. It may be appropriate to allocate land used for parking to other travel modes/ activities or review time restrictions.
<20%	Very easy to find an available car park and it will be very close to the motorists intended destination. Vehicle circulation will not be required to find an available car park very close to motorist's destination.	Severely under-utilised parking. Land resources could be better allocated to a different activity / mode e.g. wider footpaths or landscaping. Paid parking not required (or too expensive).

The current peak occupancy of the review area for Zone 1 and Zone 2 fall within the 40-59% and 20-39% brackets, respectively. The parking study in 2017 revealed that there was a high probability that a motorist will be able to find an available car park with ease in Zone 1 and it is easy to find a car park close to the motorists' destination in Zone 2.

### Anticipated Occupancy

The additional on-street parking demand expected from new developments post the parking study in 2017 are for a total of 97 spaces. As the new developments are a mix of uses with mostly commercial activities, it is expected that the type of parking (unrestricted, time restricted) required is of a similar nature to that already existing.

The following were considered to estimate the future parking demand of the review area:

- All parking spaces within Zone 1 and Zone 2 are within a 5 minute walking distance (400m) of the three developments.
- There is a combined shortfall of 97 parking spaces for the new developments on William Street and the river.
- If all 97 spaces are required to be facilitated on-street at the same time, and this also falls into the peak occupancy hour of Zones 1 and Zones 2, which is considered to highly unlikely, then the total demand would be:
  - 167 (70+97) spaces will be occupied out of the available 170.
  - This is an occupancy level of 98.2%.

Hence, in the extreme case that 97 extra spaces are required at peak hour on-street, an overall occupancy of 98% is predicted for Zone 1 and Zone 2, which would lead to poor outcomes and impact traffic movements as driver's 'hunt' for spaces generating unnecessary traffic circulation.

An increase in parking occupancy levels from the current peak of 52% and 24% to 98% is considered a dramatic increase within a short timeframe for the Kaiapoi town centre.

In order to achieve the optimum occupancy range of 80% - 85%, an additional 26 – 39 parking spaces should be provided.

## 5. Parking Behaviour Assessment

Discussions were also undertaken with WDC's parking enforcement staff to understand parking behaviours seen in the study area. Parking behaviours seen at loading zones, mobility parking and time restricted areas were considered. The findings are summarised in [Table 5.1](#).

**Table 5.1** Parking Behaviour Assessment Summary

#	Topic	WDC Comments	Abley Comments
1	Parking behaviour at loading zones	<ul style="list-style-type: none"> <li>• Further consideration needs to be given to loading zones in this area.</li> </ul>	137 Williams Street – Shortfall of 2 loading spaces 184 Williams Street – Development includes internal loading bay With the increase in commercial/retail development in the area it is considered necessary to provide loading zones on-street.
2	Parking behaviour at mobility parking	<ul style="list-style-type: none"> <li>• No abuse of mobility parking observed</li> <li>• Quick turnover / short visits</li> </ul>	No apparent issues
3	Parking behaviour at time restricted areas	<ul style="list-style-type: none"> <li>• Normally get a park except maybe at 2-3pm when parents pick up children from school.</li> <li>• There is a school directly south of the river by the footbridge.</li> </ul>	Consideration should be given to rearranging time restricted parking spaces or providing all-day parking areas for staff with the 2020 parking review.

#	Topic	WDC Comments	Abley Comments
		<p>Parents park north of the bridge, walk across and pick up their children.</p> <ul style="list-style-type: none"> <li>• Parking behaviour at time restricted areas generally very good / very few infringements.</li> <li>• Complaints about P120 on Charles Street. Workers move their cars every 120mins.</li> </ul>	
4	Overall parking demand	<ul style="list-style-type: none"> <li>• A lot of car parking in the New World, never observed the car park to be full. People observed to park in New World to do combined trips.</li> <li>• Overall adequate capacity.</li> <li>• Most complaints received by those wishing to park directly outside destination or workplace.</li> <li>• Busier on auction day (Wednesday)</li> </ul>	<p>It has been acknowledged that the most significant off-street parking area has been identified as the New World Supermarket carpark (175 unrestricted car parking spaces).</p> <p>Parking demand is generated directly outside the driver's destination.</p> <p>Parking demand is concentrated at the core of the town centre, however there are many areas with capacity further away.</p>
5	Current parking behaviour	<ul style="list-style-type: none"> <li>• Generally, people park at maximum 5 minutes walking range.</li> <li>• Requests have been received from business owners to build car parking at the rear of New World.</li> <li>• More concern around the frustration of people working in town than those that visit.</li> </ul>	<p>Option to provide all day car parking area for those coming into town for work.</p> <p>The unrestricted on-street car parking on Sewell Street is within 5 minutes walking distance (400m) of all developments within the study area, however is underutilised due to 'distance.'</p> <p>Generally those visiting/working in the Kaiapoi town centre do not want to walk for more than 5 minutes (400m).</p> <p>People working in town also want to park directly outside their work and on unrestricted spaces.</p>
6	Implementation measures that may be required to manage demand	<ul style="list-style-type: none"> <li>• There is currently no paid parking and only some P15 P120 time restricted parking spaces.</li> <li>• Hopes to use the ring-band model for the town centre.</li> </ul>	<p>Important to help people understand providing all required parking spaces in the very centre of town is not a good utilisation of land.</p> <p>Adopt the ring-band model with the 2020 review to better provide time restricted spaces, incorporating new developments in the area.</p>

To help understand the coverage area of a 400m / 5minute parking 'catchment' area, **Figure 5.1** illustrates this based on the central Williams Street / Charles Street roundabout.



**Figure 5.1** Catchment Area from the Williams Street / Charles Street Roundabout – 400m represents a 5 minute walk time



## 6. Summary of Key Findings and Recommendations

Overall, the findings of this assessment is that sufficient parking supply is available to meet current and expected demands in the study area over the short to medium term based on current and planned developments. A relatively high level of parking is available in the area north of the Williams St bridge, however customer/driver expectation regarding proximity to destinations, and willingness to walk, is likely to affect parking utilisation.

In summary, the key findings of the Kaiapoi town centre parking review are:

- Upon reviewing all issued consents and known developments within the review area, three developments were identified to exacerbate the on-street parking requirements assessed in the 2017 survey by a total of 97 parking spaces.
- Parking demand is generated directly outside the driver's destination and concentrated at the core of the town centre. However, it has been confirmed that there are many areas with capacity slightly removed from those locations.
- Generally, those visiting/working in the Kaiapoi town centre desire to park directly outside their destination, as observed by the under-utilisation of Sewell Street (unrestricted) which is within 400m of all destinations within the review area.
- The 2017 peak occupancy of the review area for Zone 1 and Zone 2 fall within the 40-59% and 20-39% brackets, respectively. The addition of 97 parking spaces within Zone 1 and Zone 2 are to increase the overall occupancy of the two zones to 98%.
- An increase in parking occupancy levels from the current peak of 52% and 24% to 98% is considered a significant increase within a short timeframe for the Kaiapoi town centre, and this level of occupancy would lead to poor outcomes – if peak demand was to occur concurrently.
- Feedback from WDC's parking enforcement staff indicate that there are generally no major issues at mobility parking or in time restricted spaces. There are currently no loading zones in the review area.

Given these findings, and an understanding of the level of parking occupancy and behaviours expected, the following short to medium term measures are recommended prior to a full evidence-based town centre parking review in early 2020:

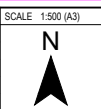
- Installation of a loading bay on Williams Street directly north of the Kaiapoi River bridge and before the Williams Street / Charles Street roundabout or on Charles Street directly east or west of the Charles Street / Williams Street roundabout.
- The provision of a parking inventory map to inform visitors and workers of the available parking spaces to suit their needs (time restricted, unrestricted, etc.).
- If parking with ease in the range of 80-85% peak occupancy is desired then consideration could be given to construct a temporary car park with a capacity of up to 40 parking spaces on part of the East Mixed-Use Business area along the eastern boundary of the New World Supermarket on Charles Street. This area has been identified as the closest WDC owned and controlled land that could be easily converted to car parking within close proximity to these commercial areas. This could then be reviewed as part of the 2020 parking review.
- Engage with businesses regarding their staff travel behaviours with a focus on educating them regarding their travel options and parking in the wider area.

Furthermore, as Council considers the requirements of the planned 2020 Parking Survey, the survey period should include capturing the peak operational times for the new commercial and hospitality operations, which may differ from traditional survey period, to ensure a full understanding of parking demand is recorded.

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ISSUE	AMENDMENT	DRAWN	CHKD	APPD	DATE	SCALE	1:500 (A3)	SHEET TITLE
A	FIRST ISSUE	GR			23/01/2020			



SHEET TITLE  
**SCHEME DESIGN  
 OPTION 1**

PROJECT TITLE  
**KAIAPOI EAST CARPARK AND  
 PARK AND RIDE**

PLAN No.  
**4094**

ISSUE	SHEET
A	1



60 Carparks - Town Centre  
40 Carparks - Park and Ride

**KEY**

- PARK AND RIDE CARPARK
- DISABLED CARPARK
- BOUNDARY / FENCE
- NEW FOOTPATH/ENTRANCE
- KERB CUTDOWN

**PRELIMINARY**  
NOT FOR CONSTRUCTION



ISSUE	AMENDMENT	DRAWN	CHKD	APPD	DATE	SCALE	SHEET TITLE
A	FIRST ISSUE	GR			16/01/2023	1:500 (A3)	

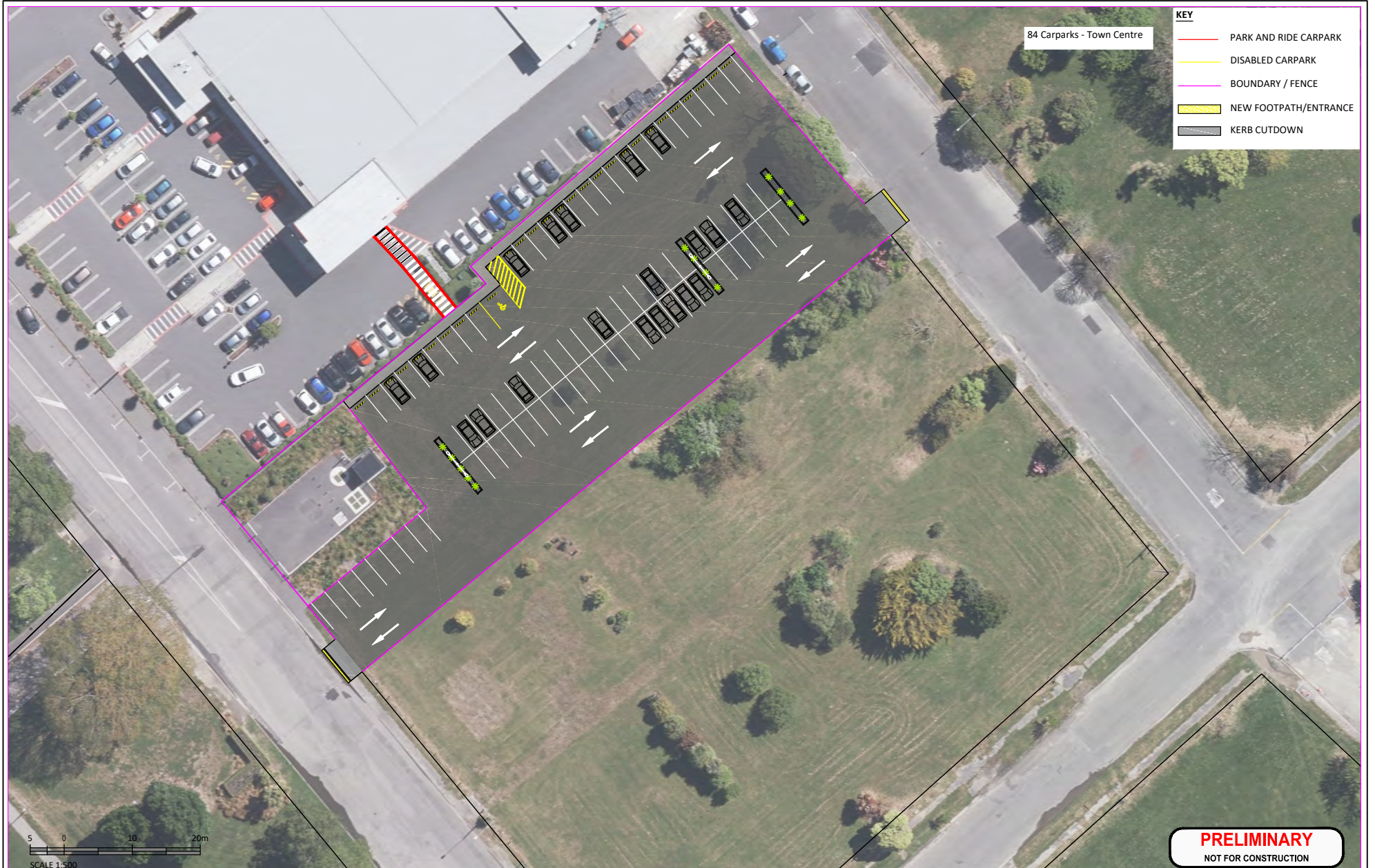


SCHEME DESIGN  
OPTION 2

PROJECT TITLE  
**KAIAPOI EAST CARPARK AND  
PARK AND RIDE**

PLAN No.  
**4094**

ISSUE	SHEET
A	3



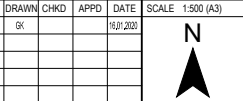
KEY	
	PARK AND RIDE CARPARK
	DISABLED CARPARK
	BOUNDARY / FENCE
	NEW FOOTPATH/ENTRANCE
	KERB CUTDOWN

84 Carparks - Town Centre

**PRELIMINARY**  
NOT FOR CONSTRUCTION



ISSUE	AMENDMENT	DRAWN	CHKD	APPD	DATE	SCALE	SHEET TITLE
A	FIRST ISSUE	GR			16/01/2023	1:500 (A3)	



**SCHEME DESIGN  
OPTION 3**

**PROJECT TITLE**  
KAIAPOI EAST CARPARK AND  
PARK AND RIDE

PLAN No.		<b>4094</b>
ISSUE	SHEET	
A	3	

<b>KAIAPOI EAST CARPARK</b>		Estimator	Glenn K		
		Date	23/01/2020		
<b>OPTION 1 - 40 Carparks Only</b>					
NO	SCHEDULE ITEM	QUANTITY	UNIT	Engineers Estimate RATE	AMOUNT
<b>1.0 PRELIMINARY &amp; GENERAL</b>					
1.1	Site Establishment & Setting Out	100%	LS	\$ 2,500.00	\$ 2,500.00
1.2	Traffic Management	100%	LS	\$ 1,000.00	\$ 1,000.00
1.3	Survey & Setout	100%	LS	\$ 1,500.00	\$ 1,500.00
<b>SUB TOTAL</b>					<b>\$ 5,000.00</b>
<b>2.0 CARRIAGEWAY</b>					
2.1	Strip and Remove Topsoil @150mm	290	m <sup>3</sup>	\$ 50.00	\$ 14,500.00
2.2	Strip and Stockpile Contaminated Material @ 100mm	185	m <sup>3</sup>	\$ 20.00	\$ 3,700.00
2.3	Supply and Place AP65 @ 150mm	290	m <sup>2</sup>	\$ 65.00	\$ 18,850.00
2.4	Supply and Place M4 40 @ 100mm	185	m <sup>3</sup>	\$ 90.00	\$ 16,650.00
2.5	Grade 4/6 Chip Seal	1800	m <sup>2</sup>	\$ 12.00	\$ 21,600.00
2.6	Construct Entranceway including HD Beam	2	Ea.	\$ 2,000.00	\$ 4,000.00
<b>SUB TOTAL</b>					<b>\$ 79,300.00</b>
<b>3.0 DRAINAGE</b>					
3.1	Drainage Contingency	100%	LS		\$ 10,000.00
<b>SUB TOTAL</b>					<b>\$ 10,000.00</b>
<b>4.0 SIGNAGE AND LINEMARKING</b>					
4.1	Install New Road Marking				
4.1.1	White Line 100mm Solid	238	m	\$ 4.00	\$ 952.00
4.1.2	Yellow Line 100mm Solid	14	m	\$ 4.00	\$ 56.00
4.1.5	Pedestrian Symbol	6	Ea.	\$ 85.00	\$ 510.00
4.1.6	Disabled Symbol	1	Ea.	\$ 85.00	\$ 85.00
<b>SUB TOTAL</b>					<b>\$ 1,603.00</b>
<b>5.0 CONCRETE WORKS</b>					
5.1	Construct Nib Kerb	48	m	\$ 65.00	\$ 3,120.00
<b>SUB TOTAL</b>					<b>\$ 3,120.00</b>
<b>6.0 LANDSCAPING</b>					
6.1	Construct Garden Bed (400mm Depth)	10	m <sup>3</sup>	\$ 100.00	\$ 1,000.00
6.2	Streetlighting - Dependant on Lighting Design (OPUS)	100%	LS	\$ 10,000.00	\$ 10,000.00
<b>SUB TOTAL</b>					<b>\$ 11,000.00</b>
<b>TOTAL (GST exclusive)</b>					<b>\$ 106,903.00</b>
<b>15% Contingency</b>					<b>\$ 16,035.45</b>
<b>ESTIMATED CARPARK TOTAL</b>					<b>\$ 122,938.45</b>

Estimate is based on stockpiling / re-using contaminated material and additional Asbestos Controls- additional \$250 per m<sup>3</sup> for contaminated dumping

If all topsoil and contaminated material can be re-used in the same area, rate would be reduced to \$20 per m<sup>3</sup> for each strip item

KAIAPOI EAST CARPARK + PARK AND RIDE		Estimator Glenn K Date 22/01/2020		
OPTION 2 - 90 Carparks (50 Town Centre, 40 P&R)				
NO	SCHEDULE ITEM	QUANTITY	UNIT	Engineers Estimate AMOUNT
<b>1.0 PRELIMINARY &amp; GENERAL</b>				
1.1	Site Establishment & Setting Out	100%	LS	\$ 5,000.00 \$ 5,000.00
1.2	Traffic Management	100%	LS	\$ 1,500.00 \$ 1,500.00
1.3	Survey & Setout	100%	LS	\$ 2,500.00 \$ 2,500.00
<b>SUB TOTAL</b>				<b>\$ 9,000.00</b>
<b>2.0 CARRIAGEWAY</b>				
2.1	Strip and Remove Topsoil @150mm	480	m <sup>3</sup>	\$ 50.00 \$ 24,000.00
2.2	Strip and Stockpile Contaminated Material @ 100mm	320	m <sup>3</sup>	\$ 20.00 \$ 6,400.00
2.3	Supply and Place AP65 @ 150mm	500	m <sup>2</sup>	\$ 65.00 \$ 32,500.00
2.4	Supply and Place M4 40 @ 100mm	320	m <sup>2</sup>	\$ 90.00 \$ 28,800.00
2.6	Grade 4/6 Chip Seal	3100	m <sup>2</sup>	\$ 9.00 \$ 27,900.00
2.7	Install Wheel Stops	28	Ea.	\$ 100.00 \$ 2,800.00
2.8	Construct Entranceway including HD Beam	5	Ea.	\$ 2,000.00 \$ 10,000.00
2.9	Relevel Existing Service Cover - Large	2	Ea.	\$ 300.00 \$ 600.00
<b>SUB TOTAL</b>				<b>\$ 133,000.00</b>
<b>3.0 FOOTPATH</b>				
3.1	Strip and Remove Topsoil @150mm	55	m <sup>3</sup>	\$ 50.00 \$ 2,750.00
3.2	Supply and Place AP65 @ 200mm (Park and Ride)	15	m <sup>2</sup>	\$ 65.00 \$ 975.00
3.3	Supply and Place M4 40 @ 150mm (Carpark)	12	m <sup>2</sup>	\$ 65.00 \$ 780.00
3.4	Supply and Place M4 40 @ 150mm (Park and Ride)	14	m <sup>2</sup>	\$ 90.00 \$ 1,260.00
3.5	Construct Asphalt Footpath (Park and Ride)	140	m <sup>2</sup>	\$ 35.00 \$ 4,900.00
3.6	Construct Asphalt Footpath (Carpark)	120	m <sup>2</sup>	\$ 35.00 \$ 4,200.00
3.7	Construct Access Point to New World	100%	LS	\$ 350.00 \$ 350.00
<b>SUB TOTAL</b>				<b>\$ 15,215.00</b>
<b>4.0 CONCRETE WORKS</b>				
4.1	Construct Nib Kerb	72	m	\$ 80.00 \$ 5,760.00
<b>SUB TOTAL</b>				<b>\$ 5,760.00</b>
<b>5.0 DRAINAGE</b>				
	Drainage Contingency	100%	LS	\$ 25,000.00
<b>SUB TOTAL</b>				<b>\$ 25,000.00</b>
<b>6.0 SIGNAGE AND LINEMARKING</b>				
6.1	Install New Road Marking			
6.1.1	White Line 100mm Solid (Carpark)	275	m	\$ 4.00 \$ 1,100.00
6.1.2	White Line 100mm Solid (Park and Ride)	185	m	\$ 4.00 \$ 740.00
6.1.3	Yellow Line 100mm Solid (Carpark)	16	m	\$ 4.00 \$ 64.00
6.1.4	Yellow Line 100mm Solid (Park and Ride)	38	m	\$ 4.00 \$ 152.00
6.1.5	White Line 300mm Solid	22	m	\$ 12.00 \$ 264.00
6.1.6	Red Line 300mm Solid	20	m	\$ 12.00 \$ 240.00
6.1.7	Straight Arrow	10	Ea.	\$ 85.00 \$ 850.00
6.1.8	Disabled Symbol (Carpark)	1	Ea.	\$ 85.00 \$ 85.00
6.1.9	Disabled Symbol (Park and Ride)	2	Ea.	\$ 85.00 \$ 170.00
<b>SUB TOTAL</b>				<b>\$ 3,665.00</b>
<b>7.0 LANDSCAPING</b>				
7.1	Construct Garden Bed (400mm Depth)	10	m <sup>3</sup>	\$ 100.00 \$ 1,000.00
7.2	Vegetation Removal	1	LS	\$ 10,000.00 \$ 10,000.00
7.3	Streetlighting - Dependant on Lighting Design (OPUS)	100%	LS	\$ 20,000.00 \$ 20,000.00
<b>SUB TOTAL</b>				<b>\$ 31,000.00</b>
<b>TOTAL (GST exclusive)</b>				<b>\$ 216,880.00</b>
<b>ESTIMATED PARK AND RIDE TOTAL</b>				<b>\$ 93,153.50</b>
<b>ESTIMATED CARPARK TOTAL</b>				<b>\$ 123,726.50</b>
<b>PARK AND RIDE + 15% CONTINGENCY</b>				<b>\$ 107,126.53</b>
<b>CARPARK + 15% CONTINGENCY</b>				<b>\$ 142,285.48</b>
<b>TOTAL PROJECT + CONTINGENCY</b>				<b>\$ 249,412.00</b>

Park and Ride Share @45%		
\$	2,250.00	
\$	675.00	
\$	1,125.00	
\$	10,800.00	
\$	2,880.00	
\$	14,625.00	
\$	12,960.00	
\$	12,555.00	
\$	5,000.00	50%
\$	1,650.00	60%
\$	975.00	100%
\$	8,750.00	35%
\$	740.00	100%
\$	152.00	100%
\$	382.50	
\$	170.00	100%
\$	5,000.00	50%
\$	4,000.00	20%
\$	93,153.50	

Estimate is based on stockpiling / re-using contaminated material and additional Asbestos Controls- additional \$250 per m<sup>3</sup> for contaminated dumping

If all topsoil and contaminated material can be re-used in the same area, rate would be reduced to \$20 per m<sup>3</sup> for each strip item

KAIAPOI EAST CARPARK NO PARK AND RIDE		Estimator	Glenn K		
OPTION 3 - 90 Carparks (84 Town Centre)		Date	23/01/2020		
NO	SCHEDULE ITEM	QUANTITY	UNIT	Engineers Estimate RATE	AMOUNT
<b>1.0 PRELIMINARY &amp; GENERAL</b>					
1.1	Site Establishment & Setting Out	100%	LS	\$ 5,000.00	\$ 5,000.00
1.2	Traffic Management	100%	LS	\$ 1,500.00	\$ 1,500.00
1.3	Survey & Setout	100%	LS	\$ 2,500.00	\$ 2,500.00
<b>SUB TOTAL</b>					<b>\$ 9,000.00</b>
<b>2.0 CARRIAGEWAY</b>					
2.1	Strip and Remove Topsoil @150mm	420	m <sup>3</sup>	\$ 50.00	\$ 21,000.00
2.2	Strip and Stockpile Contaminated Material @ 100mm	280	m <sup>3</sup>	\$ 20.00	\$ 5,600.00
2.3	Supply and Place AP65 @ 150mm	420	m <sup>2</sup>	\$ 65.00	\$ 27,300.00
2.4	Supply and Place M4 40 @ 100mm	280	m <sup>2</sup>	\$ 90.00	\$ 25,200.00
2.5	Grade 4/6 Chip Seal	2600	m <sup>2</sup>	\$ 9.00	\$ 23,400.00
2.6	Install Wheel Stops	28	Ea.	\$ 100.00	\$ 2,800.00
2.7	Construct Entranceway including HD Beam	2	Ea.	\$ 2,000.00	\$ 4,000.00
2.8	Relevel Existing Service Cover - Large	2	Ea.	\$ 300.00	\$ 600.00
<b>SUB TOTAL</b>					<b>\$ 109,900.00</b>
<b>3.0 FOOTPATH</b>					
3.1	Strip and Remove Topsoil @150mm	55	m <sup>3</sup>	\$ 50.00	\$ 2,750.00
3.2	Supply and Place M4 40 @ 150mm	12	m <sup>2</sup>	\$ 65.00	\$ 780.00
3.3	Construct Asphalt Footpath	120	m <sup>2</sup>	\$ 35.00	\$ 4,200.00
3.4	Construct Access Point to New World	100%	LS	\$ 350.00	\$ 350.00
<b>SUB TOTAL</b>					<b>\$ 8,080.00</b>
<b>4.0 CONCRETE WORKS</b>					
4.1	Construct Nib Kerb	72	m	\$ 80.00	\$ 5,760.00
<b>SUB TOTAL</b>					<b>\$ 5,760.00</b>
<b>5.0 DRAINAGE</b>					
5.1	Drainage Contingency	100%	LS		\$ 25,000.00
<b>SUB TOTAL</b>					<b>\$ 25,000.00</b>
<b>6.0 SIGNAGE AND LINEMARKING</b>					
6.1	Install New Road Marking				
6.1.1	White Line 100mm Solid	385	m	\$ 4.00	\$ 1,540.00
6.1.2	Yellow Line 100mm Solid	16	m	\$ 4.00	\$ 64.00
6.1.3	White Line 300mm Solid	22	m	\$ 12.00	\$ 264.00
6.1.4	Red Line 300mm Solid	20	m	\$ 12.00	\$ 240.00
6.1.5	Straight Arrow	10	Ea.	\$ 85.00	\$ 850.00
6.1.6	Disabled Symbol	1	Ea.	\$ 85.00	\$ 85.00
<b>SUB TOTAL</b>					<b>\$ 3,043.00</b>
<b>7.0 LANDSCAPING</b>					
7.1	Construct Garden Bed (400mm Depth)	10	m <sup>2</sup>	\$ 100.00	\$ 1,000.00
7.2	Vegetation Removal	1	LS	\$ 8,000.00	\$ 8,000.00
7.3	Streetlighting - Dependant on Lighting Design (OPUS)	100%	LS	\$ 20,000.00	\$ 20,000.00
<b>SUB TOTAL</b>					<b>\$ 29,000.00</b>
<b>TOTAL (GST exclusive)</b>					<b>\$ 184,023.00</b>
<b>ESTIMATED CARPARK TOTAL</b>					<b>\$ 184,023.00</b>
<b>CARPARK + 15% CONTINGENCY</b>					<b>\$ 211,626.45</b>
<b>TOTAL PROJECT + CONTINGENCY</b>					<b>\$ 211,626.45</b>
<b>COST DIFFERENCE</b>					<b>\$ 69,349.98</b>

Estimate is based on stockpiling / re-using contaminated material and additional Asbestos Controls- additional \$250 per m<sup>3</sup> for contaminated dumping

If all topsoil and contaminated material can be re-used in the same area, rate would be reduced to \$20 per m<sup>3</sup> for each strip item

WAIMAKARIRI DISTRICT COUNCILREPORT FOR DECISION

**FILE NO and TRIM NO:** DDS-06-10-02-04-02-02 / 200116005028

**REPORT TO:** Council

**DATE OF MEETING:** 4 February 2020

**FROM:** Heike Downie (Principal Strategy Analyst – District Development), Simon Hart (Business and Centres Manager)

**SUBJECT:** Approval of draft Rangiora Town Centre Strategy for consultation

**SIGNED BY:** \_\_\_\_\_  
(for Reports to Council, Committees or Boards) Department Manager

  
Chief Executive

**1. SUMMARY**

- 1.1 This report seeks that the Council approve the draft Rangiora Town Centre Strategy for public consultation under a Special Consultative Procedure (consultation period 10 February to 9 March 2020), and the Summary of the draft Strategy (the 'Consultation Document'). This report also seeks the appointment of a hearing panel to hear submitters who wish to speak to their written submission in person. Attached to this report are supporting documents which helped to inform the draft Strategy.

Attachments:

- i. Rangiora Town Centre Strategy – blueprint to 2030+, draft for consultation, February 2020 (200123008931)
- ii. Rangiora Town Centre Strategy – blueprint to 2030+, draft for consultation, February 2020 – Summary Consultation Document (200123008927)
- iii. Early engagement survey summary – Rangiora Structure Plan and Rangiora Town Centre Strategy Review (191024148818)
- iv. Rangiora Town Centre Strategy Urban Design 'Key Concepts', Boffa Miskell, December 2019 (200123008811)
- v. Rangiora Town Centre Strategy – Traffic and Parking Assessment, Abley, January 2020 (200113002957)
- vi. Rangiora Issues & Opportunities Report, Urban Design, Boffa Miskell, May 2019 (190528075247)
- vii. Rangiora Issues & Opportunities Report, Transport, Abley, May 2019 (190528075243)
- viii. Rangiora Town Centre Strategy 2010 (RTC2020) Monitoring Report – 2019 RTC Review (as at December 2019) (200120006526)
- ix. Detailed Strategy development process in chronological order (200120006310)
- x. Rangiora Town Centre Strategy Review Communications and Engagement Plan (200121006874)

**2. RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No. 200116005028.
- (b) **Approves** the Rangiora Town Centre Strategy, draft for consultation (attachment i, 200123008931) for public consultation.



- (c) **Approves** the accompanying summary 'Consultation Document' for public consultation (attachment ii, 200123008927)
- (d) **Nominates** the Manager, Strategy and Engagement to approve any minor edits of the draft Rangiora Town Centre Strategy (final print ready version) as required in conjunction with staff prior to public consultation commencing
- (e) **Notes** that public consultation will be undertaken under the Special Consultative Procedure (SCP) as outlined in the Local Government Act 2002 and in accordance with the Rangiora Town Centre Strategy Review Communications and Engagement Plan (attachment x, 200121006874)
- (f) **Notes** that submissions are invited from 10 February to 9 March 2020, followed by a hearing in late March / early April 2020
- (g) **Appoints** Councillor Ward (as the Portfolio Holder for Business, Promotion and Town Centres), ..... and ..... to the hearing panel for the draft Strategy
- (h) **Notes** that the draft Rangiora Town Centre Strategy – blueprint to 2030+ builds on the work and success of the current Rangiora Town Centre Strategy (RTC2020) which was adopted by Council in 2010, and that once adopted, it will supersede the RTC2020
- (i) **Notes** the significant progress made against the actions identified and committed in the current Rangiora Town Centre Strategy (RTC2020), as outlined in attachment viii (200120006526)
- (j) **Notes** that, following adoption of a final Rangiora Town Centre Strategy, staff will report an implementation plan to Council, which will foreshadow funding provision to be sought through the 2021/31 Long Term Plan and/or Annual Plan(s)
- (k) **Notes** that the development of the draft Rangiora Town Centre Strategy – blueprint to 2030+ has been informed by the Rangiora External Stakeholder Reference Group and the District Plan Review and District Development Strategy Technical Advisory Group (TAG), and that the draft document has been endorsed by the District Plan Review and District Development Strategy Project Control Group (PCG)
- (l) **Notes** that a final Rangiora Town Centre Strategy – blueprint to 2030+, based on comments received, panel deliberations, and any further information, will be presented to the Council for consideration in May 2020

### 3. BACKGROUND

- 3.1 The Development Planning Unit, together with the Business and Centres Unit, has prepared the Rangiora Town Centre Strategy – blueprint to 2030+, draft for consultation (the Strategy). This Strategy, once adopted, supersedes the current Rangiora Town Centre Strategy, RTC2020, which was adopted by the Council in 2010. The RTC2020 has proven very successful in bringing about developments and greater vitality in the Town Centre, however the vast majority of the key projects identified in this document (which were centred on three key themes: providing for growth, improving access, and enhancing character and quality) have now been completed and a renewed Strategy is warranted. Attachment viii contains a Rangiora Town Centre Strategy 2010 (RTC2020) Monitoring Report.
- 3.2 The draft Strategy is a framework for the ongoing development, growth and success of the Rangiora Town Centre for the next 10 years and beyond. It acknowledges the Town Centre as the focal point for both Rangiora and the wider Waimakariri community, and proposes a vision for what the Centre should look and feel like by 2030: *Rangiora Town Centre: charismatic and contemporary.*

- 3.3 The commitment of building owners within the Town Centre to undertake significant redevelopment and strengthening work since 2012 should also be acknowledged and commended. This has resulted in a building stock that has greater resilience to future earthquake events, and provides greater safety and security to the people working in, or visiting the Town Centre.
- 3.4 Rangiora is viewed as the local service centre by more than 60% of the wider District and this catchment population is expected to continue to increase, following more than 20 years of sustained District growth. Rangiora itself is expected to grow from around 18,000 people currently to approximately 30,000 by 2048, while the wider District will likely reach around 97,000 residents in 30 years. Such growth creates a number of challenges and opportunities that need to be addressed through a strategic approach.
- 3.5 Structure plans for the residential growth areas at west and east Rangiora are also being prepared. These will be publically consulted on with the Proposed District Plan in the second half of 2020. A recent memo (200123008855) to the DPRC and copied to Council and relevant Community Boards outlined the timing and approach for these.
- 3.6 The Council's District Development Strategy (DDS), adopted in 2018, identified the need to revise the RTC2020 to identify further opportunities for intensified residential and business development focused in and around the town centre, make better use of existing business land, and consider expansion areas for Rangiora town centre. Similarly, Our Space 2018-48, the settlement pattern update for Greater Christchurch, directs the Council to review town centre masterplans and strategies, and explore options to increase land supply for existing Key Activity Centres (KACs). Rangiora is identified by the Waimakariri District Plan, based on the policies of the Canterbury Regional Policy Statement, as a KAC. KACs are commercial centres identified as focal points for employment, community activities and the transport network that are suitable for intensive mixed-used development. KACs are intended to consolidate and integrate the growth of business, retail, recreation and community activities.

#### 4. ISSUES AND OPTIONS

- 4.1. The draft Strategy is built on four key overarching strategy design principles, which provide the fundamental platform to support key strategic concepts that help to shape the development of the Town Centre: prosperous future, focus on the core, join the dots, great people destination.
- 4.2. Seven key strategic concepts then look within the Town Centre and build on the existing assets and character:
- *Rural Character*: A conceptual 'green ribbon network' of public spaces will ensure a point of difference and attractive pedestrian experience. This could range from actual or potential open spaces to literal green corridors.
  - *Diverse Town Centre*: Diversity in the offer, and support of the core, will provide a range of future opportunities that contribute to the Town Centre's overall success.
  - *Distinctive Character Areas*: Unique attributes of different areas will be celebrated through the creation of distinctive Character Areas.
  - *Coordinated Growth*: A compact core retail area will remain while growth and development will occur in optimal locations and provide for a range of uses.
  - *Connected Network of Experiences*: A highly connected, compact and vibrant retail core with a higher intensity of use and scope to expand over time will ensure a vibrant Town Centre heart.
  - *Existing and New Anchors*: The existing network of anchors will be built on and new anchors will create new places, activities and experiences.
  - *Car Parking Clusters*: Parking placed at the edge will support key anchors, character areas and wider retail and pedestrian circuits.

- 4.3. Pulling these concepts together creates a Town Centre Master Concept (see page x of attachment i), which provides a blueprint for Rangiora Town Centre, and offers a platform for 10 major projects. Delivery of these projects will bring the vision and key concepts to life. They are highly visible, tangible and respond to the key challenges and opportunities facing the town centre.
- 4.4. The 10 major projects are (more detailed project descriptions within attachment i and ii):
1. Reinforce the Role of High Street
  2. Connect the East to the Core
  3. Develop the BNZ Corner
  4. Transform Station Corner
  5. Complete the North of High Development
  6. Revamp the Civic Precinct
  7. Support Durham Street Redevelopment
  8. Enable South of High Opportunities
  9. Provide Access
  10. Encourage Living in the Centre
- 4.5. While many aspects associated with these projects can be driven by the Council, others will require collaboration between the public and private sector.
- 4.6. A high-level implementation schedule (see Part 3 in attachment i) sets out more detailed actions associated in implementing each of the 10 major projects. Upon Strategy adoption, this will form the basis of an implementation plan and progress against this will be reported to Council annually.
- 4.7. This draft Strategy is the culmination of several process and engagement steps undertaken since October 2018, when the DPRC approved the review of the current RTC2020 and preparation of a refreshed Strategy. The individual process steps in chronological order are outlined in attachment ix. In summary, staff engaged urban design and transport consultants, who prepared Issues and Opportunities reports in early 2019. Three separate rounds of engagement with the DPRC, TAG and an External Stakeholder Reference Group were undertaken to form the Strategy (the latter through 3 Inquiry by Design sessions throughout 2019). An early engagement video and survey was released in July 2019 to gauge the wider public's views about how Rangiora should look and feel by 2030 and beyond and responses were used as a 'sound check' to make sure the project team was on the right track. Staff engaged with the Rangiora Ashley Community Group on a number of occasions to gain feedback and socialise emerging town centre concepts and projects. In mid-November 2019, staff gained general agreement for the Strategy concepts and projects from the DPRC. Finally, the District Plan Review and District Development Strategy PCG endorsed the draft Strategy on 17 January 2020.
- 4.8. Upon Council approval to consult, consultation of the draft Strategy via the Special Consultative Procedure will commence on 10 February and close on 9 March. A number of communication channels and tactics will be utilised such as distribution of the summary document, engagement with key stakeholder groups, a project display during consultation at The Gables Arcade, together with a staffed 'drop-in day on Saturday 22 February, advertising, online presence through the project webpage which will contain all background reports, information and the draft Strategy documents ([waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora)), and media releases and briefings. More details are contained in attachment x.
- 4.9. The consultation period will be followed by a hearing for anyone wishing to present their written submission in person (date to be confirmed in late March) and hearing panel deliberations. A further briefing session(s) with the DPRC will be utilised in March/April to provide an overview of responses received during consultation and content of a final Strategy. A final Strategy, based on feedback received during consultation, and any further

information, will be presented to Council for adoption in May 2020. Once adopted, the Rangiora Town Centre Strategy – blueprint to 2030+ will supersede the RTC2020.

- 4.10. This Strategy primarily addresses continuing to maintain and develop the built environment of the town centre and related ongoing accessibility for all forms of transport access. Council has responsibility and ability to influence change guided by an agreed Strategy upon which to build other programmes. It is essential that there is a forward looking, robust and resourced programme of work to achieve the aspirations identified in the Strategy. The Strategy notes that “a wide range of facilities, activities and services that bring people together and add to the vitality and vibrancy of the Town Centre” contributes to making a good town centre. The Council influences that through a range of other programmes including its business support and attraction and district promotions activities through Enterprise North Canterbury, support for town promotions agencies and events funding, amenity planting, lighting and features, support for events, Public Art, maintenance activities and regulatory activities. Plans and Strategies guiding a number of these elements exist and some are due for Review in the coming 1 to 2 years such as the Local Economic Development and Visitor Strategies. Standards and programmes for others are subject to consideration through the 2021-31 Long Term Plan. As development of the plan for RTC Strategy implementation proceeds through 2020 towards making Draft LTP 21-31 provision, staff are mindful of these other elements and their interrelationships with the RTC Strategy. The implementation plan proposed through recommendation (j) will address these interrelationships.
- 4.11. The Management Team have reviewed this report and support the recommendations.

## 5. **COMMUNITY VIEWS**

### 5.1. **Groups and Organisations**

Development of the draft Strategy has occurred largely through three separate engagement rounds with internal and external stakeholders over 2019: DPRC, TAG, and External Stakeholder Reference Group. The External Stakeholder Reference Group was established to contribute to the development of a draft revised Rangiora Town Centre Strategy and draft Structure Plans for Rangiora east and Rangiora west, and to guide and advise the Project Team on community engagement and consultation. A number of groups and organisations were represented on this group: Rangiora Ashley Community Board, Enterprise North Canterbury, Local Economic Development Advocacy Group, residential developers, Rangiora retailers, Social Services Waimakariri, Health Advisory Group and Councillors, supported by staff and consultants.

Separately, staff also informed / engaged with other stakeholders during the Strategy development process: Rangiora Ashley Community Board, property owners and businesses.

### 5.2. **Wider Community**

Early views of the wider community during Strategy development were sought through an 'early engagement survey', which was released in July 2019 to gauge how the community thinks Rangiora should look and feel in 10, 20, 30 years' time. This survey was accompanied by a short video which raised awareness of the project and sparked an early discussion. Both were available to view on the project webpage and targeted emails were sent to key stakeholders with the web link. Staff used survey responses throughout Strategy development as a 'sound check' to see if we were on the right track. A summary of responses received to the early engagement survey is contained in attachment iii.

Formally, the wider community's views on the draft Strategy will be sought through consultation using the Special Consultative Procedure from 10 February to 9 March, upon

approval by Council. This will be followed by a hearing which provides an opportunity to speak to submissions in person.

## 6. **IMPLICATIONS AND RISKS**

### 6.1. **Financial Implications**

The costs associated with the preparation of the draft Strategy is being met within existing Development Planning Unit, and Business and Centres budgets that are committed against Rangiora Town Centre Strategy Review work (and partially the development of the Rangiora Structure Plans).

Implementing the Rangiora Town Centre Strategy will require considerable resources, both financial and staff. Following adoption of the Strategy, staff will report an implementation plan to Council, which will foreshadow funding provision to be sought through the 2021/31 Long Term Plan and/or Annual Plan(s).

While the RTC2020 contained different projects than the reviewed Strategy proposes, budgets that were committed to implementing it give a cue for the scale of resources that might be necessary to achieve the proposed projects and make a difference to town centre development. The current RTC2020 resulted in significant funding being applied through a number of cost centres to key projects, including but not limited to (not inflation adjusted):

- Red Lion re-alignment project - \$4.1m
- North of High Car Parking Building (Stage 2) - \$6m (\$2.0m for land purchase and \$4m towards construction of the building)
- Town Centre Revitalisation (High Street improvements including returning to two way) - \$3.0m

In approving the accompanying summary 'Consultation Document' for public consultation, the Council will begin to raise community expectation around the delivery of the projects listed within the Plan. It is prudent to note that this will have associated cost implications to Council upon adoption of the Plan.

### 6.2. **Community Implication**

The Rangiora Town Centre Strategy – blueprint to 2030+ will provide the framework for the future development of the Rangiora Town Centre, which the local Rangiora and wider District community utilises for goods, services, community and entertainment purposes on a regular basis and in which local businesses operate.

### 6.3. **Risk Management**

A qualitative approach to managing risks that may affect the next stages (communication and engagement) of this project is being taken. A number of areas of risks have been identified, together with planned management controls. These are outlined in section 5 in the Communications and Engagement Plan (attachment x).

Overall, the draft Strategy provides an early opportunity for the community and stakeholders to influence future development in the Rangiora Town Centre. This ultimately assists with risk management in terms of the final document.

### 6.4. **Health and Safety**

There are no health and safety implications associated with the preparation of the draft Rangiora Town Centre Strategy – blueprint to 2030+.

## 7. CONTEXT

### 7.1. **Policy**

This matter is a matter of significance in terms of the Council's Significance and Engagement Policy in the sense that considerable expenditure in order to implement the final Strategy would follow.

### 7.2. **Legislation**

Sections 82 and 83 of the *Local Government Act 2002* set out the principles of consultation to be followed, including the necessary steps involved in following the Special Consultative Procedure.

### 7.3. **Community Outcomes**

The Rangiora Town Centre Strategy specifically contributes towards achieving the following overarching Community Outcomes:

- The community's cultures, arts and heritage are conserved and celebrated
- Public spaces and facilities are plentiful, accessible and high quality
- The distinctive character of our takiwā – towns, villages and rural areas is maintained
- People are friendly and caring, creating a strong sense of community in our District.

### 7.4. **Delegations**

Council has delegated authority to approve the draft Rangiora Town Centre Strategy for consultation.

# DRAFT RANGIORA TOWN CENTRE STRATEGY BLUEPRINT TO 2030+

*Draft for Consultation*

RANGIORA TOWN CENTRE  
*Charismatic and Contemporary*

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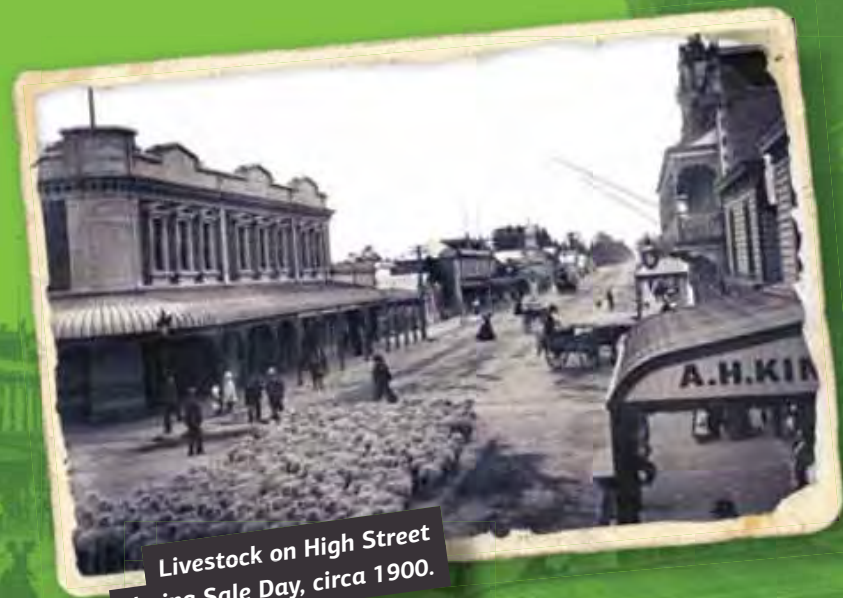
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Livestock on High Street during Sale Day, circa 1900.

A.H.KING





## AN INTRODUCTION *from the Mayor*

### IT'S MY PLEASURE TO INTRODUCE THE DRAFT RANGIORA TOWN CENTRE STRATEGY.

**In this document we describe an exciting vision of how the Town Centre could look and feel in the future.**

The success of the Rangiora Town Centre is vital in ensuring Waimakariri's economy continues to thrive. It's a major service centre for the District and a hub for commerce, employment and recreation.

Over 20 years of sustained population growth has seen Rangiora expand past its traditional boundaries and by 2048 it is estimated that more than 30,000 people will call Rangiora home. This growth presents challenges, but also opportunities.

We are not starting with a blank canvas, much has already been achieved through the successful implementation of the previous Rangiora Town Centre Strategy and our task now is to build upon this momentum.

Local businesses tell me that visitors enjoy our town's friendly atmosphere and charm. They are often surprised with how much the Town Centre has to offer and we have an opportunity to further enhance our unique character and showcase Rangiora as a destination.

Rangiora's retail trends are improving. We've attracted major national retailers to complement our local, boutique stores and increasingly our

residents are shopping locally. As we find ways to encourage this further, it will strengthen our local economy and create more jobs.

However, this Strategy is not just about businesses. We want to develop a vibrant town centre where people enjoy spending time and create public areas that promote our residents' health, happiness, and wellbeing.

This is only a draft; the ideas and feedback we receive from the community will help us to shape the final Strategy.

Ultimately, the future of the Rangiora Town Centre will rest on the support and investment of the private sector, Council and the community. We've seen what we can achieve when we work together and I'm confident that the Rangiora Town Centre will continue to thrive.

**Ngā mihi**

Dan Gordon  
Mayor

4

**PART ONE**  
*setting the scene*



Looking west across Rangiora some time before 1956,  
Rangiora High School Farm in the foreground.

## **THIS DRAFT STRATEGY IS A FRAMEWORK FOR THE ONGOING DEVELOPMENT, GROWTH AND SUCCESS OF THE RANGIORA TOWN CENTRE FOR THE NEXT 10 YEARS AND BEYOND.**

**ONCE ADOPTED, THIS STRATEGY WILL PROVIDE A BLUEPRINT FOR POSITIVE CHANGE AND HELP ENSURE THE TOWN CENTRE IS SUCCESSFUL, VIBRANT AND FUNCTIONAL. IT WILL HELP US TO MEET THE NEEDS OF OUR GROWING RETAIL AND SERVICE SECTORS AND SUPPORT EMPLOYMENT LOCALLY AND ACROSS THE DISTRICT.**

### **What is the draft Rangiora Town Centre Strategy?**

This draft Strategy acknowledges the Rangiora Town Centre as the focal point for both Rangiora and the wider Waimakariri community, and proposes a vision for what the Centre should look and feel like by 2030. We've identified 10 major projects that help turn that vision into reality and provide a catalyst for further private and public investment.

This work builds on the previous Rangiora Town Centre Strategy (RTC2020) adopted by the Council in 2010, which sought to provide for growth, improve access and enhance the centre's quality and character. The RTC2020 has proven successful in bringing about exciting developments and greater vitality in the Town Centre, particularly in providing a response framework following major redevelopments required after the 2010/11 Canterbury earthquakes. However, the vast majority of the key projects identified in the RTC2020 have now been completed. It is time to stretch our aspirations further into the future, taking ongoing growth, demand and opportunities as key cues.

We also need to consider the critical link between the Town Centre and Rangiora's future residential growth areas. Integrating these well has the potential to be truly transformational and it is vital that we strategically plan to take advantage of this opportunity.

This draft Strategy contains three parts. The first part sets the scene and provides relevant context and background information (the "Why" and "Where"). Part 2 proposes a vision for the Town Centre, principles, key concepts and ten major projects that, upon adoption, the Strategy will seek to deliver (the "What"). Lastly, Part 3 outlines how we will make the Strategy happen (the "How"). This document references a number of other documents, statistics, expert advice, surveys and other findings. A list of links for further information is contained towards the back of this document, along with a glossary of terms used throughout. Background documents, further information and an online feedback form can be found on our project webpage [waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora).



**“THE NORTHERN MOTORWAY  
WILL MAKE IT EASIER THAN  
EVER FOR PEOPLE FROM  
CHRISTCHURCH TO VISIT  
RANGIORA. WE NEED TO FIND  
WAYS TO MAKE THE MOST OF  
THAT OPPORTUNITY.”**

*Ross Ditmer*  
**Rangiora Promotions Association**

### **Why do we need a Rangiora Town Centre Strategy?**

Rangiora’s Town Centre plays a significant role within the wider Waimakariri District. The Centre is truly moving on from its historic status of a ‘rural service centre’ to a place that is increasingly unique, vibrant, people-oriented and attractive to investment, while remaining rich in character.

Rangiora is viewed as their primary centre for shopping and services by more than 60% of the wider District and this catchment population is expected to continue to increase, following more than 20 years of sustained District growth. Rangiora itself is expected to grow from around 18,000 people currently to approximately 30,000 by 2048, while the wider District will likely reach around 97,000 residents in 30 years. Such growth provides us with number of challenges and opportunities.

If Rangiora is to retain its status as the District’s main centre and meet the needs of an increasing number of people, it needs to accommodate a substantial increase in floor space for retail, business and community services over the next ten plus years, and do so well.

This was recognised in the Council’s 2018 District Development Strategy (DDS) which provides the framework for Waimakariri’s overall growth. It identified the need to revise the RTC2020 to respond to a number of growth challenges and take advantage of opportunities in a planned way. The DDS signalled the need to identify further opportunities for intensified residential and

business development focused in and around the town centre, make better use of existing business land, and consider expansion areas for Rangiora town centre.

Similarly, Our Space 2018-48, the settlement pattern update for Greater Christchurch developed by the Greater Christchurch Partnership, directs the Council to review town centre masterplans and strategies, and explore options to increase land supply for existing Key Activity Centres (KACs). Our Space outlines land use and development proposals to ensure there is sufficient development capacity for housing and business growth across Greater Christchurch to 2048.

Rangiora is identified by the Waimakariri District Plan, based on the policies of the Canterbury Regional Policy Statement, as a KAC. KACs are commercial centres identified as focal points for employment, community activities and the transport network that are suitable for intensive mixed-used development. KACs are intended to consolidate and integrate the growth of business, retail, recreation and community activities.

As Rangiora’s core centre intensifies and grows, it needs to continue to address key issues pertaining to its role, scale, form, function, look and feel, vibrancy and connectivity. Rangiora’s centre faces challenges that are not uncommon to many New Zealand towns and cities including: a varied quality retail offering, limited public transport options, a heavy vehicle route running through the centre, and large format retail in peripheral locations.

These may be challenges but they also represent opportunities. The Centre has a wider economic role to play within the region and beyond as well as providing independent 'destination' services, opportunities and unique attractors. Preserving, maintaining and growing efficient transport and commerce links within the District and region is important for the District's economy.

The Rangiora Town Centre faces strong competition from other centres, resulting in retail leakage where around \$2 out of every \$5 spent by Rangiora residents is landing in tills outside of Waimakariri. Rangiora needs to provide an environment to attract the right retail mix, which in turn will encourage more local spending.

The Centre's role in supporting the regional economy and local employment is a fundamental component to supporting the projected local and District population growth. A strengthened and expanded Town Centre will in turn enable the growth in local employment opportunities, which will improve Rangiora's self-sufficiency (that being the number of jobs compared to the number of working age residents that provides a measure of sustainability) and reduce the proportion of residents needing to travel to particularly Christchurch for work. Attracting and retaining 'job rich' businesses in the District is increasingly important as the District's population increases.

The Council is preparing for residential growth through developing a Rangiora Structure Plan, on which the community will be able to comment as part of the Proposed District Plan later in 2020.

Some 4,500 additional households are planned to the east and west of Rangiora's existing residential zones, with the most significant opportunity to the northeast due to its close proximity to the Centre. Approximately 500 metres as the crow flies is all that separates the north-eastern residential growth area and the heart of High Street, creating unique opportunities to facilitate a vibrant and practical connection between the two. It will require considered master planning involving multiple disciplines, sectors and stakeholders to realise the full potential of this opportunity.



### Rangiora Residential Growth Areas



## What is the Rangiora Town Centre?

The Waimakariri District Plan zones most of the area occupied by the Rangiora Town Centre as Business 1 Zone, which provides for business, administrative and cultural activities, and is intended to:

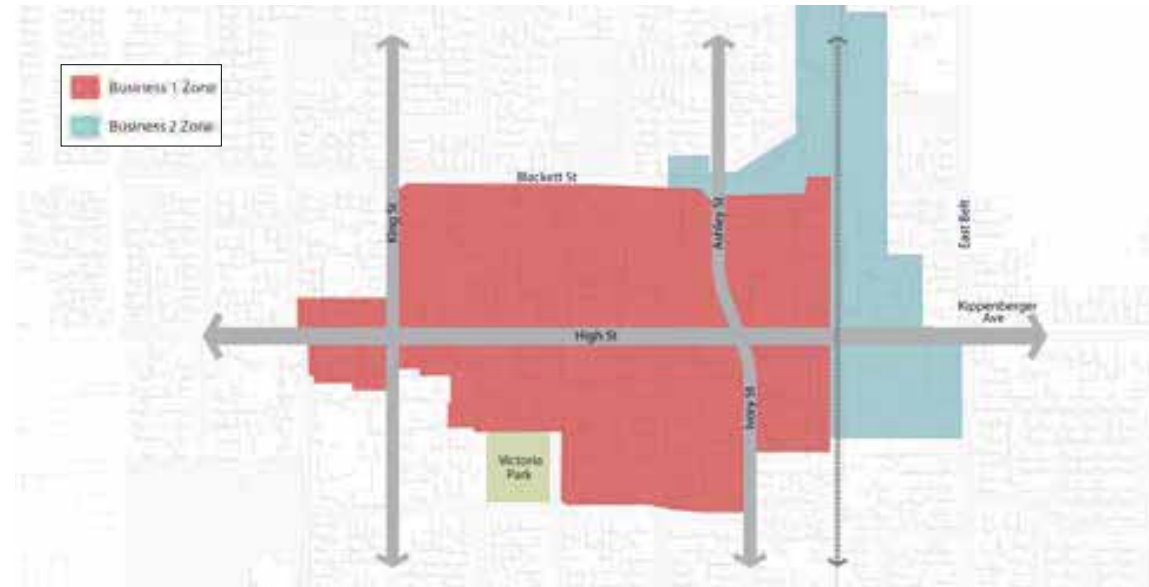
- Help ensure an effective and efficient business sector by concentrating activity;
- Enhance the Centre's role as the community focal point;
- Retain nominated areas as more appropriate for pedestrian-related activity; and
- Retain business activity that can support public services, facilities and amenities that will provide for the needs of workers, residents and visitors, in a quality, safe environment.

Today the Rangiora Town Centre fulfils the range of roles envisaged in the District Plan. It is a centre for retail, business and provision of health and social services as well as a community focal point.

In recognition of significant development beyond the traditional boundaries zoned as Business 1, the area generally defined as the Rangiora Town Centre for the purpose of this draft Strategy includes some of the Business 2 Zone land to the east and to the northeast. The latter is relevant given its proximity to the northeast residential Structure Plan area and opportunities to provide links between the Centre and new residential activity. Together, the Strategy area encompasses some 34 hectares of land.



## Rangiora Town Centre Business Zones



## What makes a good town centre?

A good town centre is not just a place to shop; it has many functions. When business activities such as shops and offices are co-located with community, civic, recreational and entertainment facilities, they create vibrant places where people like to spend time.

Business has a pivotal part to play in attracting people to a town centre, however visitors may then use that centre for other reasons such as visiting the library, having a coffee, or meeting friends, and the reverse is also true.

Technology is a major disruptor, but also an opportunity. Recent changes in how we shop and the types of service provided has had an impact on traditional retail, with an increasing move to online shopping changing the concept of 'towns for shopping'. There is now a greater emphasis on town centre 'experiences' and this means that the amenity value, visual quality and coherence of the urban environment is of greater importance. This changing dynamic is resulting in more mixed-use activities, higher turnovers of tenants, pop-up formats, events and activity-orientated centres.

Urban design has an important role to play in making a good town centre, which provides economic and social benefits when done well. For example, making it easy to travel to and around a place in a vehicle or on foot increases the viability of local services and shops, encourages walking and cycling for non-work trips, and enables better traffic flow and easier parking. This

can lead to improved economic performance, more participation in community and cultural activities, increased use of public spaces and a greater sense of personal safety. Public art also contributes to greater engagement with community spaces.

Visiting the Town Centre needs to be a pleasurable experience; this will have spin-off benefits for the economic vibrancy of the Centre and Rangiora as a whole. To this end, it will be necessary to ensure that the Rangiora Town Centre has:

- An inviting outdoor setting that incorporates the character of the town, appealing landscaping, historic buildings and public spaces that promote enjoyment;
- Buildings that provide for attractive and inviting ground floor uses;
- Good parking and accessibility from all directions by various modes of travel; including public transport and cycling;
- A pleasant pedestrian environment that encourages people to walk alongside stores, shop and linger in cafés and other public spaces;
- Opportunities and spaces set aside for public art; and
- A wide range of facilities, activities and services that bring people together and add to the vitality and vibrancy of the Town Centre.

It is important to recognise that Rangiora is fundamentally strong, and has come a long way in recent years, particularly through developments that have followed from the significant damaging effects of the 2010/11 Canterbury Earthquakes. The Rangiora Town Centre is not a blank canvas, and we need to build on our current momentum and previous successes. A good town centre isn't just about aesthetics or replicating other places. It's about competing through differentiation and enhancing our town's unique character.



## Key challenges and opportunities

While the Rangiora Town Centre has seen significant improvements to its public spaces, retail offerings and accessibility following the completion of projects contained in the RTC2020, a number of key challenges remain that need to be addressed through a Strategy review.

### Urban form and Character

A high-amenity town centre, using a mixed-use model that retains its village feel and enables relaxed shopping has been identified by the Reference Group as critically important to planning for the future success of the Centre. Through our early engagement survey, we similarly heard that great public spaces that draw on Rangiora's unique character and create a sense of place need to be at the forefront of opportunities to explore.

The heritage character of High Street, with small narrow specialty stores offering a wide range of goods, is one of the few examples of its type remaining in New Zealand and also one of the best. It is one of Rangiora's points of difference when seeking to attract visitors to the town, however the Centre still faces a number of challenges relating to urban form and design. Changing retail and entertainment trends threaten the viability of the Town Centre and its role as a social destination if we fail to adapt.

Rangiora's High Street extends lengthwise and has the effect of dragging activity and investment away from the Town Centre and losing the sense of there being a centre of town. At the same time, there are several missing pieces and key sites that undermine cohesiveness and effort needs to be made to 'deepen' the Town Centre core north and south spatially so the Town Centre can intensify and develop in an efficient and logical way.

Following the RTC2020, significant investment has been made by Council to prepare the Rangiora Central Outline Development Plan, which sees the Council partner with property owners and developers to create an attractive and functional retail and hospitality precinct north of High Street between Durham and Good Streets.

Many property owners and businesses have made significant investments in the Town Centre following the damaging effects of the 2010/11 Canterbury earthquakes. These have seen redevelopment and strengthening of the building stock and have hugely contributed to the Centre's vitality.

There are a number of future development sites in the Town Centre that provide opportunities to further strengthen the Centre's identity and retail offering, if done well, particularly the BNZ corner, at Durham Street, in the North of High precinct, and in the block east of Ashley Street. The Gables Arcade, an indoor 'mall' and key pedestrian connection off High Street, is unique and also offers immense enhancement opportunities.



High Street looking busy on 22 December 1979.



The "Southern Cross Kitten" aeroplane parked on High Street at Cenotaph Corner.



The Council building and library upgrade is a chance to enhance this key community space, and there are opportunities to better integrate, Victoria Park and the Rangiora Town Hall and cinema into the heart of the Centre. Areas south of High Street are underutilised and would benefit from introduction of core retail activities that promote active frontages and reinforce linkages with the civic precinct and High Street.

The RTC2020 resulted in the introduction and upgrade of a number of public spaces and pedestrian connections. High Street itself was revamped through new planting, street furniture and high quality paving. Conway Lane was built, walkability along Alfred Street was vastly improved, and Cenotaph Corner was redeveloped and a new public space created opposite it. Such initiatives have led to notable enhancement of pedestrian amenity and walkability in recent years, however there is still room for improvement. There is a risk that a wider lack of quality connections and linkages between key destinations will undermine achieving a walkable centre. Linkages between areas within the Town Centre play an important part in enhancing people's enjoyment of the Centre as a whole, and encourage visitors to park away from High Street and walk to their desired destination, which reduces the amount of traffic circulating around the Centre.

The Waimakariri District Plan has a number of design requirements for new buildings in the

Town Centre "core" that ensure the look and feel is complimentary to the existing High Street character. Provisions that seek to protect and enhance the built form have been significantly strengthened and extended spatially, and require, for example, that buildings along High Street and key surrounding streets include verandas, be built up to the street frontage, occupy the full frontage of the site, comply with height and glazing requirements, and feature designs with appropriate articulation and modulation. Despite these rules, there is a risk that infill developments will change the character and identity of the town and undermine the 'attractor factor'.

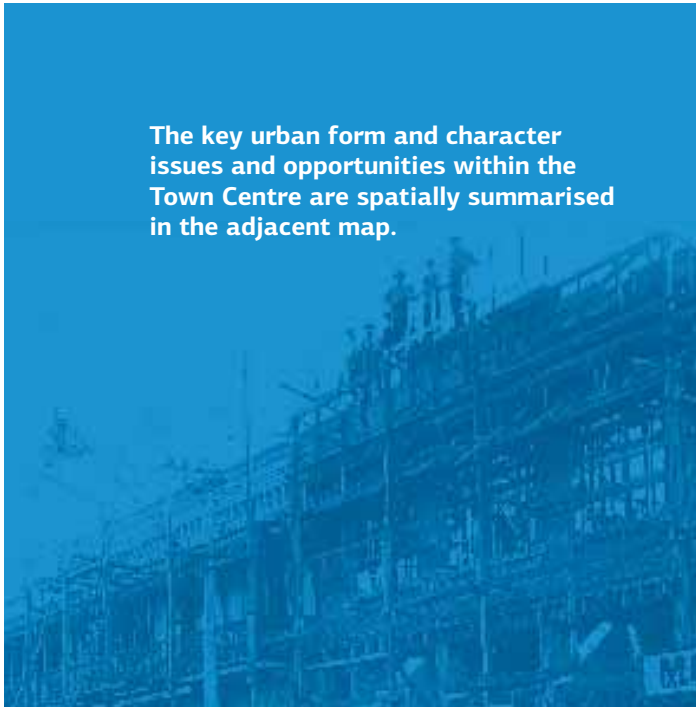
These issues do not exist in isolation; they interact and overlap. Addressing these will not necessarily be a linear process, but require a holistic problem solving approach and seizing opportunities as they arise.



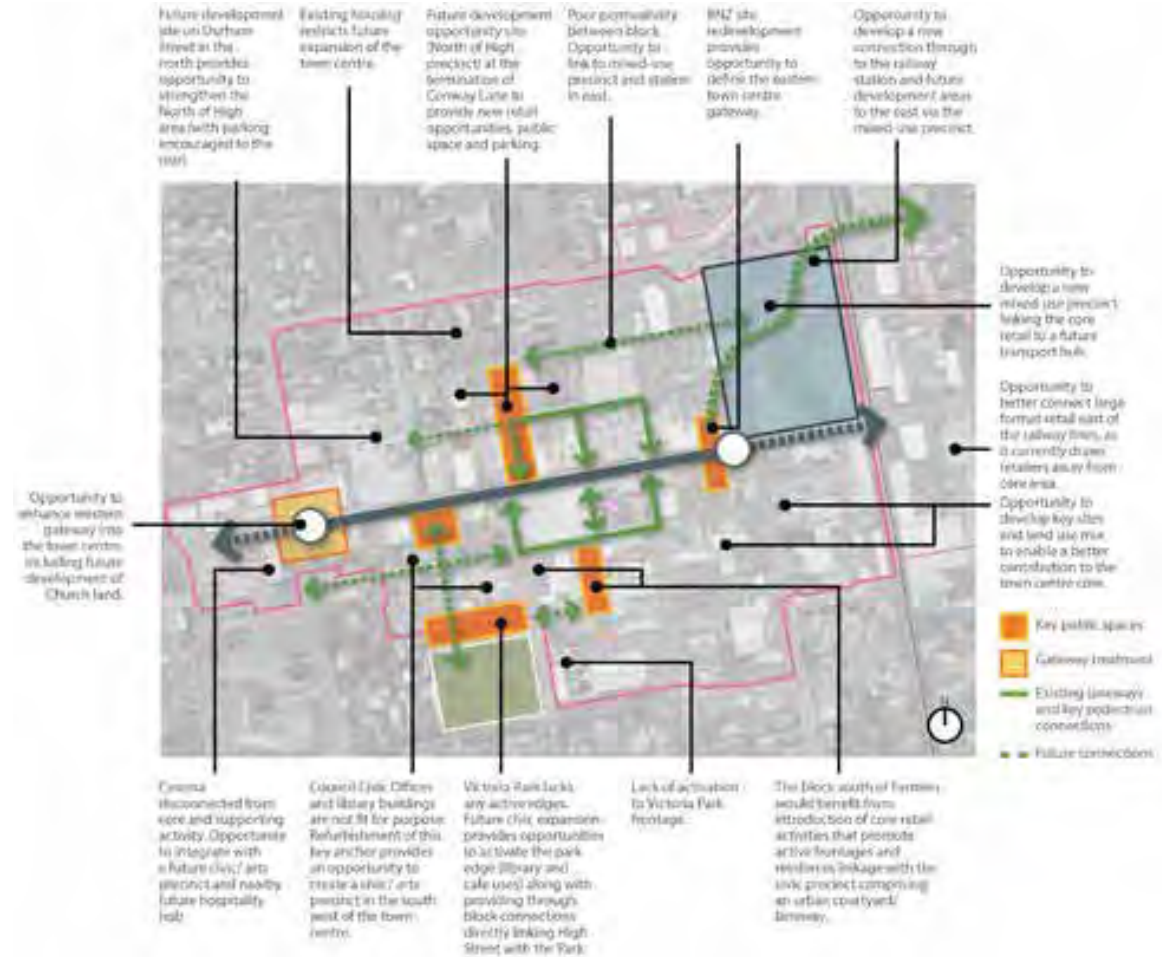
**“TWO HOURS OF PARKING ISN'T ENOUGH FOR SOME OF OUR CUSTOMERS, SO IT WOULD BE GOOD TO HAVE OPTIONS NEARBY FOR ALL DAY PARKING, EVEN IF IT'S PAID.”**

*Steven Purtle*  
**NZ Ink Tattoo Studio**

The key urban form and character issues and opportunities within the Town Centre are spatially summarised in the adjacent map.



### Town Centre Urban Form and Character Challenges and Opportunities



## Transport and access

Access to the Rangiora Town Centre has been a matter of community concern over many years, and it is an issue that is inextricably linked with wider Rangiora traffic flow patterns. Better traffic and parking management is near the top of our community's wish list for improving the Town Centre, as gleaned through feedback from our early engagement survey. Similarly, the Council's recent Customer Satisfaction Survey shows that 35% of respondents are not satisfied with Rangiora's traffic flow and 33% are not satisfied with the provision of off-street parking. Ease of access is an important contributor to a successful town centre.

Rangiora's transport environment is reflective of its geographical location and historical development. Ivory Street/Ashley Street is the strategic north-south connection with Blakett Street and High Street connecting the Centre to the western areas of Waimakariri. Ivory and Ashley Streets carry the greatest volume of traffic whilst High Street, Percival Street, Kippenberger Avenue and Blakett Street also carry a reasonable amount of traffic.

The RTC2020 saw the identification and implementation of several key transport and access related projects. The intersection of Ivory, Ashley and High Street ("Cenotaph Corner") was realigned and traffic lights were installed. Two-way traffic with parallel parking was reintroduced to High Street, roundabouts were constructed at key intersections along Queen Street, parking

management was overhauled and directional signage was improved. However, a number of transport and access related challenges remain.

The north-south movement corridor at Ivory and Ashley Street continues to divide the Business 1 Zone and presents a key issue impacting Town Centre expansion. Despite vast improvements through realignment and signalisation in 2014, the Cenotaph Corner intersection continues to have the effect of acting as an eastern 'bookmark' to the Centre. The pedestrian experience between this and the large format retail traders east of the railway is comparatively poor, which discourages many Town Centre visitors from walking between the two destinations.

Most visitors to the Town Centre search High Street for a car park before using alternatives. Approximately 3200 public and private parking spaces are available in Town Centre and peak occupancy occurs between 12pm and 1pm at 56% (off-street public parking experiences a higher peak occupancy at around 70%). The Council owned Ashley Street car park has the highest average parking occupancy at greater than 80%. A desirable occupancy rate in a town centre environment is considered to be around 80-85% to ensure optimal use of parking spaces and business land. Around three quarters of cars stay for an average of one hour or less.

Currently there are limited public transport services and cycle infrastructure to and within the Town Centre. While the railway station at the edge of the Centre is well located for when commuter

public rail may become feasible in the future, the physical barrier of the railway line at the eastern end of the Town Centre with only one vehicle and pedestrian crossing point, provides challenges to connecting the centre to the Rangiora's northeast residential growth area.

Continuing to provide access to the Town Centre through efficient car parking, enablement of public transport, attractive pedestrian connections, and safe cycleways is important. However the future of changing transport technologies, and associated infrastructure and space requirements need to be considered alongside traditional modes.





**“AS AN IMPORTANT GATEWAY INTO THE TOWN CENTRE, WE NEED TO MAKE SURE WE FIND THE RIGHT DEVELOPMENT FOR THE ICONIC BNZ CORNER.”**

*Jim Gerard*

**Rangiora-Ashley Community Board**

### **Business activity**

The Rangiora Town Centre continues to face strong competition from other centres. More than three quarters of all retail expenditure in Rangiora comes from Waimakariri residents with another 10% added from Christchurch residents. However at the same time, the Centre continues to suffer from significant “retail leakage” (money spent by locals in other centres, which could otherwise have been spent in Rangiora). Roughly \$2 out of every \$5 spent by Rangiora residents is being spent elsewhere, with around 35% leakage to Christchurch City. Rangiora has a ‘net outflow’ of between 10% and 15% of its generated spend, which means less money flows into Rangiora from elsewhere than goes out by local residents. To a certain extent, retail leakage is a reflection of Rangiora’s location as a satellite town to Christchurch and the fact that a large proportion of the District’s usually resident labour force is employed outside of the District (56%). Around 42% in fact work in Christchurch and many combine their shopping with their time spent away from home. The ‘losses’ in local retail spend represent a significant opportunity for Rangiora to recapture lost spending by providing better retail composition, and the environment and amenity desired by residents.

Encouragingly, overall retail trends are improving for the District. In the five years to June 2019, domestic inflow of spend (the expenditure from non-District residents within Waimakariri) as well as internalised spend (the expenditure of District

residents within Waimakariri) has increased, while outflow (the expenditure of District residents outside of Waimakariri) has decreased some 5%. This is likely related to Rangiora Town Centre attracting key national tenant retailers in recent years, including Briscoes, Stirling Sports, Lighting Plus, Animates, Macpac, and Farmers (which reopened following the 2011/12 earthquakes) amongst others. Such investments in the Centre, as well as others outside of the Centre, signal confidence in Rangiora’s local economy and retail performance.

Through the Reference Group work and feedback from the early engagement survey, we heard that an even better mix of retail offering including a diverse night-time economy would help improve the commercial position of the Town Centre. This would encourage more local spending and in turn create more local jobs, which all aids in improving Rangiora’s overall self-sufficiency.

By sector, supermarkets, liquor suppliers, fuel and automotive are performing well, not only meeting the demands of residents, but attracting inflow spend. The largest areas of retail outflow are related to apparel and personal, department stores and leisure. There’s an opportunity to address these outflows by providing an environment that attracts the right retail mix, which in turn will encourage more residents to spend locally. Anecdotally, we are hearing that finding sites large enough to integrate medium format retail into the existing urban fabric of the Town Centre is a challenge.

According to Statistics New Zealand, 'Rangiora Central' is home to around 400 businesses. Rangiora generates 70% of the District's retail spending and this is forecast to increase to 73% by 2048. This reinforces that the Rangiora Town Centre will continue to be the key retail focal point and dominant commercial centre for Waimakariri well into the future. By 2048, it is estimated that Rangiora will capture some \$630 million in retail expenditure per annum.

With the anticipated population growth in the catchment area, it is projected that by 2048, the Rangiora Town Centre could sustain around 1.5 times more Gross Floor Area (GFA) than the current sustainable provision. In addition, there will be growing demand for office space and other activities such as community facilities and entertainment.

To accommodate this demand, the current Business 1 Zone in Rangiora could be extended by approximately 6 hectares over the next 30 years. As well as expansion, we will need to make better use of existing zoned Town Centre land through comprehensive regeneration and redevelopment of sites to accommodate more intensive business activity.

On a wider scale, Waimakariri's local retail environment has to be dynamic and constantly reinventing itself given fluid retail trends, services, products and formats in an attempt to attract increasingly discerning consumers. Some key drivers of change in New Zealand's retail landscape include retail consumer expectations, accessibility, shopping experience and the growth in online shopping.



**“I THINK WE NEED TO KEEP FINDING AND FILLING THE GAPS IN OUR RETAIL MIX, SO THERE’S LESS NEED FOR PEOPLE TO TRAVEL TO CHRISTCHURCH FOR SHOPPING.”**

*Tania McKenzie*  
Williams McKenzie Lawyers

## How has this draft Strategy been developed?

This draft Strategy has been developed by the Council with the help of specialist urban design and transport consultants. It is informed by technical reports and background information, which often built on reports commissioned for the RTC2020 project and implementation actions since, including a parking survey, transport model, MarketView spending data analysis and community surveys.

Early Issues and Options reports were prepared which, among other things, considered the success of the RTC2020 Strategy and the key implementation projects that were progressed as a result. This work appraised the relevance of the key themes that underpinned the RTC2020: providing for growth, improving access, and enhancing character and quality.

In early 2019, an External Stakeholder Reference Group (the Reference Group) was established to contribute to the development of a revised draft Rangiora Town Centre Strategy and draft Structure Plans for Rangiora east and west. This group guided and advised the Project Team and included a number of community and advisory groups, businesses, developers, Enterprise North Canterbury, Rangiora-Ashley Community Board, and Council members, supported by staff and consultants.

Three Inquiry by Design workshops were held with the Reference Group throughout 2019 to shape, form and refine concepts proposed in this draft Strategy.

In August 2019, a video, web page and survey were launched to raise awareness around the project, spark discussion and gather some initial thoughts from the community on how Rangiora should look and feel in 10, 20 and 30 years.

The survey asked a number of questions relating to the future of Rangiora and the responses were intermittently drawn on as a 'sound check' to confirm we were on the right track as concepts for the draft Rangiora Town Centre Strategy were developed.

The Rangiora Town Centre web page was refreshed to provide an accessible public portal for background information and updates about the project, including dates of the consultation period.

The development of the draft Strategy was overseen by the Council's District Planning and Regulation Committee (DPRC), which has responsibility, among other things, for activities relating to planning for growth and development strategies. An internal Technical Advisory Group (TAG) and Project Control Group also contributed to the content of this document, along with the Rangiora-Ashley Community Board.





Looking south along the platform at Rangiora Railway Station circa 1900.

**PART TWO**  
*the strategy*

## THE VISION:

# Rangiora Town Centre: Charismatic and Contemporary



### The vision seeks to create a town centre that will be:

- Well-defined, attractive and high quality
- Economically viable where people want to spend time and money
- People friendly with a strong community feel
- Well-connected, accessible and easy to get around
- Showcase great buildings and spaces with a consistent look and feel
- Pedestrian focused, with a variety of spaces to sit, meet and play
- Reflect and enhance Rangiora's heritage, rural character and identity
- Diverse with a good variety of shops, eateries, businesses, and community and entertainment activities for all.

### The Strategy

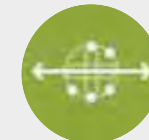
Four key overarching strategy design principles provide the fundamental platform to support key strategic concepts that help to shape the development of the Town Centre.



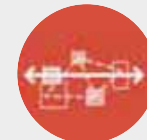
**PROSPEROUS FUTURE**  
Town Centre Activity



**FOCUS ON THE CORE**  
Spatial Orientation



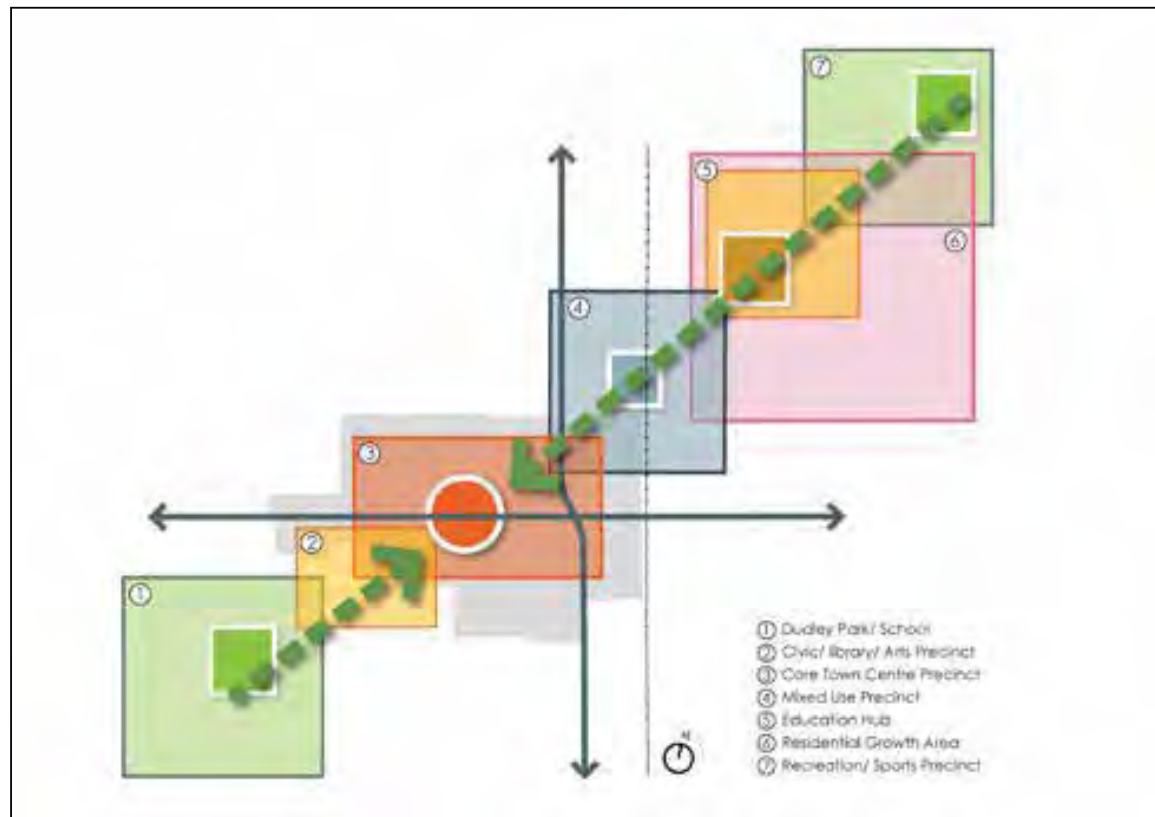
**JOIN THE DOTS**  
Connectivity



**GREAT PEOPLE DESTINATION**  
Town Centre Identity



### The Town Centre's Wider Geographic Context



The Centre's position within the wider town and geographic context give cues for shaping how it needs to develop into the future. There is a distinct opportunity to create a series of interconnected areas of intensity that make way for future commercial and residential growth. These then overlap with each other and interface with adjoining activities. This map shows the diagonal relationship of these spaces, from Dudley Park, one of Rangiora's key recreational reserves and the Rangiora Borough School in the southwest, to the major recreation and sports precinct including the new multi sports Waimakariri Stadium at Coldstream Road adjoining the new residential expansion area in the northeast.



The grocery and china departments of the Rangiora NZ Farmers Co-op Store.

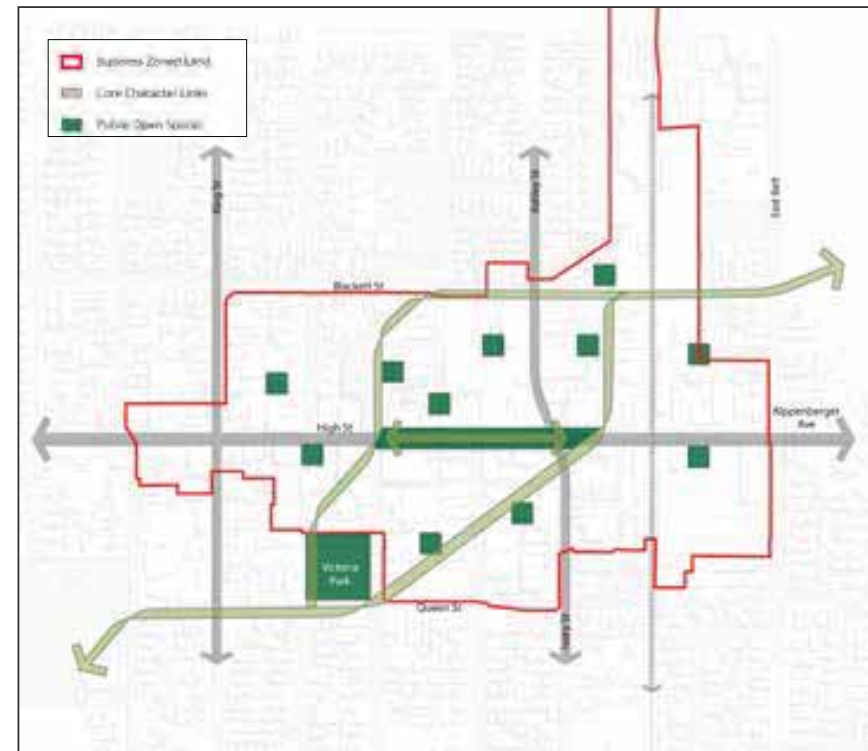
## 7 KEY CONCEPTS

The Rangiora Town Centre is not a blank canvas. A number of key concepts look within the Town Centre and build on the existing assets and character. Together, the strategic town centre concepts inform broad precinct opportunities, key spatial relationships and linkages, and centre growth directions.



## Rural Character

Using the rural character to create a distinctive and attractive town centre will ensure a point of difference and a high amenity experience. The concept will mean different things in different areas –from spaces to literal green corridors.





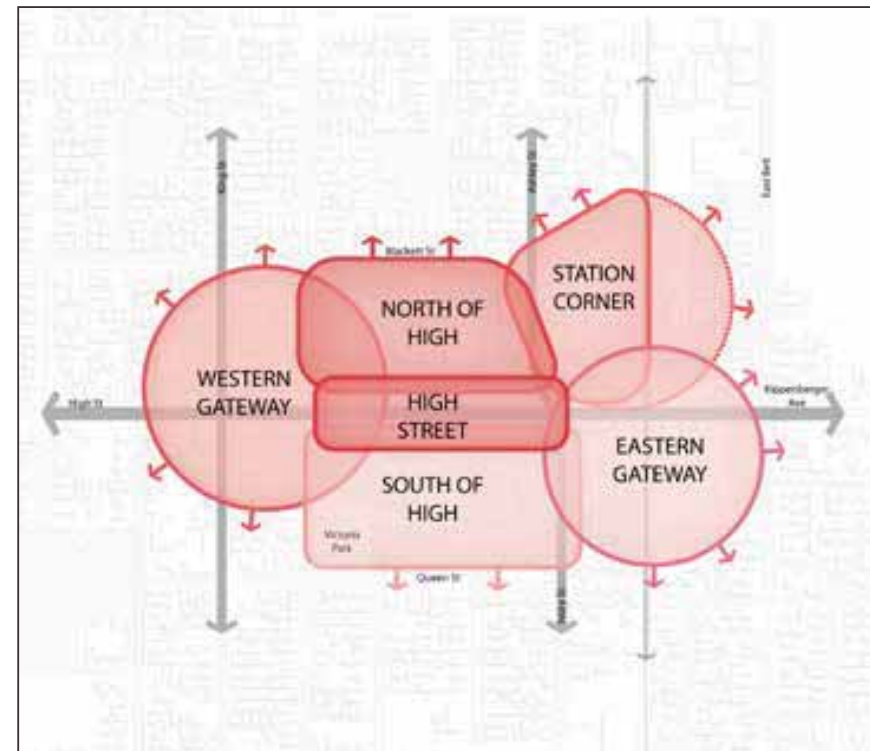
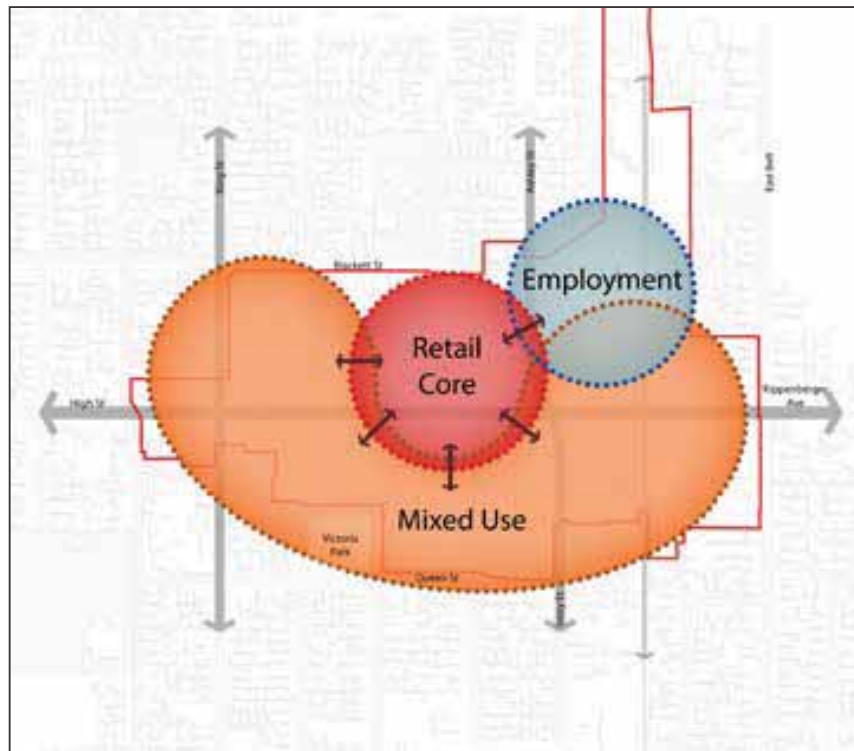
### Diverse Town Centre

Promoting a more diverse town centre that provides for a range of future opportunities will aid in its overall success.



### Distinctive Character Areas

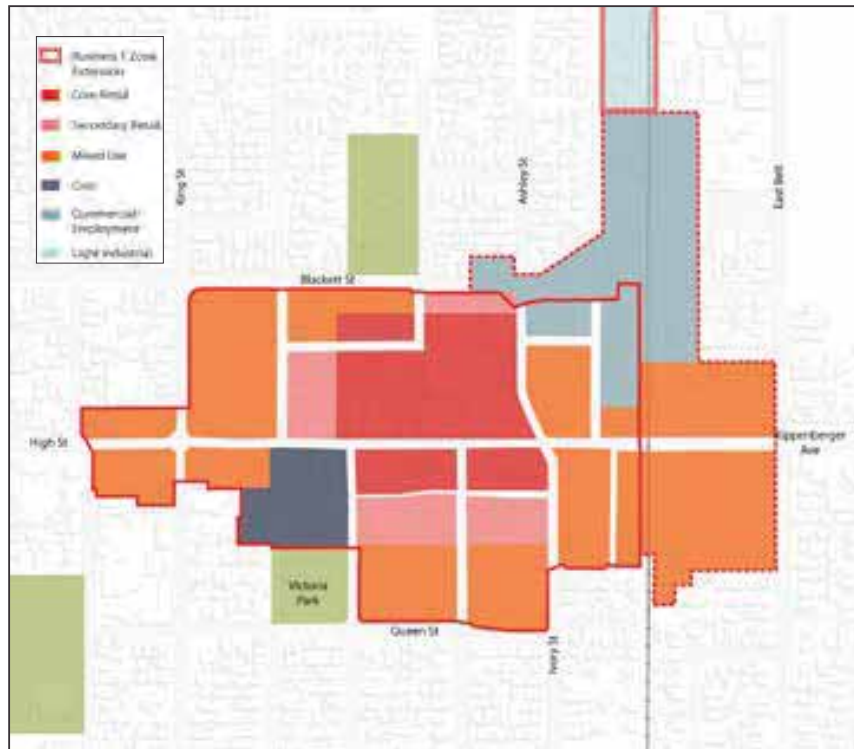
Creating distinctive character areas within the town centre will enable the celebration of the unique attributes of different areas. This concept will mean different things in different areas.





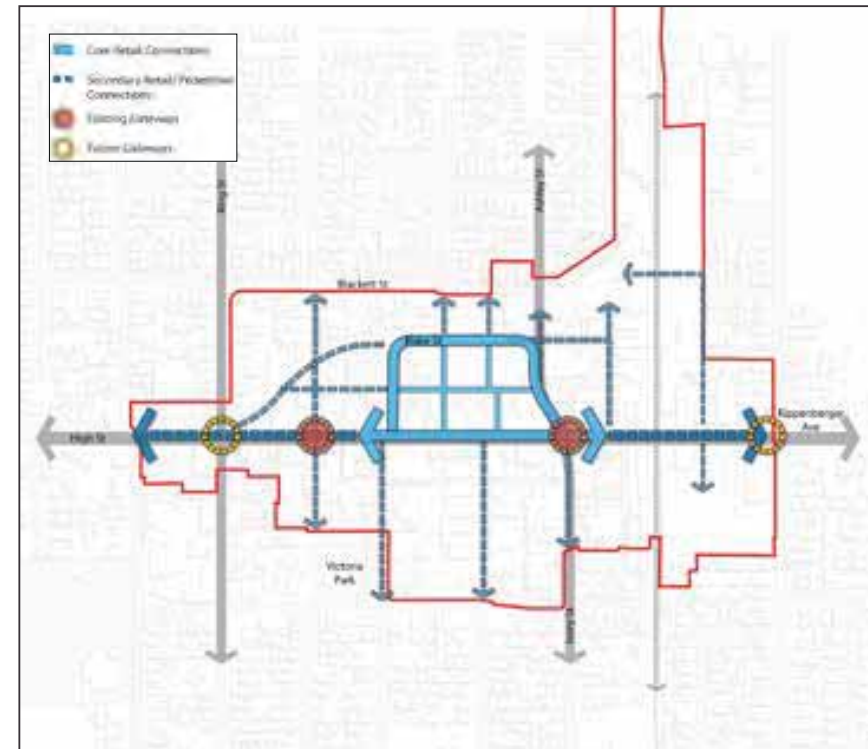
### Coordinated Growth

There is a need to ensure the core retail area remains compact while allowing for growth. A well-defined town centre has flexibility to adapt to changing needs over time.



### Connected Network of Experiences

Creating a highly connected, compact and vibrant retail core with a higher intensity of use with scope to expand the network over time will ensure a vibrant heart for the town centre.





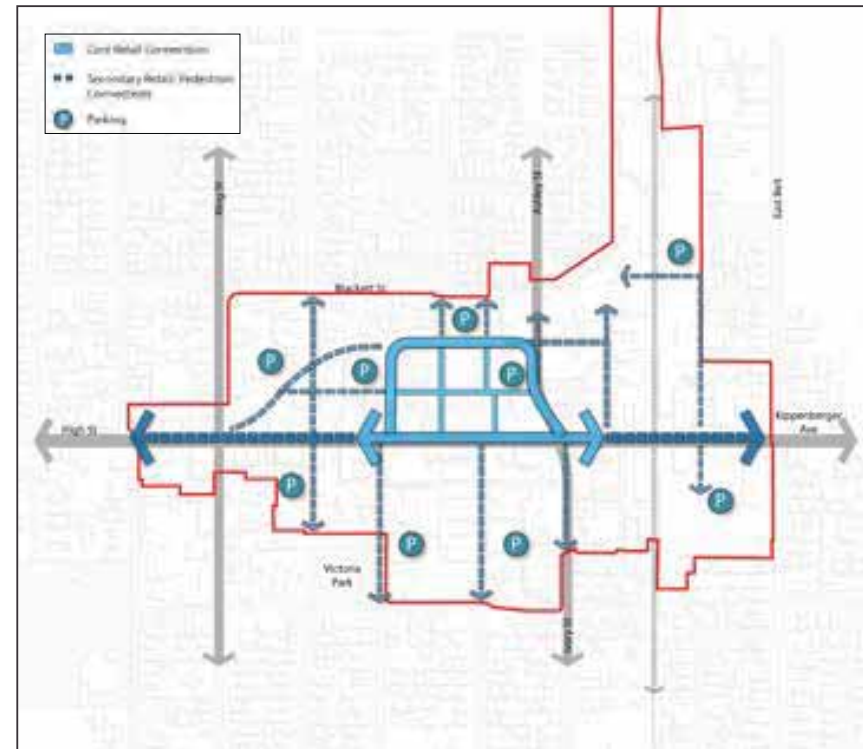
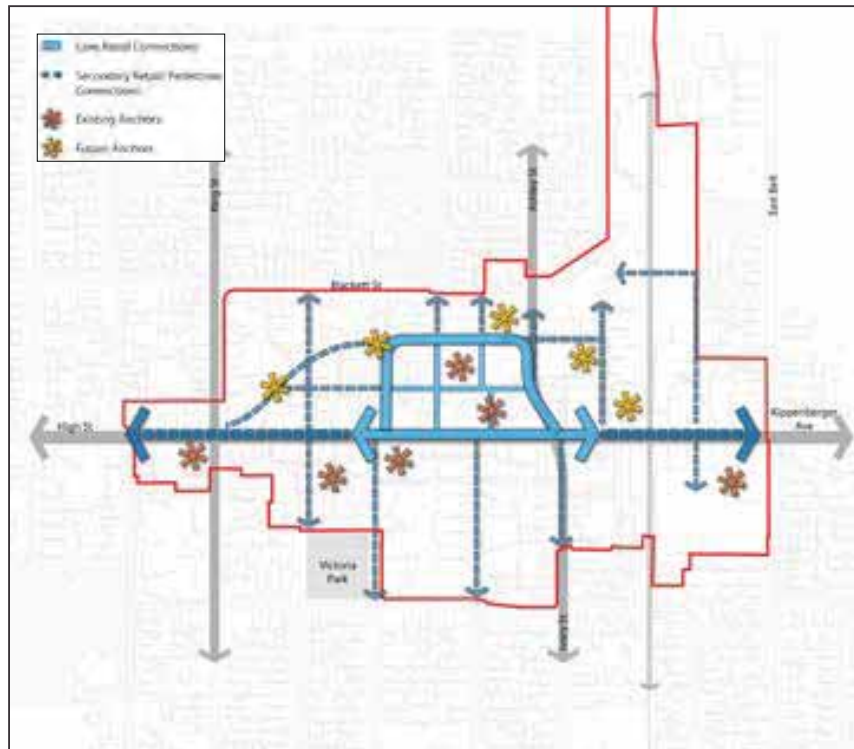
### Existing and New Anchors

There is a need to build on the network of existing anchors that currently draws people into the Town Centre and introduce new anchors that create new places, activities and experiences. Existing anchors include the Town Hall, Civic Area, Farmers, High Street retail, Conway Lane, New World, the large format retail hub and others.

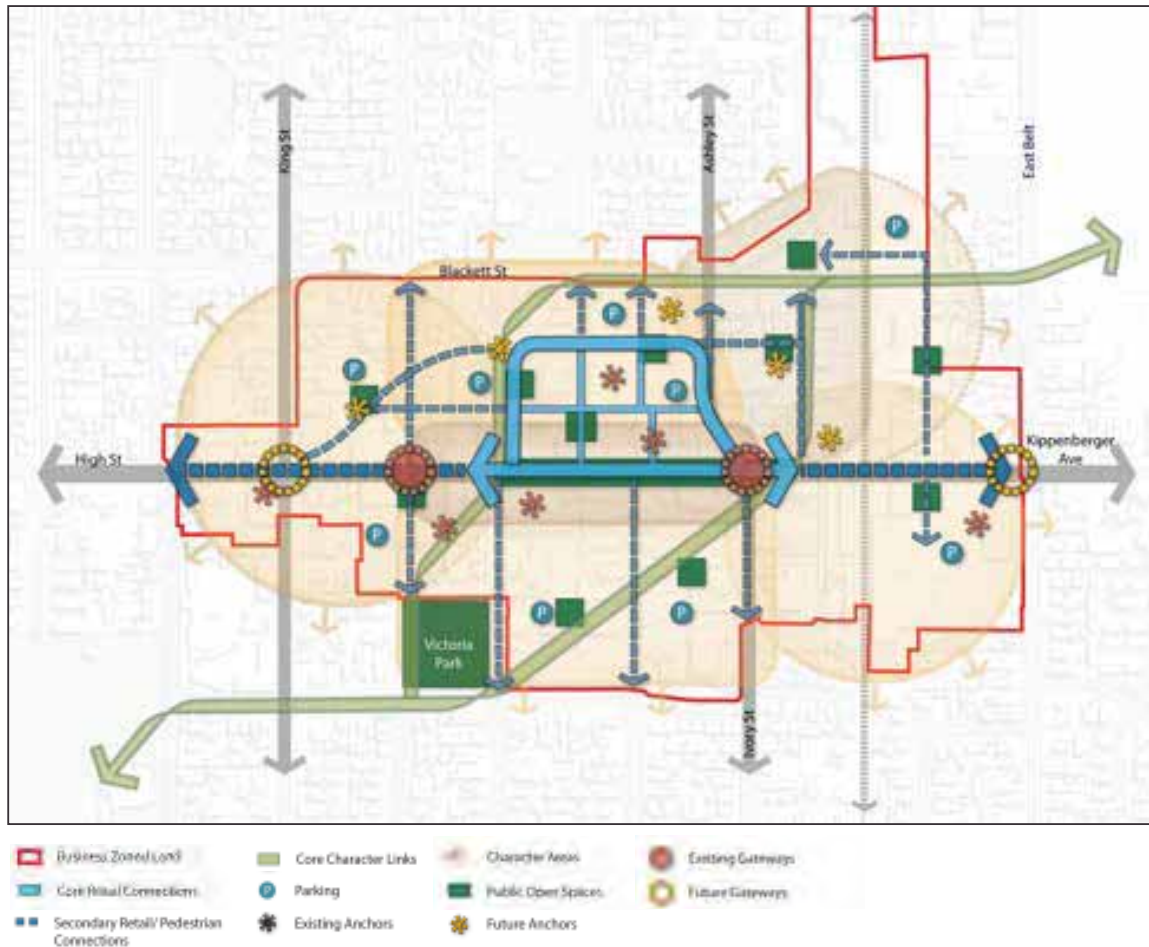


### Car Parking Clusters

Car parking plays a key role in the retail success of the town centre. Parking should be located to support key anchors, character areas and wider retail and pedestrian circuits.



## Pulling the Key Concepts Together - Overall Master Concept



### Master Concept:

- A conceptual 'green ribbon network' (core character links) that enables new pedestrian gateways and connections, a change in the shape and focus of the Centre and an opportunity to draw the rural character into the Centre.
- A focus on the core Town Centre including core retail connections to create an intensity of uses to support its growth.
- Ensure development occurs in the optimal location (particularly along core and secondary retail connections) and the longer term vision for a compact Town Centre.
- Strengthen the uniqueness of the Town Centre through development of different character areas.
- Provide order and structure to the Town Centre through legible gateways, connections between key anchors, parking clusters in key peripheral locations and flexibility for growth.
- Create attractive, safe and distinctive public open spaces and key people attractions.

## Major Projects

Delivery of key projects will bring the vision and key concepts to life.

These projects are highly visible, tangible and respond to the key challenges and opportunities facing the Rangiora Town Centre. Together, they have the potential to truly transform the Town Centre into a coherent collection of spaces and activities fit to support our residents and business community for the future.


**1. Reinforce the Role of High Street** as the heart of the Town Centre. Enhance and maintain our main street through the attractive and appropriate use of gateways, streetscapes, buildings and connections that improve safety and accessibility. This includes opportunities to improve the Gables Arcade.

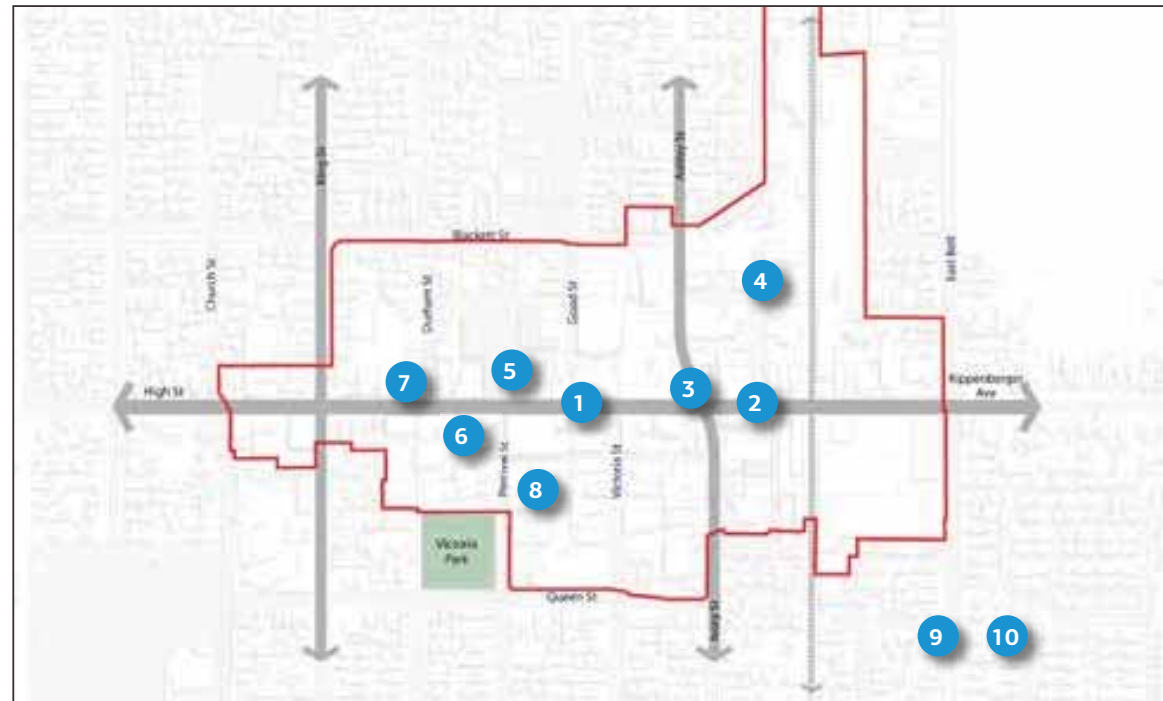
Aligns with key concepts: 

**2. Connect the East to the Core** by improving the pedestrian journey between the Cenotaph Corner intersection and the large format retail hub east of the railway. Ensure the character of the Centre continues in the east through an attractive streetscape and buildings that reflect High Street character. This area should support retail activity that is complementary to that of High Street and encourages shoppers to visit.

Aligns with key concept: 

**3. Develop the BNZ Corner** to define it as the key gateway to the main retail area. Ensure that it wraps the corner in a way that supports more intensive commercial activity to the north, creates a lively street environment through active uses at the ground level, and connects to a new retail/car parking development at Ashley Street.

Aligns with key concepts: 



**4. Transform Station Corner** to create a unique Town Centre expansion area for a mix of commercial and employment uses (see page 10). There's potential to connect the Town Centre core to a future transport hub and to Rangiora's north-eastern residential growth area through great walking connections, attractive public spaces and a new railway crossing point.

Aligns with key concepts:      


### Station Corner Character Area -Key Development Opportunities





### 5. Complete the North of High Development

in line with the Rangiora Central Outline Development Plan. This sees the extension of the laneways concept to create friendly and vibrant public places, supported by hospitality, new retail opportunities and public car parking. There are also opportunities for comprehensive redevelopment north of Blake Street.

Aligns with key concepts: 

**6. Revamp the Civic Precinct** which includes the Council Service Centre on High Street, Rangiora Library, green spaces and the public car park. This includes making the buildings fit for purpose by refurbishment and extension. There are also opportunities to enhance the public spaces in this precinct, such as the connectivity to Victoria Park and ensuring neighbouring activities, particularly at Percival Street and from the Council carpark create a lively, active edge with the park.

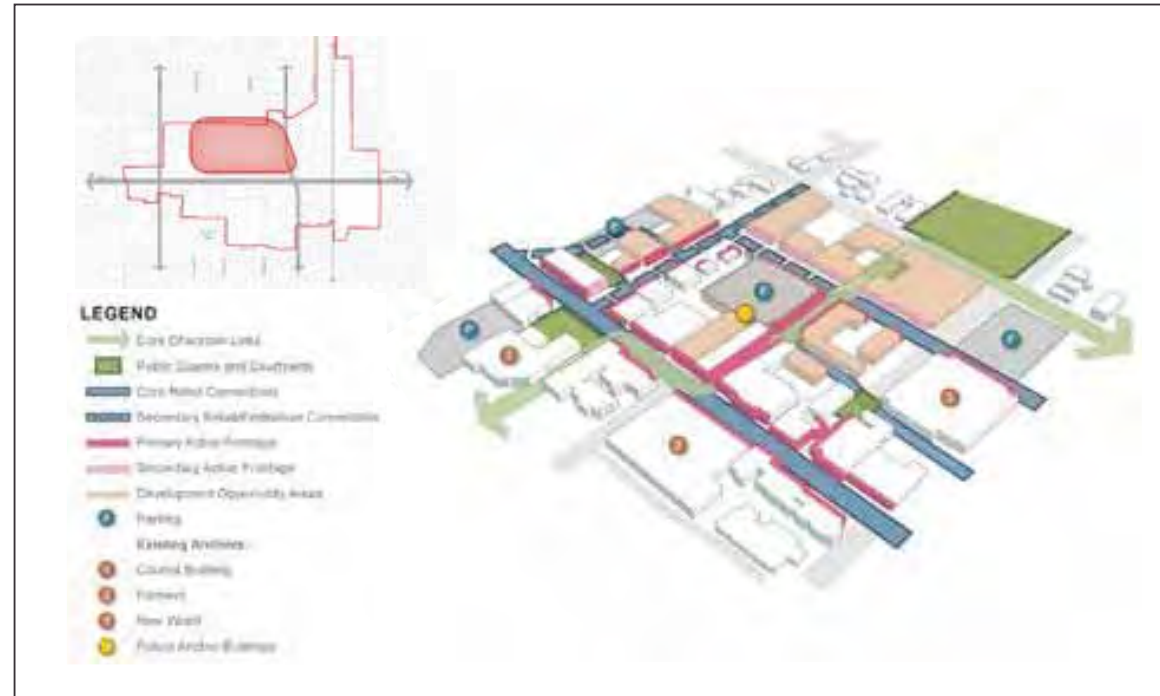
Aligns with key concepts: 

### 7. Support Durham Street Redevelopment

to achieve an appropriate and attractive development. Ideally this will strengthen the Centre's evening economy by creating a hospitality and entertainment area that complements the Town Hall.

Aligns with key concepts: 


## North of High Character Area –Key Development Opportunities




**8. Enable South of High Opportunities** through advocacy and partnership with the private sector to ensure redevelopment reflects the vision of this Strategy. This area could consist of a mix of commercial and retail with quality buildings, public car parking, places to live and attractive pedestrian connections.

Aligns with key concepts: 

**9. Provide Access to the Town Centre** through consolidated public car parking in key locations, including a proposed parking building at Ashley Street. Facilitate and encourage the use of alternative and future modes of transport, and continue to seek improvements to the greater public transport network.

Aligns with key concepts: 

**10. Encourage Living in the Centre** by guiding and collaborating on mixed-use / residential developments, and providing regulatory incentives. Together, such efforts aim to meet requirements for diverse living choices, enhance vibrancy and further invigorate the Town Centre's daytime and evening economies.

Aligns with key concepts: 

### South of High Character Area – Key Development Opportunities



The culmination of these projects will inspire investment and act as a catalyst for other projects that further support our vision. While many aspects associated with these projects can be driven by the Council, others will require collaboration between the public and private sector.

This Strategy, once realised, will contribute to a wider 'place-making' outcome for the Rangiora Town Centre. Place-making is multi-faceted and capitalises on a local community's assets, inspiration, and potential, with the intention of creating public spaces that promote people's health, happiness, and wellbeing. A number of other Council initiatives, such as the Local Economic Development Strategy, District Visitor Strategy and other arts and culture related plans also contribute to place-making. Together, these position the Council more proactively for Town Centre activation by embracing arts, culture and events within the context of maintaining and enhancing Town Centre vitality.

### What might it look like?

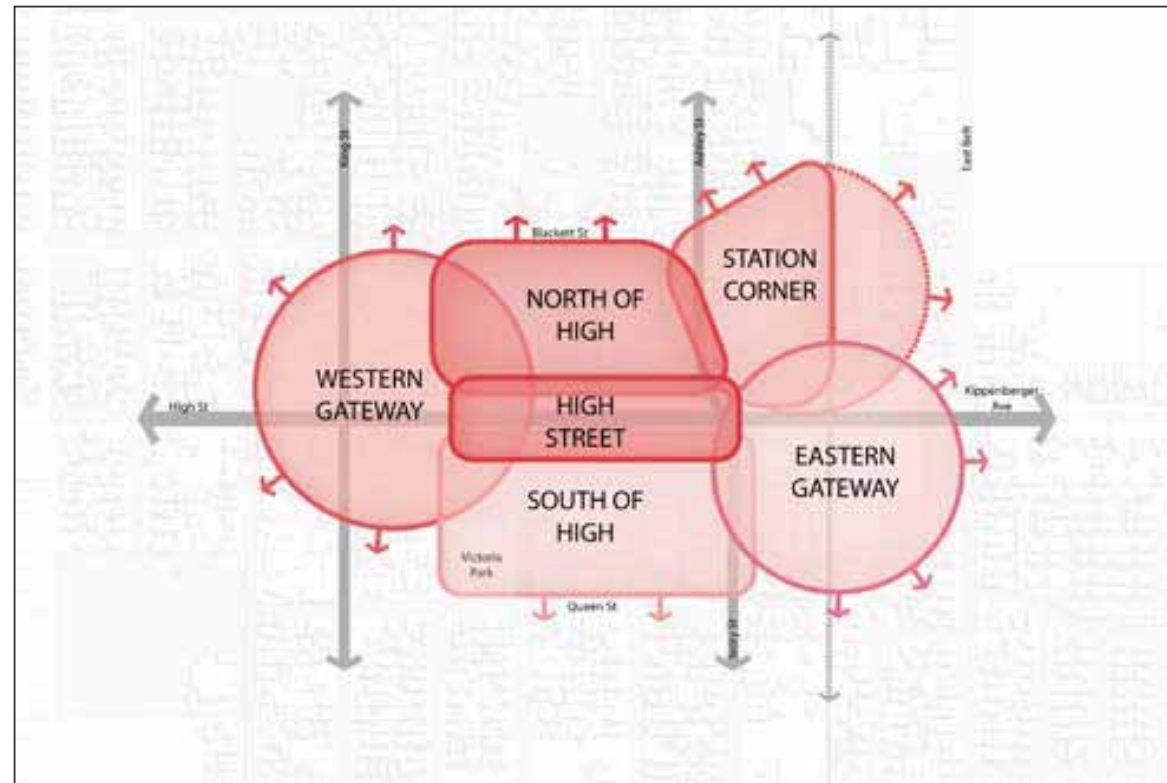
A glimpse into what the future Town Centre may look like can be seen in the context of six distinct Character Areas introduced in the Key Concepts.

These areas aim to celebrate and enhance the unique character of the Rangiora Town Centre, and move beyond being a 9-5 retail centre by

introducing a range of employment, living and recreational options.

They enable each area to interface with each other and surrounding uses, and ultimately give cues for the style and activity of future developments.

### Character Areas





### HIGH STREET CHARACTER AREA

- Principal retail street with primary active shop frontages.
- An environment that priorities pedestrians while allowing for other modes of transport.
- Emphasis on built heritage and local character.
- Test bed for small businesses and innovative, new activities.
- Future development to be focused on local strengths and supporting local businesses.



### NORTH OF HIGH CHARACTER AREA

- Based around the concept of laneways.
- Mixed hospitality and retail with some residential to the north.
- Re-use and adaptation of existing buildings.
- Flexible event spaces to encourage and support surrounding activity.
- Primary and secondary active building frontages along key pedestrian routes.



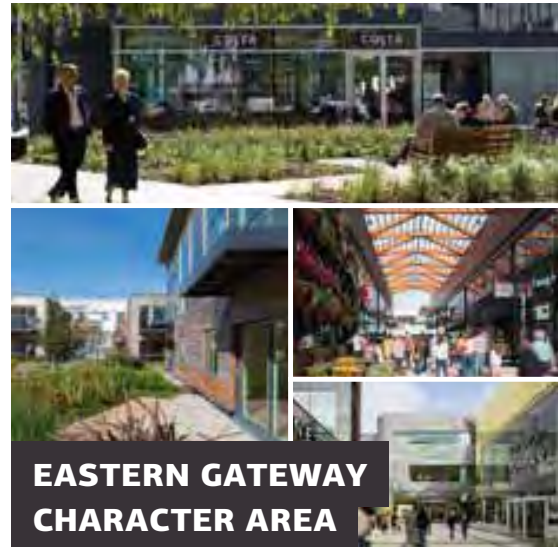
### SOUTH OF HIGH CHARACTER AREA

- Mixed-use with residential, commercial, core retail and secondary retail activities.
- A mixture of courtyards, laneways and streets that supports a mixed use environment.
- Potential repurposing of existing buildings for a variety of retail uses.
- Combination of townhouses and apartments set around communal spaces that blend with surrounding residential areas.



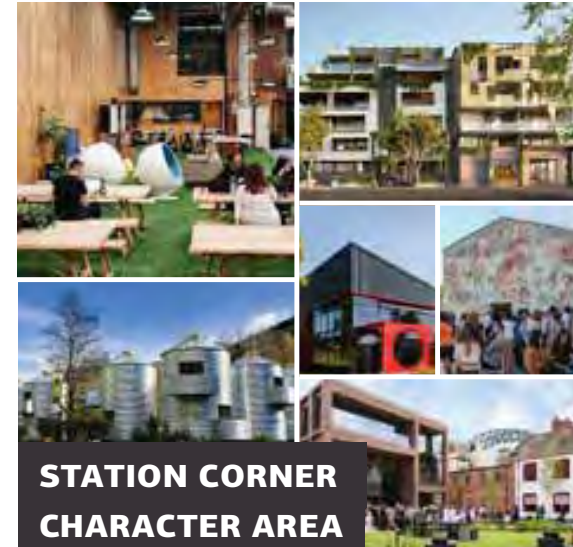
### WESTERN GATEWAY CHARACTER AREA

- Mixed-use environment with a focus on the evening economy including arts, hospitality and entertainment.
- Activities that complement the Town Hall and cinema.
- Creation of public spaces as a focal point for hospitality and entertainment uses.
- Event programming in spaces to help build an entertainment focus.



### EASTERN GATEWAY CHARACTER AREA

- Mixed-use with a focus on medium and large format retail, with elements of residential and office activity.
- Visually integrated with High Street with a continuation of landscaped public space and pedestrian connections.
- Integrated car parking that doesn't dominate the street front.



### STATION CORNER CHARACTER AREA

- Innovative reuse of existing buildings to create commercial spaces that reference past rural activity.
- Where zoning allows, include pockets of residential to help transition from the Town Centre environment into existing residential areas.
- Co-working spaces.
- Incorporate education providers to bring employment and education closer together.
- Include high quality open space for events and activities.
- Enable future development of a transport hub.



High Street looking east from the Victoria Street corner, 1910.

**PART THREE**  
*the next steps*



## Implementation principles

A number of key principles underpin and provide context for this draft Strategy and shape decisions on investment. They will also guide the implementation of the final Strategy. These principles are:

- **Adaptability and flexibility:** Putting into place a strategy and implementation framework for growth that is adaptable and flexible to change with the pace of development, ongoing external influences and other unexpected factors.
- **Integration:** Better integration of the Council's planning, service delivery and the communities' social, economic and cultural needs in long-term town centre planning.
- **Leadership:** Providing good governance and decision-making, monitoring the impacts and outcomes, and managing implementation proactively and efficiently.
- **Collaboration:** Proactively working in a collaborative and coordinated manner with key stakeholders such as the community, businesses, strategic partners, government, and other organisations as relevant.
- **Responsibility:** Continually working towards ensuring the Rangiora Town Centre is the best that it can be in a fiscally and risk responsible manner.
- **Creativity and Innovation:** Continuing to seek opportunities to be creative and innovative while providing Council services and when working

with property owners and the development community on development proposals.

## Implementation framework

The Rangiora Town Centre Strategy, once adopted, will effectively be a framework built on Town Centre concepts, and a collection of projects. It is not a detailed plan. It has been developed on the basis of various technical assessments, expert advice and feedback from stakeholders. While it is designed to be flexible, it indicates the direction in which the community and Council wish to see the Town Centre develop over the coming years.


It is recognised that while some of the actions proposed can be undertaken relatively easily by the Council; other projects require the buy-in, partnership and full support of property owners and the development community, or require varying amounts of additional funding. The full cost of implementing the Rangiora Town Centre Strategy is not yet known. Any significant cost for capital works related to implementation will be sought through the Council's Long Term Plan(s) and/or Annual Plan(s), on which the community has a further opportunity to comment.

Ultimately, Council actions contribute towards achieving Community Outcomes, which are the aspirations for the District indicated by the Waimakariri community and articulated in the 2018-28 Long Term Plan. The Rangiora Town Centre Strategy specifically contributes towards achieving the following overarching Community Outcomes:





- The community's cultures, arts and heritage are conserved and celebrated
- Public spaces and facilities are plentiful, accessible and high quality
- The distinctive character of our takiwā- towns, villages and rural areas is maintained
- People are friendly and caring, creating a strong sense of community in our District


Achieving the Rangiora Town Centre Strategy through the actions set out in the high level implementation schedule will require a 'programme' approach. A range of initiatives across transport, planning, urban design and more will be needed to achieve the vision and complete the projects set out in this Strategy. Some actions can, or should only, be considered after others are progressed and some initiatives need to be closely interrelated to be successful. The indicative timing of key actions against each of the ten major projects are depicted as short (years one to three), medium (years four and five) and long term (years six to 10).







HIGH LEVEL IMPLEMENTATION SCHEDULE					
Major project	Topic	Key action and scope	Timing		
			Short (1-3 yrs)	Medium (4-10 years)	Long (10+ years)
<b>1. Reinforce the role of High Street</b> 	Gateways	Develop a concept plan for east and west Town Centre gateways to create a sense of arrival, followed by physical implementation works	✓	✓	
	Streetscape	Continue to maintain and facilitate the enhancement of High Street “core” streetscape, including landscaping treatments and street furniture, (e.g. seating, lighting, cycle stands, build outs, verandah quality)	✓	✓	✓
	Connections to High Street	Develop concept plans for the enhancement of existing pedestrian laneways connecting to High Street and work with private property owners to facilitate the introduction of new pedestrian accessways connecting to High Street where appropriate	✓	✓	✓
	The Gables Arcade	Work with the property owner to investigate opportunities to enhance and integrate the property with potential neighbouring redevelopments including proposed Ashley Street retail/car parking building	✓	✓	
	Safety and access	Continue to review and monitor implementation of Council’s regulatory bylaws that seek to make High Street safe and accessible through regulated placement of signs and spill-out activity, and continue to work with the community to ensure their safety requirements are identified and met	✓	✓	✓
	Character of buildings	Further strengthen the protection of the scale and character of High Street buildings by retaining lower height restrictions through Proposed District Plan provisions, in accordance with a town centre height map	✓		
Continue to provide a regulatory response to protect the character of High Street buildings through appropriate design requirements articulated in District Plan provisions		✓	✓	✓	





HIGH LEVEL IMPLEMENTATION SCHEDULE					
Major project	Topic	Key action and scope	Timing		
			Short (1-3 yrs)	Medium (4-10 years)	Long (10+ years)
<b>2. Connect the east to the core</b> 	Intersection improvements	Investigate the feasibility of physical works to improve the pedestrian journey across the Cenotaph Corner intersection through improvements such as enhanced kerb cutdowns/extensions on all pedestrian crossings; fully protected pedestrian phases or late start vehicle phases with adequate crossing times; widened pedestrian crossings and platforms for more capacity; shorter cycle times during peak pedestrian movement periods to reduce pedestrian wait time; and look at opportunities to improve the High Street and Albert / Cone Street intersections	✓		
	Streetscape	Design and extend the streetscape treatment of the High Street “core” to High Street east between Cenotaph Corner to the Large Format Retail hub east of the railway, through potential introduction of corner build outs, street furniture, landscaping, and feature lighting and decorations, where appropriate		✓	
	Railway crossing	Work with KiwiRail to improve the walkability, safety and amenity value of the pedestrian crossing over the railway at High Street		✓	
	Eastern activity improvements	Work with private property owners east of Cenotaph Corner to encourage the appropriate design of and activity within buildings on High Street to support the extension of the retail journey. This includes continuing to provide a regulatory response to protect and enhance the character of buildings through appropriate design requirements articulated in District Plan provisions.		✓	✓
	Town centre extension	Extend, through the District Plan Review process, the Business 1 Zone (“Town Centre Zone”) east of the railway line to East Belt	✓		
<b>3. Develop the BNZ corner</b>   	Site development	Work with private sector to achieve an appropriate statement development that integrates with key adjoining development projects, makes the most of this pivotal site, and meets appropriate design requirements articulated in the District Plan	✓		

HIGH LEVEL IMPLEMENTATION SCHEDULE					
Major project	Topic	Key action and scope	Timing		
			Short (1-3 yrs)	Medium (4-10 years)	Long (10+ years)
<b>4. Transform Station Corner</b> 	Extension of town centre activity northeastwards	Work to form agreements with key existing land owners as redevelopment opportunities arise to achieve appropriate built objectives in line with the Station Corner character area and key bulk, locations and frontages shown in the overarching Town Centre concept (page 24). This includes active reuse of key features within the block, facilitation of mixed-use activity outcomes, and provision of open spaces supported by through-block permeability	✓		
	Pedestrian journey	Prepare and implement a concept plan for streetscape treatment that will create a strong pedestrian link between the town centre “core” and the northeast growth area and future car parking provision east of the railway line. This includes investigating the feasibility and preparing a design of a “shared space” concept at Burt Street, in line with the previous action.	✓	✓	
	Railway crossing	Work with KiwiRail to investigate the opportunity to introduce a vehicle crossing over the railway line connecting Blackett and Keir Streets. If realised, prepare a concept plan to signalise Ashley/Blackett Street intersection including realignment of Edward Street to create an appropriate vehicle corridor. In lieu of achieving a vehicle crossing, design and implement an appropriate pedestrian crossing over the railway at Blackett/Keir Street.	✓	✓	
	Ashley Street mid-block crossing	If a vehicle crossing point at Blackett/Keir Street is not feasible, develop and implement a pedestrian crossing point mid-block at Ashley Street, to extend the pedestrian journey from the Burt Street shared space.		✓	
	Town Centre extension	Extend, through the District Plan Review process, the Business 1 Zone (“Town Centre Zone”) north of Blackett Street	✓		

HIGH LEVEL IMPLEMENTATION SCHEDULE					
Major project	Topic	Key action and scope	Timing		
			Short (1-3 yrs)	Medium (4-10 years)	Long (10+ years)
<b>5. Complete the North of High development</b> 	Retail / car parking building	Complete detailed design and work with developer to progress construction of the retail/car parking building at North of High Street in line with the Rangiora Central Outline Development Plan contained in the Waimakariri District Plan	✓	✓	
	New Street	Prepare detailed design and construct a link street in line with the Rangiora Central Outline Development Plan connecting Blake and Good Street through the block and incorporating the existing Service Lane	✓	✓	
	Northeast sub area	Work with property owners and the development community to prepare a detailed design for the northeast sub area, in line with the Rangiora Central Outline Development Plan and commence construction		✓	✓
	Southeast sub area	Facilitate discussions with relevant property owners and the development community to provide a strip of buildings that will integrate with the northeast quadrant and activate New Street, in line with the Rangiora Central Outline Development Plan		✓	✓
	Character of development	Ensure any detailed design meets appropriate design requirements articulated in District Plan provisions and aligns with height restrictions shown in a town centre height map proposed in the Proposed District Plan	✓	✓	✓
	North of Blake redevelopment opportunities	Work collaboratively with individual landowners between Blake and Blackett Streets and the development community where relevant to deliver on comprehensive redevelopment opportunities as they arise	✓	✓	✓

HIGH LEVEL IMPLEMENTATION SCHEDULE					
Major project	Topic	Key action and scope	Timing		
			Short (1-3 yrs)	Medium (4-10 years)	Long (10+ years)
<b>6. Revamp the civic precinct</b> 	Upgrade Council building	Undertake upgrade of the existing Council building at 215 High Street	✓	✓	
	Extension of library / Council buildings	Prepare concepts, undertake detailed design and commence construction of Council building and library extensions		✓	✓
	Public spaces improvement	Consider, design and implement built and pedestrian improvements to public spaces, including opportunities to strengthen the physical relationship between the library and Victoria Park, and form attractive pedestrian linkages between High Street, the Council building, library and Victoria Park.		✓	✓
<b>7. Support the Durham Street redevelopment</b> 	Site redevelopment	Work collaboratively with landowner to realise an appropriate development that aligns with the intent of the Western Gateway character area incorporating an evening economy focus, whilst achieving commercial viability and addressing building design, scale and activation requirements articulated by the District Plan	✓	✓	
<b>8. Enable South of High opportunities</b> 	Design brief	In consultation with landowners, develop a design brief for this area, addressing key features such as activities, bulk and location, car parking, and pedestrian linkages, that reflect the intent of the South of High character area and meet design requirements for sites articulated in the District Plan	✓		
	Redevelopment opportunities	Work collaboratively with individual landowners and the development community where relevant to deliver on the design brief as redevelopment opportunities arise	✓	✓	✓

HIGH LEVEL IMPLEMENTATION SCHEDULE					
Major project	Topic	Key action and scope	Timing		
			Short (1-3 yrs)	Medium (4-10 years)	Long (10+ years)
<b>9. Provide access</b> 	Alternative modes	Work with providers and partners to facilitate the use of alternative transport modes, including future transport technologies, through provision of an appropriate built environment and regulatory framework	✓	✓	✓
	Public transport	Work with Environment Canterbury (and other potential providers) to provide greater public transport access to and within the town centre and continually monitor and seek improvements to the existing and future network	✓	✓	✓
	Parking management	Continually monitor parking supply and demand and review if necessary parking management strategy including parking restrictions and technologies to ensure parking asset is optimised	✓	✓	✓
	Parking provision	Identify and secure appropriate sites for the provision of public car parking as indicated in Project 9 (Part 2) and prepare an appropriate staging plan for site procurement and construction.	✓	✓	✓
<b>10. Encourage living in the centre</b> 	Regulatory incentives	Propose, through the Proposed District Plan, regulatory incentives, e.g. higher height allowance, for incorporating residential living in town centre developments within appropriate areas shown in a town centre height map	✓		
	Style guide	Develop a style guide to inform the desired design of residential development within the town centre	✓		
	Collaboration	Work with the development community to encourage incorporation of a residential component in key town centre developments in the most appropriate character area locations such as to the north of North of High, South of High, and at the transition edges to residential activity at Eastern Gateway and Station Corner	✓	✓	✓

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## APPENDICES

*further information*



Children enjoying a snowball fight on High Street in 1945.

### Monitoring and review

It is important that we are accountable and committed to the vision, objectives and desired outcomes envisaged by the major projects in this document. While this Strategy has a 10 year life from adoption, it will be a 'living document' that is subject to ongoing review and adjustment by Council to reflect of the pace of development in the Rangiora Town Centre.

The key actions outlined in the high level implementation schedule will form the basis of a work programme and progress against these will be reported annually. This report will be informed by development progress and any other relevant information, as well as the existing monitoring the Council already undertakes.

The Rangiora-Ashley Community Board as well as the Council's District Planning and Regulation Committee will have an ongoing role in overseeing the implementation of this Strategy.

## Links to further information

### Background reports

This draft Strategy has been informed by a number of background and technical reports and community surveys. These are available on the Rangiora Town Centre project webpage.

[waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora)

### Waimakariri District Development Strategy

The Waimakariri District Development Strategy was adopted in 2018 and guides the District's anticipated residential and business growth over the next 30 years.

[waimakariri.govt.nz/districtdevelopment](http://waimakariri.govt.nz/districtdevelopment)

### Waimakariri District Council Long Term Plan 2018-48 and Annual Plan 2018/19

The Long Term Plan was adopted in June 2019; it describes desired Community Outcomes for the District and establishes a long-term focus for the decisions and activities of the Council. The Annual Plan contains proposed changes to the work programme and budgets, and key considerations for the Council to address during 2018/19. The 2019/2020 Annual Plan is expected to be available for public consultation in March 2020.

[waimakariri.govt.nz/your-council/council-documents](http://waimakariri.govt.nz/your-council/council-documents)

### Waimakariri District Plan

The Waimakariri District Plan manages land use and subdivision activities within the District.

[waimakariri.govt.nz/property-and-building/planning/district-plan](http://waimakariri.govt.nz/property-and-building/planning/district-plan)

### Our Space 2018-48, Greater Christchurch Settlement Pattern Update

The Greater Christchurch Settlement Pattern Update, Our Space, outlines land use and development proposals to ensure there is sufficient development capacity for housing and business growth across Greater Christchurch to 2048.

[greaterchristchurch.org.nz/ourspace](http://greaterchristchurch.org.nz/ourspace)

### Canterbury Regional Policy Statement 2013

The Canterbury Regional Policy Statement 2013 provides an overview of the resource management issues in the Canterbury region, and the objectives, policies and methods to achieve integrated management of natural and physical resources. The methods include directions for provisions in district and regional plans.

[ecan.govt.nz/your-region/plans-strategies-and-bylaws/Canterbury-regional-policy-statement](http://ecan.govt.nz/your-region/plans-strategies-and-bylaws/Canterbury-regional-policy-statement)



**“THE ENVIRONMENT IS REALLY IMPORTANT TO YOUNG PEOPLE, I’D LIKE TO SEE LESS CONCRETE AND MORE TREES AND GREENERY IN THE TOWN CENTRE.”**

*Jaden Williams Holland*  
Waimakariri District Youth Council



**“VISITORS TELL ME HOW MUCH THEY LOVE SHOPPING IN RANGIORA, BUT THEY HAVE TROUBLE FINDING PARKING. I’D LIKE TO SEE MORE MADE AVAILABLE. ”**

*Fi Sidey*  
Fi's Flowers & Art

## Glossary of Terms

**(Street) Activation:** When developments contribute to creating lively street environments through active uses (shops, cafes, businesses or community facilities) at the ground level.

**Amenity:** The qualities of a place that make it pleasant and attractive for individuals and communities to occupy.

**Anchor tenant:** Often referred to as a magnet store, anchor store, draw tenant, key tenant, prime tenant, or a traffic generator. For this Strategy, we’ve expanded the definition of what an anchor is in the context of Rangiora to include local services, employment, medium/larger format retail and hospitality/entertainment.

**Character:** A term used to describe the appearance, qualities and combination of attributes of an area, place, street or building that helps to give that place a distinct identity.

**‘Core’ Town Centre:** In the context of Rangiora Town Centre, this is considered the ‘heart’ of the Centre where most of highest foot traffic generated retail/hospitality activity takes place, and loosely encompasses High Street between Durham Street and Cenotaph Corner, and around the corner of immediately adjacent streets, including Conway Lane.

**Key Activity Centre (KAC):** Key existing and proposed commercial centres identified as focal points for employment, community activities and the transport network, and which are suitable

for more intensive mixed-use development, as identified in the Canterbury Regional Policy Statement, Chapter 6, on Map A.

**Mixed-use:** Mixed use developments combine two or more uses within a building, site or block. They can be organised vertically, horizontally, or a combination of the two. Shops or other commercial premises at ground floor with apartments or offices above are a common example of a mixed use development.

**Place-making:** Place-making is multi-faceted and further capitalises on a local community’s assets, inspiration, and potential, with the intention of creating public spaces that promote people’s health, happiness, and wellbeing.

**Public realm:** Comprises the streets, squares, parks, green spaces and other outdoor places that are publically and freely available and accessible. Public realm should be seen in the context of its adjacent buildings that enclose and define the space, their uses and its location in a wider network of public and private space.

**Retail leakage:** Occurs when local people spend a larger amount of money on goods than local businesses report in sales, usually due to people traveling to a neighbouring centres to buy goods.

**Sense of place:** A person or community’s appreciation of the special and unique qualities of their neighbourhood, city or environment that is different from other places.



## FIND OUT MORE

Submit your feedback and browse further background information on our website: [waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora)

### POP-UP DISPLAY:

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## Contact Us

Phone: 0800 965 468  
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*Historical Imagery kindly provided by the Rangiora and Districts Early Records Society.*

*Portrait photography by Nicola Hunt.*

*Urban design advice and concepts from Boffa Miskell.  
Transport advice from Abley.*



WAIMAKARIRI  
DISTRICT COUNCIL

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WAIMAKARIRI  
DISTRICT COUNCIL

# DRAFT RANGIORA TOWN CENTRE STRATEGY BLUEPRINT TO 2030+

Consultation Document

RANGIORA TOWN CENTRE

*Charismatic and Contemporary*

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**Part Three** | *The Next Steps ... page 11*

**Have Your Say** ... page 13





## AN INTRODUCTION from the Mayor

### IT'S MY PLEASURE TO INTRODUCE THE DRAFT RANGIORA TOWN CENTRE STRATEGY.

Over the next few pages we describe an exciting vision of how the Town Centre could look and feel in the future.

The success of the Rangiora Town Centre is vital in ensuring Waimakariri's economy continues to thrive. It's a major service centre for the District and a hub for commerce, employment and recreation.

Over 20 years of sustained population growth has seen Rangiora expand past its traditional boundaries and by 2048 it is estimated that more than 30,000 people will call Rangiora home. This growth presents challenges, but also opportunities.

We are not starting with a blank canvas, much has already been achieved through the successful implementation of the previous Rangiora Town Centre Strategy and our task now is to build upon this momentum.

Local businesses tell me that visitors enjoy our town's friendly atmosphere and charm. They are often surprised with how much the Town Centre has to offer and we have an opportunity to further enhance our unique character and showcase Rangiora as a destination.

Rangiora's retail trends are improving. We've attracted major national retailers to complement our local, boutique stores and increasingly our residents are shopping locally. As we find ways to encourage this further, it will strengthen our local economy and create more jobs.

However, this Strategy is not just about businesses. We want to develop a vibrant town centre where people enjoy spending time and create public areas that promote our residents' health, happiness, and wellbeing.

This is only a draft; the ideas and feedback we receive from the community will help us to shape the final Strategy. I encourage you to share your thoughts using the form on page 13.

Ultimately, the future of the Rangiora Town Centre will rest on the support and investment of the private sector, Council and the community. We've seen what we can achieve when we work together and I'm confident that the Rangiora Town Centre will continue to thrive.

**Ngā mihi**

Dan Gordon  
Mayor

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## PART ONE

### *setting the scene*



Looking west across Rangiora some time before 1956, Rangiora High School Farm in the foreground.

### What is the draft Rangiora Town Centre Strategy?

This Strategy is a framework for the ongoing development, growth and success of Rangiora's Town Centre over the next 10 years and beyond. It acknowledges the Town Centre as the focal point for both Rangiora and Waimakariri, and proposes a vision for what the Centre could look and feel like by 2030:

#### RANGIORA TOWN CENTRE

*Charismatic and Contemporary*

On pages six and seven, you'll find information about 10 major projects we've identified that will help turn that vision into reality and attract further investment to the Town Centre.

**It's important to know that this is just a draft. The feedback we receive from the community is important in helping us know what we have right and what needs to be changed.**

Your feedback along with updated expert advice will help us develop the final Rangiora Town Centre Strategy, which will be considered by Council for adoption towards the middle of 2020.

### Why do we need a Rangiora Town Centre Strategy?

Over 60% of Waimakariri residents view Rangiora as their primary destination for shopping and services. This population continues to increase following more than 20 years of sustained growth, with Rangiora itself expected to grow from around 18,000 people to approximately 30,000 by 2048.

Some 4,500 new households are planned on the edge of existing residential zones. Around 500 metres as the crow flies is all that separates the north-eastern residential growth area from the heart of High Street; this will create unique opportunities for a vibrant and practical connection between the two.

#### Rangiora Residential Growth Areas



If Rangiora is to meet the needs of an increasing number of people, it will need to accommodate a substantial increase in floor space for retail, business and community services, and do so well.

It's vital that we strategically plan for this growth and ensure our Town Centre is vibrant, prosperous and retains its unique character in the coming decades.

## What makes a good town centre?

The concept of 'towns for shopping' is becoming outdated. Changing trends, including a growing move to online shopping, has resulted in a higher turnover of tenants, introduction of pop-up formats and centres more oriented towards events and activities.

There is now a greater emphasis on town centre experiences, which means providing a mix of activities, well designed public spaces and an attractive environment are increasingly important.

We need to ensure that the Town Centre has:

- An inviting outdoor setting that incorporates the character of the town, appealing landscaping, historic buildings and enjoyable public spaces.
- Buildings that provide for attractive and inviting ground floor uses.
- Good parking and accessibility from all directions by various modes of travel; including public transport and cycling.
- A pleasant pedestrian environment that encourages people to walk alongside stores, shop and linger in cafés and other public spaces.
- Opportunities and spaces set aside for public art.
- A wide range of facilities, activities and services that bring people together and add to the vitality and vibrancy of the Town Centre.

## Where is the Town Centre?

The area defined as the Rangiora Town Centre for the purpose of this draft Strategy includes the Business 1 Zone and Business 2 Zone land to the east and to the northeast.

This recognises the significant development beyond the traditional Business 1 Zone and the opportunities presented by the northeast residential growth area. The total area as defined in this Strategy encompasses some 34 hectares of land.



"I'd love to see Rangiora come alive at night. Let's support the Town Hall with places to eat and things for people to do after seeing a show."

Dale Hartley-Brown

Hartley School of Performing Arts

## Key challenges and opportunities

The Rangiora Town Centre faces a number of key challenges, but also opportunities, that the draft Strategy seeks to address. These can be loosely grouped under three headings:

### Urban form and character

- The heritage character of High Street, with small narrow specialty stores offering a wide range of goods, is one of the few examples of its type remaining in New Zealand and also one of the best. However, Rangiora's High Street extends lengthwise and has the effect of dragging activity and investment away from the Centre. We need to make an effort to 'deepen' the Town Centre core north and south.
- The Gables Arcade provides a key pedestrian connection to and from High Street and offers immense opportunities for enhancement.
- Improvements to High Street, Conway Lane, Alfred Street and Cenotaph Corner have made the Town Centre experience better for pedestrians. We have an opportunity to further improve connections between key destinations to achieve a walkable centre.
- We have requirements for new buildings that ensure their look and feel is complimentary to the existing High Street character, however there is a risk that new developments may change the character and identity of the town.

## 4

- There are a number of future development sites that if done well, provide opportunities to strengthen the Town Centre's identity and retail options. In particular the BNZ corner, the North of High precinct, the Durham Street development, and the block east of Ashley Street.
- The Council building and library upgrade is a chance to enhance this key community space as part of a Civic Precinct. There are opportunities to better integrate Victoria Park and the Rangiora Town Hall into the heart of the Centre.
- Areas south of High Street are under-utilised and would benefit from introduction of retail activities that promote active frontages and connect well to the Civic Precinct and High Street.

### Transport and access

- The major traffic corridor of Ivory and Ashley Street continues to divide the Business 1 Zone, which makes Town Centre expansion difficult. Despite recent improvements, the Cenotaph Corner intersection still acts as an eastern 'bookmark' which discourages walking between the Town Centre and the large format retail area east of the railway.
- Improved traffic and parking management is a popular request from our community. Most visitors will search High Street for a car park before using alternatives, which increases the number of vehicles circulating in the Town Centre. Currently there are limited public transport services and cycle infrastructure.
- While the railway station is well located if commuter public rail becomes feasible, the railway line itself creates a physical barrier at the eastern end of the Town Centre with only one crossing point. This could make connecting the Centre to the northeast residential growth area more challenging.
- We need to consider the future of transport technologies, and what infrastructure and space they'll require alongside the traditional modes of transport.



The "Southern Cross Kitten" aeroplane parked on High Street at Cenotaph Corner.

### Business activity

- The Town Centre continues to face strong competition from other centres, especially Christchurch City where many of our residents commute daily for work. The apparel and personal, department store and leisure sectors see the greatest outflow of spending, however overall, retail trends are improving.
- An improved mix of retail options including a diverse night-time economy could help improve the commercial position of the Town Centre. This would encourage more spending and support local employment.
- We need to make better use of existing Town Centre land and expand to accommodate expected growth in retail activity, and increased demand for office space, community facilities and entertainment.

### RANGIORA'S GROWING ECONOMY

Retail trends are improving! In the five years to June 2019, spending by residents and visitors has increased, while expenditure by our residents outside of Waimakariri has decreased by 5%. This is likely related to Rangiora attracting key national retailers such as Briscoes, Lighting Plus, Animates, Macpac, and Stirling Sports amongst others.

With our anticipated population growth, it's projected that over the next 30 years, Rangiora could sustain around 6 hectares of Town Centre expansion to accommodate increased retail, office, community and entertainment activity.

By 2048 it's expected that Rangiora will generate 73% of the District's retail spending which could equate to \$630 million dollars per annum.



## PART TWO

### *the strategy*

Looking south along the platform at Rangiora Railway Station circa 1900.



### The Vision:

## *Rangiora Town Centre: Charismatic and Contemporary*

To achieve this vision, the Rangiora Town Centre needs to be:

- Well-defined, attractive and high quality
- Economically viable, a place where people want to spend time and money
- People friendly with a strong community feel
- Well-connected, accessible and easy to get around
- Showcasing great buildings and spaces with a consistent look and feel
- Pedestrian focused, with a variety of spaces to sit, meet and play
- Reflecting and enhancing Rangiora's heritage
- Diverse with a good variety of shops, eateries, businesses, and community and entertainment activities for all.

### Town Centre Concepts

The Rangiora Town Centre is not a blank canvas. Seven key concepts look within the Town Centre and build on the existing assets and character.

Pulling these concepts together creates a Town Centre Master Concept (overleaf), which provides a blueprint for Rangiora Town Centre, and offers a platform for 10 major projects.

To find out more about the seven key concepts, read the full Strategy document.



**Rural Character:** A conceptual 'green ribbon network' of public spaces will ensure a point of difference and attractive pedestrian experience. This could range from open spaces to literal green corridors.



**Diverse Town Centre:** A diverse Town Centre that offers a wider range of retail and commercial options will provide opportunities that will aid the Town Centre's overall success.



**Distinctive Character Areas:** Unique attributes of different areas will be celebrated through the creation of distinctive Character Areas.



**Coordinated Growth:** A compact core retail area will remain while growth and development will occur in the most suitable locations and provide for a range of uses.



**Connected Network of Experiences:** A highly connected, compact and vibrant retail core with scope to expand over time will ensure a vibrant Town Centre heart.



**Existing and New Anchors:** The existing network of anchors (shops and attractions that draw people to them) will be built on. New anchors will create places, activities and experiences.



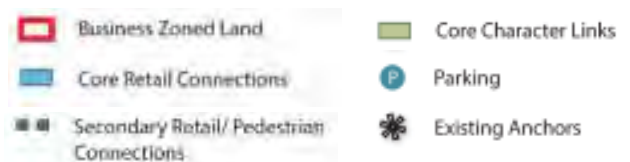
**Car Parking Clusters:** Parking placed at the edge will support key anchors, character areas and wider retail and pedestrian circuits.

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## TOWN CENTRE master concept

### 10 Major Projects

- 1 **Reinforce the Role of High Street** as the heart of the Town Centre. Enhance and maintain our main street through the attractive and appropriate use of gateways, streetscapes, buildings and connections that improve safety and accessibility. This includes opportunities to improve the Gables Arcade.
- 2 **Connect the East to the Core** by improving the pedestrian journey between the Cenotaph Corner intersection and the large format retail hub east of the railway. Ensure the character of the Centre continues in the east through an attractive streetscape and buildings that reflect High Street character. This area should support retail activity that is complementary to that of High Street and encourages shoppers to visit.
- 3 **Develop the BNZ Corner** to define it as the key gateway to the main retail area. Ensure that it wraps the corner in a way that supports more intensive commercial activity to the north, creates a lively street environment through active uses at the ground level, and connects to a new retail/car parking development at Ashley Street.
- 4 **Transform Station Corner** to create a unique Town Centre expansion area for a mix of commercial and employment uses (see page 10). There's potential to connect the Town Centre core to a future transport hub and to Rangiora's north-eastern residential growth area through great walking connections, attractive public spaces and a new railway crossing point.
- 5 **Complete the North of High Development** in line with the Rangiora Central Outline Development Plan. This sees the extension of the laneways concept to create friendly and vibrant public places, supported by hospitality, new retail opportunities and public car parking. There are also opportunities for comprehensive redevelopment north of Blake Street.



Delivery of 10 major projects will bring the vision and key concepts to life. Together they have the potential to transform the Centre into a coherent collection of spaces and activities that support our residents and business community into the future.

It's important to note that a lot of these projects are long-term in nature and while many aspects can be driven by the Council, others will require collaboration with the private sector.



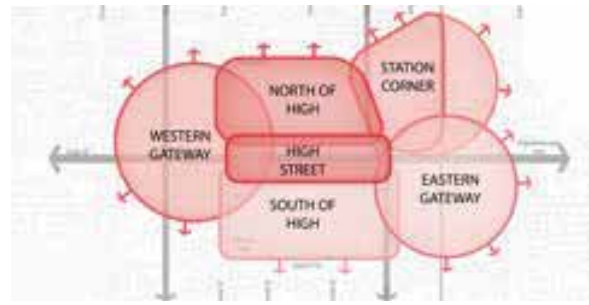
- 6 **Revamp the Civic Precinct** which includes the Council Service Centre on High Street, Rangiora Library, green spaces and the public car park. This includes making the buildings fit for purpose by refurbishment and extension. There are also opportunities to enhance the public spaces in this precinct, such as the connectivity to Victoria Park and ensuring neighbouring activities, particularly at Percival Street and from the Council carpark create a lively, active edge with the park.
- 7 **Support Durham Street Redevelopment** to achieve an appropriate and attractive development. Ideally this will strengthen the Centre's evening economy by creating a hospitality and entertainment area that complements the Town Hall.
- 8 **Enable South of High Opportunities** through advocacy and partnership with the private sector to ensure redevelopment reflects the vision of this Strategy. This area could consist of a mix of commercial and retail with quality buildings, public car parking, places to live and attractive pedestrian connections.
- 9 **Provide Access to the Town Centre** through consolidated public car parking in key locations, including a proposed parking building at Ashley Street. Facilitate and encourage the use of alternative and future modes of transport, and continue to seek improvements to the greater public transport network.
- 10 **Encourage Living in the Centre** by guiding and collaborating on mixed-use / residential developments, and providing regulatory incentives. Together, such efforts aim to meet requirements for diverse living choices, enhance vibrancy and further invigorate the Town Centre's daytime and evening economies.



## What might it look like?

A glimpse into what the future Town Centre may look like can be seen in the concept of six distinct Character Areas.

These areas aim to celebrate and enhance the unique character of the Rangiora Town Centre, and move beyond being a daytime retail centre by introducing a range of employment, living and recreational options.



## HIGH STREET CHARACTER AREA



- Principal retail street with primary active shop frontages.
- An environment that priorities pedestrians while allowing for other modes of transport.
- Emphasis on built heritage and local character.
- Test bed for small businesses and innovative, new activities.
- Future development to be focused on local strengths and supporting local businesses.

## NORTH OF HIGH CHARACTER AREA

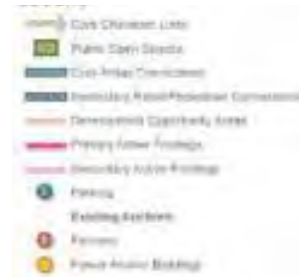
- Based around the concept of laneways.
- Mixed hospitality and retail with some residential to the north.
- Re-use and adaptation of existing buildings.
- Flexible event spaces to encourage and support surrounding activity.
- Primary and secondary active building frontages along key pedestrian routes.



## SOUTH OF HIGH CHARACTER AREA



- Mixed-use with residential, commercial, core retail and secondary retail activities.
- A mixture of courtyards, laneways and streets that supports a mixed use environment.
- Potential repurposing of existing buildings for a variety of retail uses.
- Combination of townhouses and apartments set around communal spaces that blend with surrounding residential areas.



## WESTERN GATEWAY CHARACTER AREA

- Mixed-use environment with a focus on the evening economy including arts, hospitality and entertainment.
- Activities that complement the Town Hall and cinema.
- Creation of public spaces as a focal point for hospitality and entertainment uses.
- Event programming in spaces to help build an entertainment focus.



## EASTERN GATEWAY CHARACTER AREA

- Mixed-use with a focus on medium and large format retail, with elements of residential and office activity.
- Visually integrated with High Street with a continuation of landscaped public space and pedestrian connections.
- Integrated car parking that doesn't dominate the street front.



## STATION CORNER CHARACTER AREA



- Innovative reuse of existing buildings to create commercial spaces that reference past rural activity.
- Where zoning allows, include pockets of residential to help transition from the Town Centre environment into existing residential areas.
- Co-working spaces.
- Incorporate education providers to bring employment and education closer together.
- Include high quality open space for events and activities.
- Enable future development of a transport hub.



- |                             |                                |
|-----------------------------|--------------------------------|
| Green Spaces and Courtyards | Parking                        |
| Green Spaces                | Existing Buildings             |
| Green Spaces                | Railway Station / Station Cafe |
| Green Spaces                | The Clock House                |
| Green Spaces                | The Cornish / Ivory Bar        |
| Green Spaces                | Future North Building          |
| Green Spaces                |                                |
| Green Spaces                |                                |
| Green Spaces                |                                |
| Green Spaces                |                                |
| Green Spaces                |                                |

## PART THREE

### the next steps

High Street looking east  
from the Victoria Street corner, 1910.

### What happens next?

This Strategy is just a draft, the feedback we receive from the community, stakeholders and experts will help us to develop the final Rangiora Town Centre Strategy. Whether you agree with the concepts, want to suggest changes or have your own ideas, it's important that we hear your thoughts.

### How was the Draft Strategy developed?

This work builds on the previous Rangiora Town Centre Strategy (RTC2020) adopted by the Council in 2010, which proved successful in bringing about exciting developments and greater vitality in the Town Centre. However, with the majority of the projects in RTC2020 completed, it's time to stretch our aspirations further and develop a new strategy.

We've done this with the help of specialist urban design and transport consultants, and we were guided by a Reference Group that includes community groups, businesses, developers, Enterprise North Canterbury, the Rangiora-Ashley Community Board and Council members.

Through three 'Inquiry by Design' workshops, this group shaped and refined the concepts presented in this document. A survey relating to the future of Rangiora was also opened to the public and the responses were used as a 'sound check' to make sure we were on the right track.



"There's real potential for local retailers to work more closely together to market the stylish and unique aspects our town has to offer."

Jenna Broad *Niche Gifts*



"I think we need to keep finding and filling the gaps in our retail mix, so there's less need for people to travel to Christchurch for shopping."

Tania McKenzie *Williams McKenzie Lawyers*

## FIND OUT MORE

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[waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora)



Market Day Parking at the corner of Ivory and High Street, early 1900s.



High Street looking busy on 22 December 1979.

*Historical Imagery kindly provided by the Rangiora and Districts Early Records Society.*

*Portrait photography by Nicola Hunt.*

*Concepts from Boffa Miskell.  
Transport advice from Abley.*





## HAVE YOUR SAY

Drop your completed form off at any Council Library or Service Centre, or post to the address on the facing page. You can also send us your feedback online at [waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora)

Name: \_\_\_\_\_

Business/organisation: (if applicable) \_\_\_\_\_

Email: \_\_\_\_\_ Phone: \_\_\_\_\_

If you would like to present your submission in person, please tick the box below.

- Yes, I'd like to present my submission in person at the informal hearings in late March.  
(We will contact you to arrange a time).

### Your Submission

1. Have we missed any key challenges or opportunities? - [Pages 3 & 4](#)

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2. Do you support the Strategy's vision and Tpwv Centre concepts? - [Page 5](#)

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3. What do you think of the Master Concept and 10 Major Projects? Which are most important and do you think we've missed any? - [Pages 6 & 7](#)

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4. Is there anything else you'd like to see included in the Strategy?

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Please provide your feedback no later than 5pm, Monday 9 March 2020.



“It would be great to improve the Town Centre for pedestrians and make sure it’s really nice and easy to walk around. ”

*Suzanne Snow* **Fresca Mediterranean**



“The Northern Motorway will make it easier than ever for people from Christchurch to visit Rangiora. We need to find ways to make the most of that opportunity.”

*Ross Ditmer* **Rangiora Promotions Association**



**WAIMAKARIRI**  
DISTRICT COUNCIL

## **Rangiora Structure Plan and Rangiora Town Centre Strategy Review**

### **Early Engagement Survey – Summary of Responses (34 received)**

In August 2019, the Waimakariri Council launched a video that promotes a key project currently underway: development of residential structure plans for Rangiora east and west, and revision of the Rangiora Town Centre Strategy. The purpose of the video, which is available to view on the Council's project webpage [waimakariri.govt.nz/rangiora](http://waimakariri.govt.nz/rangiora) and on Council's social media platforms, is to spark interest and discussion. Complementing this video was a short survey form, available to complete on the Council's project webpage. Through this, the Council sought early feedback from anybody who has an interest in Rangiora, to help shape the vision, direction and content of these projects.

A draft Rangiora Town Centre Strategy will be released for wide public consultation in February 2020, and draft Structure Plans will be consulted on in the second half of 2020 through the Proposed District Plan. The early engagement survey helped staff to get a flavour of issues that needed to be addressed, and outcomes that might be sought by the community through this project. Responses were drawn on during Strategy development as a 'sound check'.

This short report provides a summary of the 34 responses to the early engagement survey received by the time the survey closed at the end of 2019.

The early engagement survey asked a number of questions relating to the future of Rangiora, around which this report is organised.

#### **1. Do you have any thoughts about the types of housing that should be built in new neighbourhoods in Rangiora?**

A summary of key comments made here include:

- Need a mixture of residential density: family homes and smaller houses (including attached units/townhouses that are multistoried and low-maintenance apartments) to cater for people in all stages of life.
- Need medium density apartment buildings and/or terrace housing in or near the town centre.
- Allow two dwellings, or main dwelling with sleep-out, on one section.
- Mix houses of different densities together rather than clustered by density - avoid uniform look of the same houses in a row which can look cheap and devalue the area
- Need to ensure houses are affordable, including / prioritise social housing
- Need large sections
- Avoid high density residential development on outskirts of town
- Value high amenity suburbs with high quality, aesthetically-pleasing houses such as Knights Bridge, The Oaks, Arlington – no more affordable housing for Rangiora
- Avoid building concrete houses, build only houses with wooden cladding
- It is not Council's role to control the 'types' of houses

#### **2. What community or neighbourhood facilities, and parks or greenspaces do we need to think about for our new neighbourhoods?**

In summary, key points made include:

- Rangiora needs a community garden, i.e. a smaller version of Botanic Gardens, for the community to enjoy. Somewhere to go for picnics and outdoor BBQ areas for people to come together.
- More children's facilities e.g. a new, exciting, innovative and challenging playground for kids of variety of ages, with good seating for pensioners. Need good playgrounds in new subdivisions.
- Be creative with greenspaces: consider edible forests, wildflowers on verge spaces, tree planting incentives for surrounding farmland, roof gardens, public vegetable growing areas, native planting, walks to enjoy natural streams etc.
- Utilise a formula for amount of greenspace land per developable residential sections to create a good balance of land use and relief, e.g. terraced housing with a village green in centre
- All residential homes should be within walking distance from a green space or park
- Need more public toilets and dog parks
- Develop edges of Ashley River to be more recreation-friendly, e.g. picnic tables, tracks for walking, mountain biking, play areas etc.
- Advocate for an intermediate school to take some pressure off primary schools
- Include an Olympic sized pool and athletics track as District drawcards
- Develop a sports stadium that can host Canterbury NPC or Crusaders games
- Need community facilities in walking distance from town centre with convenient parking

### **3. How should our new neighbourhoods connect with the rest of the town? And what options should we provide for driving, cycling, walking and public transport?**

Key messages in response to this question are:

- Need good cycle ways/lanes in new developments that connect around Rangiora and to the centre. Cycle paths to connect schools in Rangiora as well as Fernside and Waikuku Schools.
- Cycle ways/lanes should be suitable to electric scooters
- Consider a pool cycle scheme (rental cycles)
- Need to walkways in new residential areas, could consider shared walking/cycling paths if large enough – tie in well with paths in existing areas
- Need a good local bus service to connect from outskirts of Rangiora into the High Street (design roads to accommodate buses in new residential areas); also connect to Sefton, Waikuku, Amberley etc to bring people to Rangiora to shop
- Need to consider passenger trains between Rangiora and Christchurch to address local growth, with a park & ride facility at the station, and a bus route to the station
- Advocate for taxis and Ubers to service Rangiora to provide an option to get home in the evening
- Rangiora needs a ring road (bypass) that is placed well to allow for growth, to ease congestion on main routes during peak hours, and connect people to alternate sides of Rangiora without travelling through the centre. Congestion in Southbrook during school times is particularly bad.
- All subdivisions including retirement homes must connect through
- Public transport options are important but Rangiora cannot support public transport within the town itself
- Council needs to recognise that the first transport choice for people is the car
- Need larger thoroughfares to cater for vehicle movements so drivers can easily enter and exit new areas

### **4. Should we encourage people to live in the Rangiora town centre?**

Almost all survey respondents answered this question, and some provided comments to support their choice. In summary:

- Slightly more respondents who answered this question (17) think we should encourage people to live in the town centre, than think we should *not* (15).
- Those who do *not* support town centre living and provided comments think the centre is already a congested area and until vehicle traffic is 'sorted', it would not be an inviting place to live; that the centre should be reserved just for commercial activity; that town centre living 'when out of fashion many years ago', and that residential development may cause demolition of character buildings.
- Those who *do* support town centre living and offered reasons suggest that this would bring 'life' into the centre in the evenings; more people living in the centre would support more businesses; centre living would especially suit the elderly and less able population; and that Rangiora is a great, growing town.

**5. What do you think would make the Rangiora town centre more attractive, vibrant or functional? Is there anything else that would improve the Rangiora town centre?**

These questions created significant discussion. Five key themes emerged, which are discussed in turn below, from most mentioned to least mentioned (at times these overlap). The number in brackets represents the number of comments made (as opposed to number of respondents who made them).

Amenity / public spaces / character of the town centre (15):

- Create a plaza, edged with cafes and eateries, a stage, artworks, to create a space for market days, expos etc.
- Create a public open space at the BNZ corner to turn this into a community hub
- Change High Street to a pedestrian only (cobble-stoned) space and generally develop more sheltered areas for eating and resting
- Retain heritage character of buildings and encourage new buildings to empathise existing character through appropriate scale and design including verandah over footpath
- Good support for ambient street lighting, fairy lights in trees etc.
- Need to make more attractive and user-friendly the pedestrian connection to the Warehouse development at east High Street through streetscaping etc.
- Generally better walking connections including more laneways
- Need flexible approach to adaptive re-use of commercial buildings particularly heritage building, to residential or mixed-use to add vibrancy to centre
- Consider heritage interpretation signage for historic buildings and help to fund repair/maintenance/seismic upgrades of historic buildings
- Overall improve streetscape to add vibrancy through signage, planting such as trees and landscaping that draws on the rural character of the District, seating, rubbish/recycling bins, lighting, good public toilets, gateway treatment etc.

Businesses (13):

- Need to ensure town centre is attractive for a range of businesses to set up
- Need a greater variety of retail and hospitality offerings in the town centre, to encourage vibrancy, activity, commercial competition and economic viability (this is also a key theme to

question 6, see below), including main stream affordable retail such as Glassons, Kmart, Max, Cotton On etc to avoid requiring a trip to a mall in Christchurch

- Encouragement to continue / complete the regeneration of the North of High block of land
- Redevelop The Gables Arcade into a mainstream 'mini-mall'
- Improve the retail and hospitality offering on High Street east of Ashley/Ivory Intersection to East Belt, as the liquor store, newly built fast food outlet, bar and The Warehouse together have the effect of turning into this "the cheap part of town"
- Need joint venture to create an evening economy in the centre

Car parking (13):

- A few people call for the need for better car parking in and around the town centre, by way of a greater supply of parking spaces, reducing the time restriction to 30 minutes on High Street or removing parks from High Street altogether, better enforcing existing time restrictions, introducing paid parking (particularly in Durham Street), developing a car parking building, and/or dedicating parking for town centre employees
- Need to reconfigure and improve the Council carpark at Blake Street (at the end of Conway Lane), remove the fences to the back of private properties and encourage businesses to orientate to the north and share their parking resource.

Events / arts / sense of place (8):

- Organise and actively market more events and functions including market days, winter festivals, night markets, arts, musician, pop-up activities to add vibrancy to the centre and bring people together.
- Explore the establishment of a Business Improvement District (BID), or a targeted Rangiora CBD rate for the town centre, to help fund local improvement projects and events to attract people to the town.
- Develop a community centre where people can gather and engage in a variety of activities.

Traffic (4):

- Improve High/Ashley/Ivory Streets intersection to make it more pedestrian friendly, reduce traffic and create a more cohesive town centre that is not severed by this intersection. Consider raised coddle-stoned styled paving to slow traffic and a barnes dance arrangements to allow pedestrians to cross diagonally.
- Reduce speed on High Street
- Make all courtesy crossing formalised pedestrian (zebra) crossings and allow more spaces for vehicles to queue

It was also suggested that all new developments should be required to be 2 to 3 storeys high with residential activity above ground. A mix of uses, including commercial, retail, services and residential, was also thought important.

## **6. How can we encourage residents to spend money locally rather than other nearby options such as Christchurch?**

A number of suggestions were made in response to this question, often continuing a sentiment voiced in response to the previous question. In summary, listing general themes and responses from most mentioned to least mentioned, these include:

- Create a better retail mix in close proximity to encourage locals to shop locally. This may include developing more commercial spaces to bring in new businesses, offering a wider breadth of hospitality options, having more ‘mainstream’ shops that cater to lower budgets, and/or developing shopping ‘hubs’ or a shopping mall.
- Focus on the types of shops and services locals need on a day-to-day basis, instead of the types typically in large malls. Many residents work in Christchurch and can access the latter there.
- Limit out of centre retail developments, e.g. don’t allow retail activity in Southbrook when it should instead be encouraged to be located in the town centre
- Extend the Business 1 Zone to allow for more retail growth
- Parking needs to be better. This generally means ample parking spaces, though it is also suggested that time restrictions could be improved (e.g. no restrictions away from High Street). Alternative modes are also encouraged by way of providing facilities to park bikes, charge E-bikes, provide lime scooters etc. Options also need to be explored to set up a local taxi company to help offset day-to-day difficulties in finding a carpark.
- Events, functions and promotions could be used more proactively to showcase the town and encourage local spend, e.g. Christmas and mid-Christmas events, a coupon scavenger hunt scheme, and general ‘shop local’ promotions. Rents could be lowered for stores to retain/encourage local retailers to operate. It needs to be made easy and affordable for shops to operate locally.
- Rangiora needs more local jobs, as, when people live and work locally, they are far more likely to spend their money locally.

**7. Finally, thinking about Rangiora in 10, 20 and 30 years’ time, is there anything else you think if important for the town’s success?**

A number of ‘other’ suggestions were made in response to this question. The full transcript of these can be found in TRIM 191024148819. Below is a summarised list of responses:

- Need to identify a point of difference for Rangiora (e.g. rural hinterland) as it is so different to Rolleston or other places
- A better medical centre and after hours clinic for Rangiora
- Greater choices of local schools
- Balanced growth east and west
- Better car parking
- Better transport links to Christchurch including rail, public transport, park and ride
- Ease local congestion especially in Southbrook
- Develop more sporting complexes for the community
- Create more local jobs
- Divert heavy north/south traffic away from High/Ivory/Ashley intersection as this dissects the centre
- Encourage range of alternative and complementary uses in the town centre, while protecting heritage character and move towards ‘experience shopping’
- Good recreational areas
- Continue to maintain and upgrade town centre and green spaces
- Ensure water security and availability
- Support growing retirement population
- Seek volunteer opportunities in Council to self-assist under Council programmes
- Plan for good cycle paths



- Turn recycling centre into a study centre to learn a trade that enhances waste reduction
- Stop rural subdivision on good, versatile soils
- Continue industrial land use at Southbrook
- Ensure traffic safety around local school, especially at Fernside School
- Improve parking in and around netball courts



# Rangiora Town Centre Strategy Urban Design 'Key Concepts'

December 2019

Boffa Miskell



## Shaping Rangiora Town Centre – Challenges and Opportunities

- Current land use patterns are not efficient
- Intensification for the sake of it will not lead to success
- Town centre is not a blank canvas - look within the town centre and build on existing assets and character
- Key ongoing challenge of retail leakage
- Recognise that Rangiora has a strong town centre, but there is still work to do
- Look beyond the town centre when developing a strategy – consider the geographic context and look for design cues



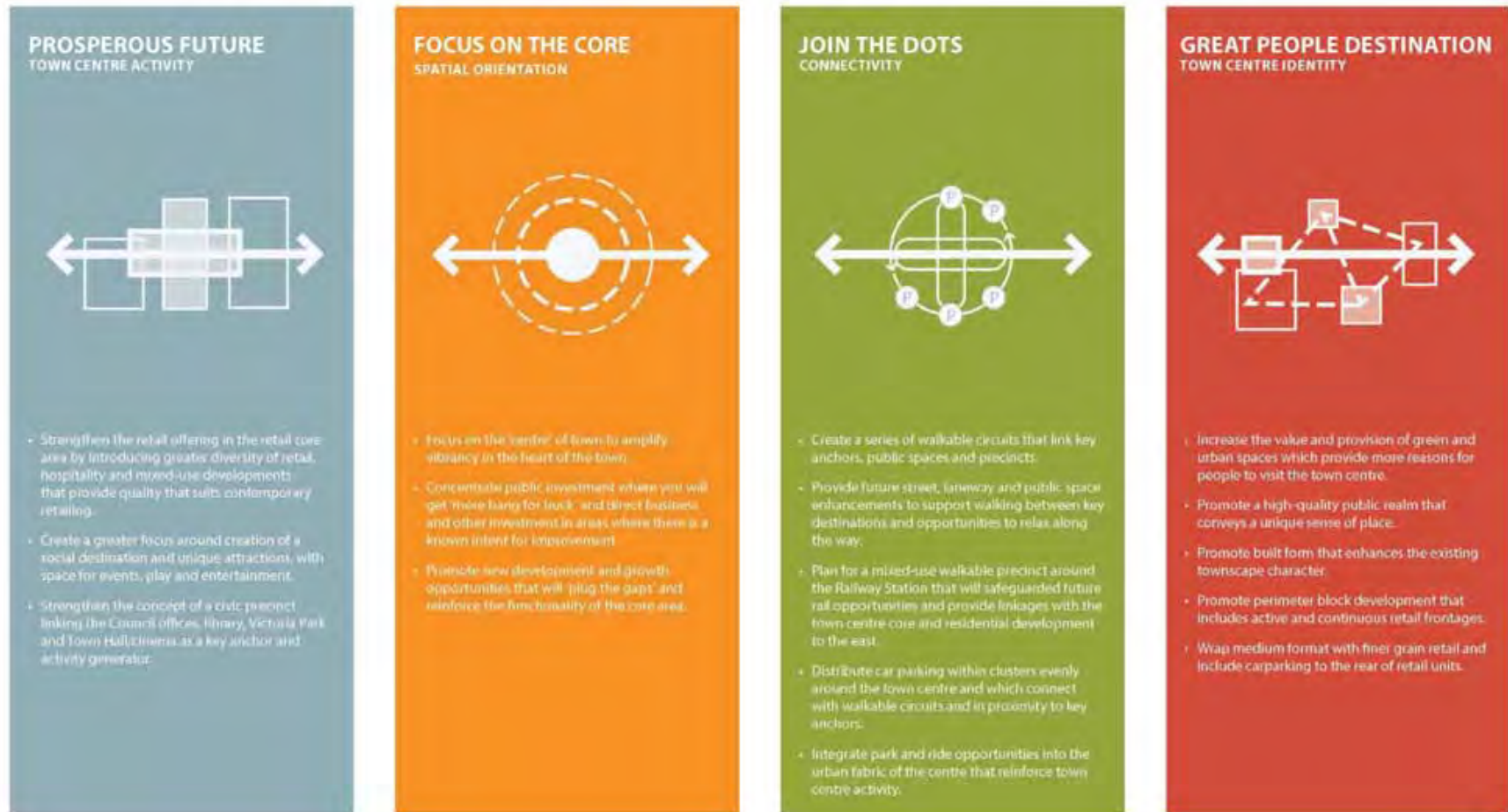
## Shaping Rangiora Town Centre – Town Centre Elements

What are we trying to achieve as part of the review of the Rangiora Town Centre Strategy?

- A centre that is well-connected and easy to get around
- Buildings with active and attractive frontages
- A pedestrian focus
- Appropriate vehicle access
- Great buildings
- A sense of scale with a focus on people
- A mix of land uses that creates a vibrant centre
- Coordinated management, including place-making initiatives



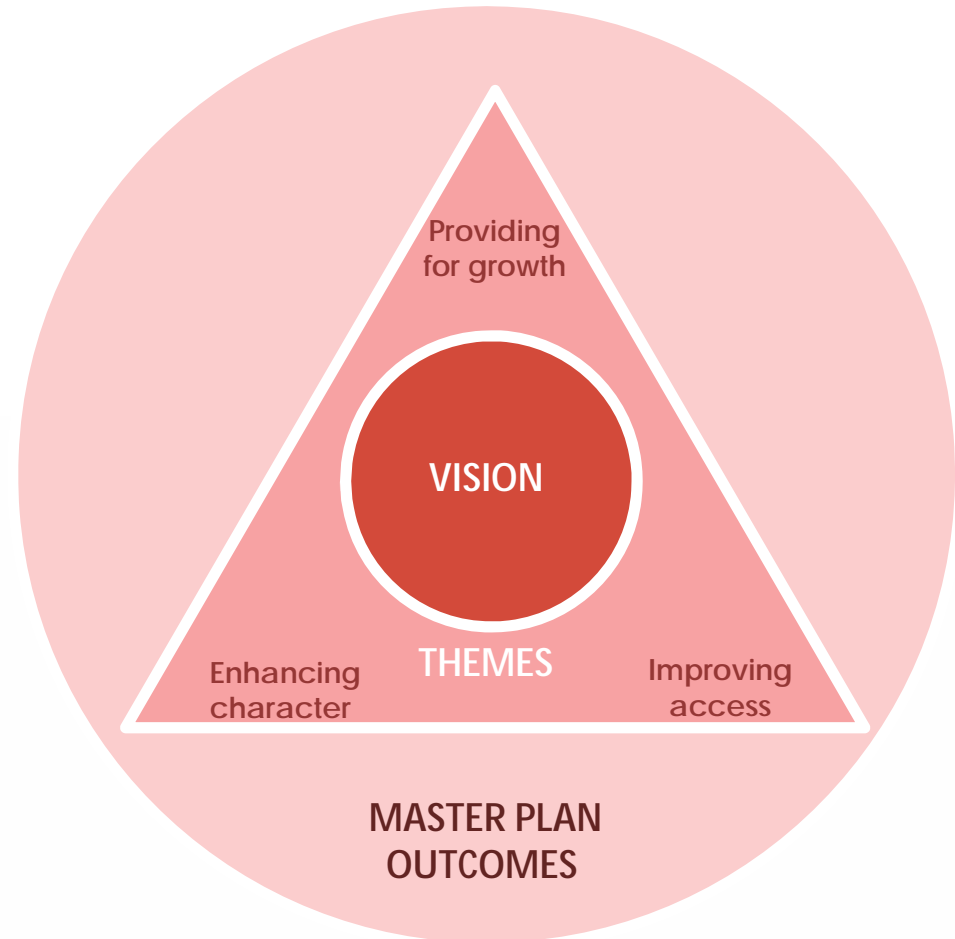
## Shaping Rangiora Town Centre – Key Design Principles





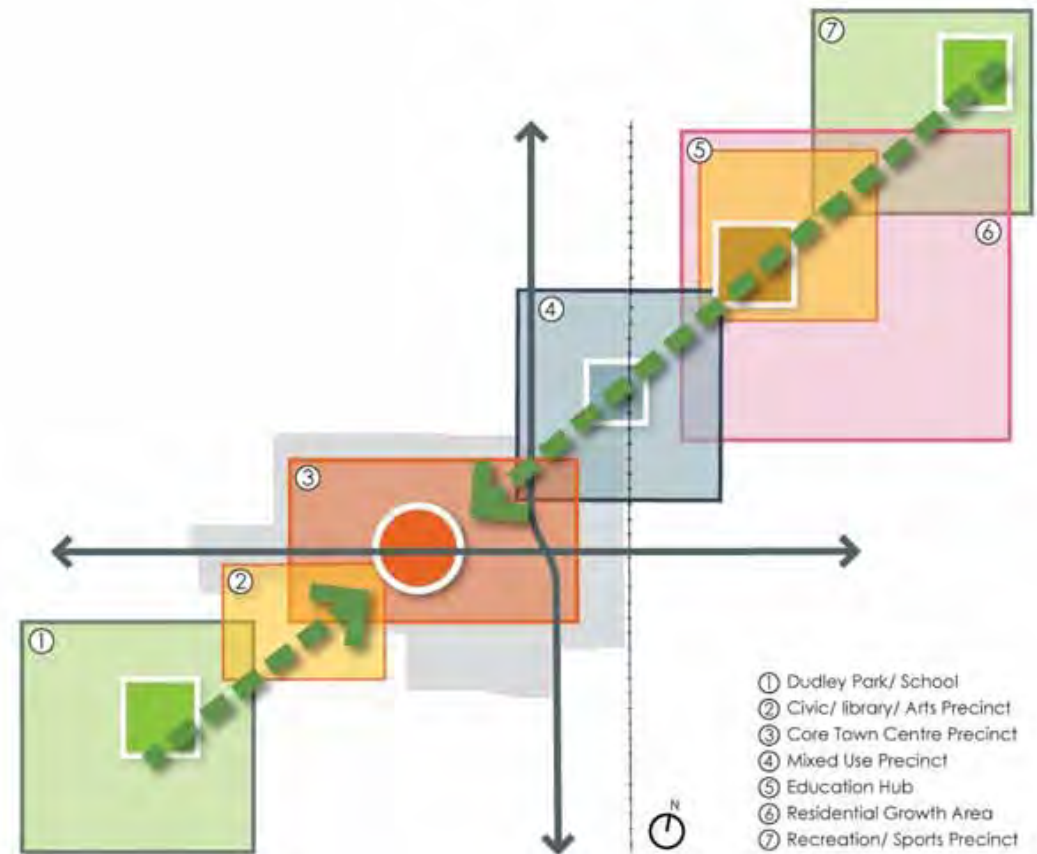
## Shaping Rangiora Town Centre – Master Plan Outcomes

- Establish a rural character
- Green the town
- Reinforce niche town centre
- Create high amenity, village feel
- Integrate mall into High Street
- Focus on arts, culture and entertainment
- A mixed use model
- Celebrate uniqueness
- Accessible and pedestrian-friendly spaces



## Shaping Rangiora Town Centre – Wider Town Centre Concept

Create a series of interconnected areas of intensity that facilitate future commercial and residential growth and interface with adjoining activities.

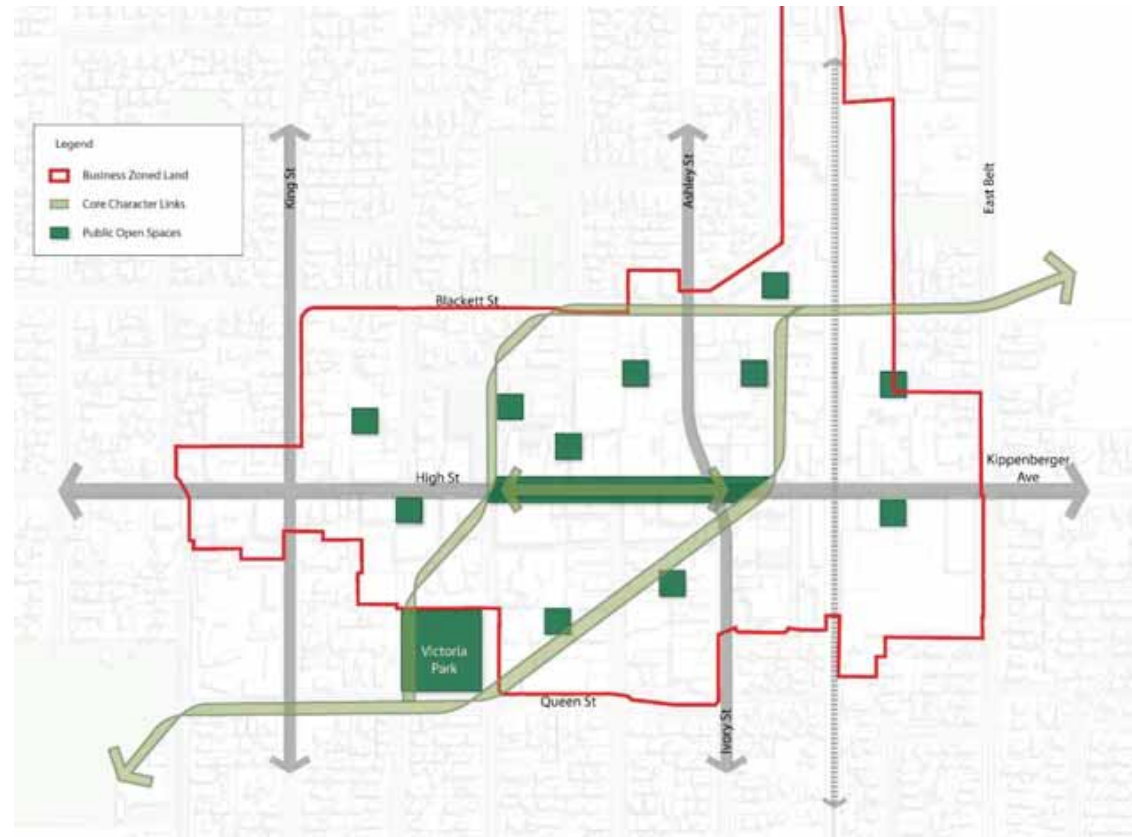


## Key Concept - Draw the Rural Character into the Town Centre

Using the rural character to create a distinctive and attractive town centre will ensure a point of difference and a high amenity experience - The concept will mean different things in different areas – from spaces to literal green corridors.

### Key Objectives:

- Introduce rural characteristics to create a unique sense of place and frame the core of the town centre (green ribbon concept).
- Connect with green corridors within the wider context.
- Introduce a network of spaces, courtyards and lanes to support walking between key destinations and provide opportunities to dwell.
- Upgrade existing spaces and streets to incorporate green infrastructure and more of a pedestrian-friendly rural character.
- Create flexible streets and spaces that can host events, temporary activities and be adapted over time.
- Create greater differentiation between streets depending on their role within the town centre.
- Direct investment in public realm alongside private development.



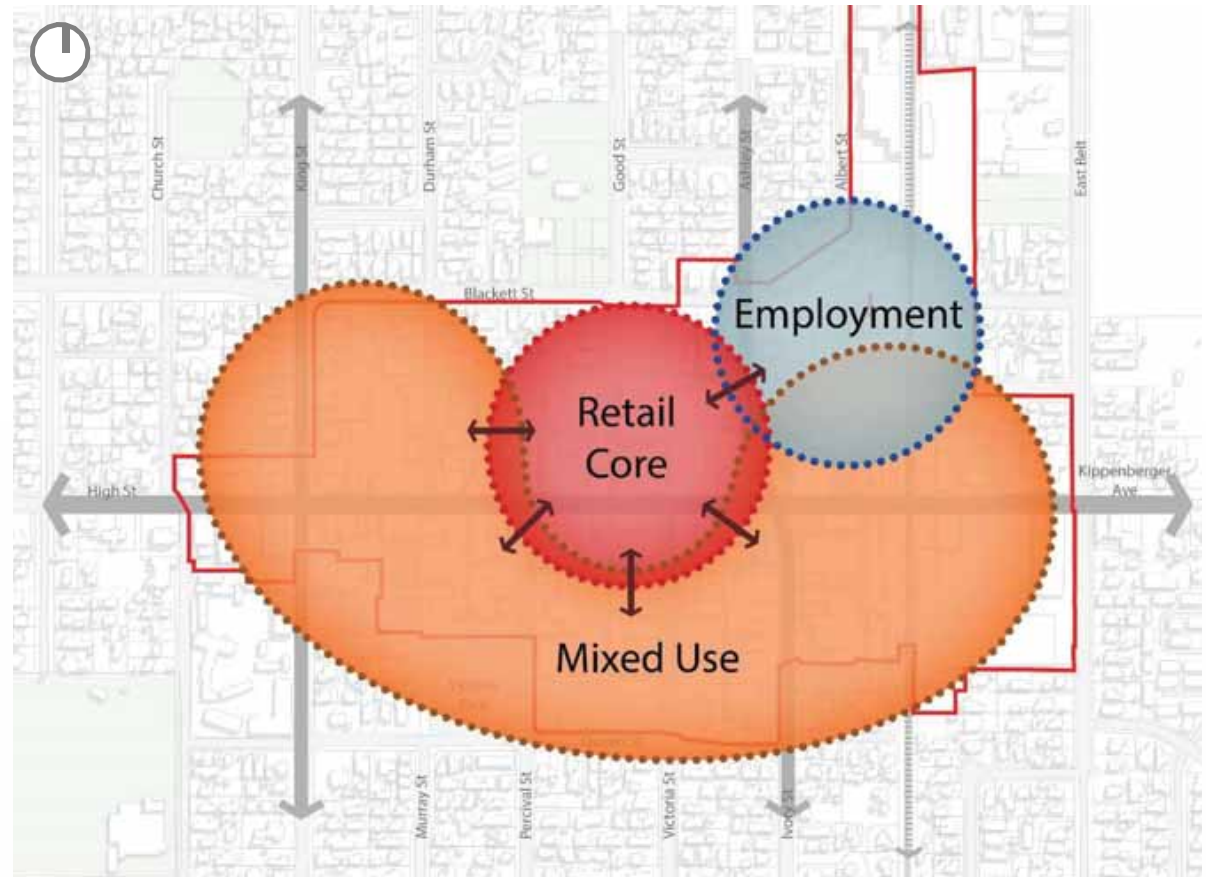


## Key Concept - Support the Core and Diversify the Offer

Promoting a more diverse town centre that provides for a range of future opportunities with aid in its overall success.

### Key Objectives:

- Create the conditions to support greater employment opportunities, particularly to the east of the retail core area.
- Encourage residential opportunities in the town centre and intensification beyond the centre.
- Promote the creation of new destinations that support a more diverse centre (mixed use areas).
- Create a range of spaces and places to dwell which support the retail core and encourage people to spend time in the centre.
- Reinforce existing and planned investment, whilst steering new investment.

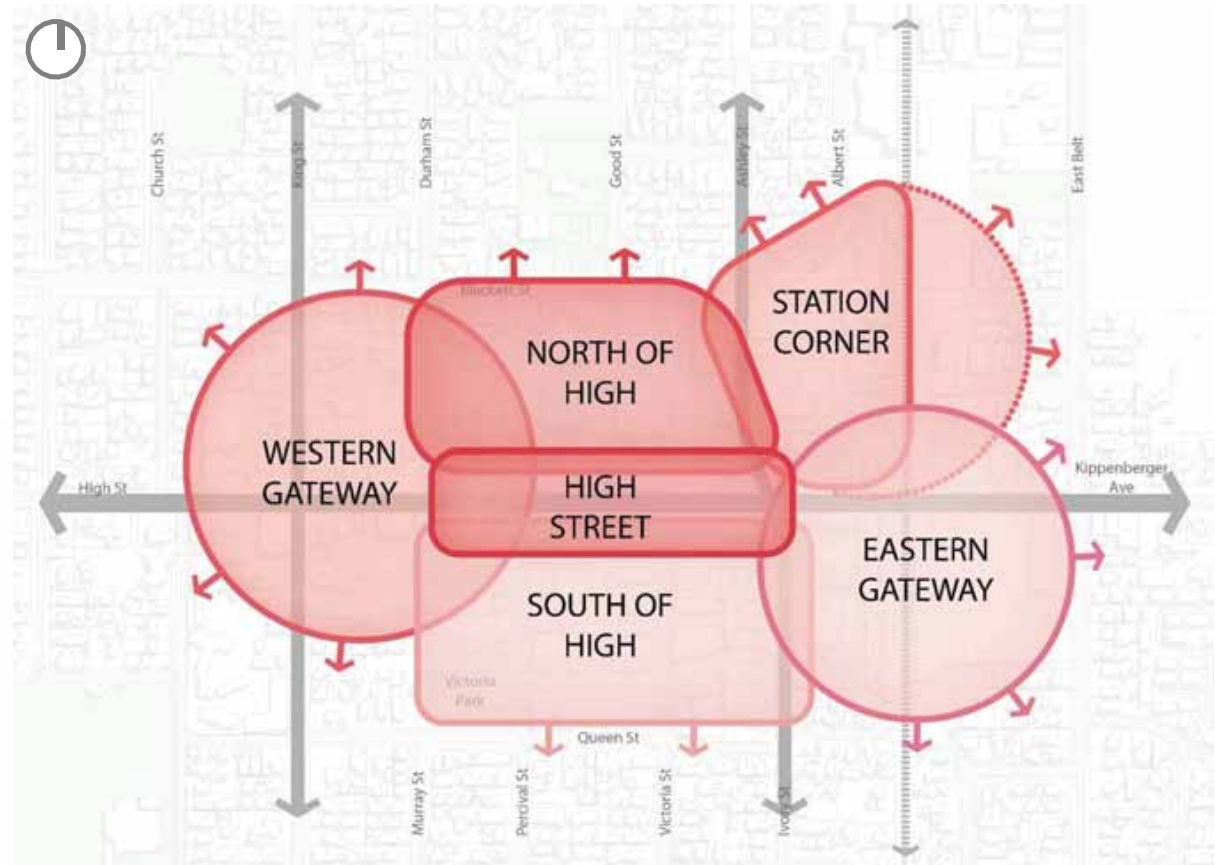


## Key Concept – Create Distinctive Character Areas

Creating distinctive character areas within the town centre will enable the celebration of the unique attributes of different areas - This concept will mean different things in different areas.

### Key Objectives:

- Coordinate and capture the distinct character of the existing and future areas.
- Enable each area to interface with each other and surrounding suburbs/ uses.
- Respect and consider a gradual interface between the town centre and surrounding areas.
- Introduce residential into the town centre.
- Move away from being mono-cultural areas in terms of activity and use.
- Move beyond being a 9-5 retail centre by introducing a range of employment and living options.

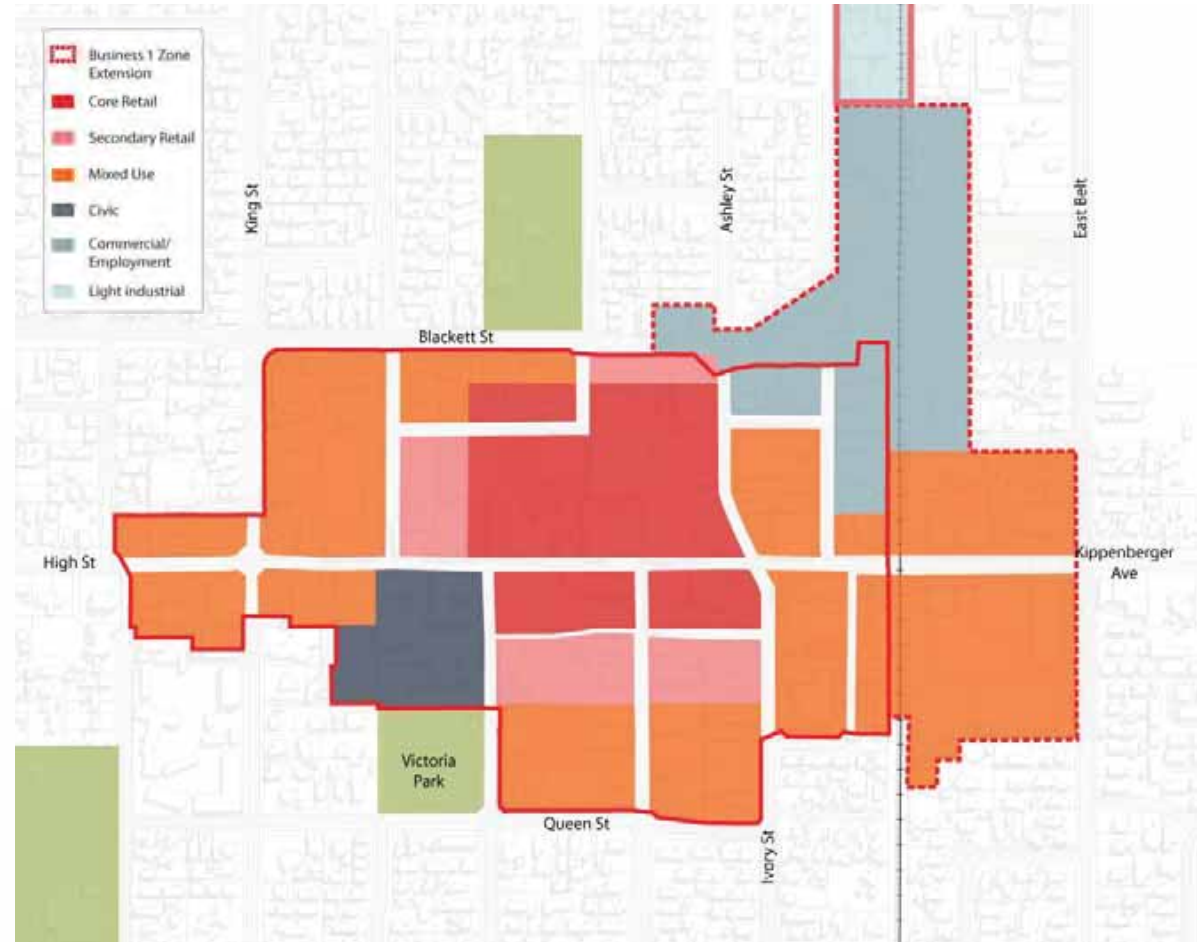


## Key Concept - Coordinate Growth Providing for a Range of Uses

There is a need to ensure the core retail area remains compact while allowing for growth. A well-defined town centre has flexibility to adapt to changing needs over time.

### Key Objectives:

- Reinforce a clearly defined core retail area focused on High Street with a mixed use transition towards the residential surroundings.
- Support the development of a business and employment cluster around the railway station and mixed use retail expansion to the east and west.
- Support greater diversity of retail, hospitality and mixed-use space, ensuring a balance between smaller independent and larger format chain retailers.
- Create a greater focus on social and employment destinations, with space for events, character work spaces and entertainment.
- Strengthen the evening economy by creating a hospitality and entertainment cluster that complements the Town Hall.
- Provide for growth that aligns with existing core business areas.

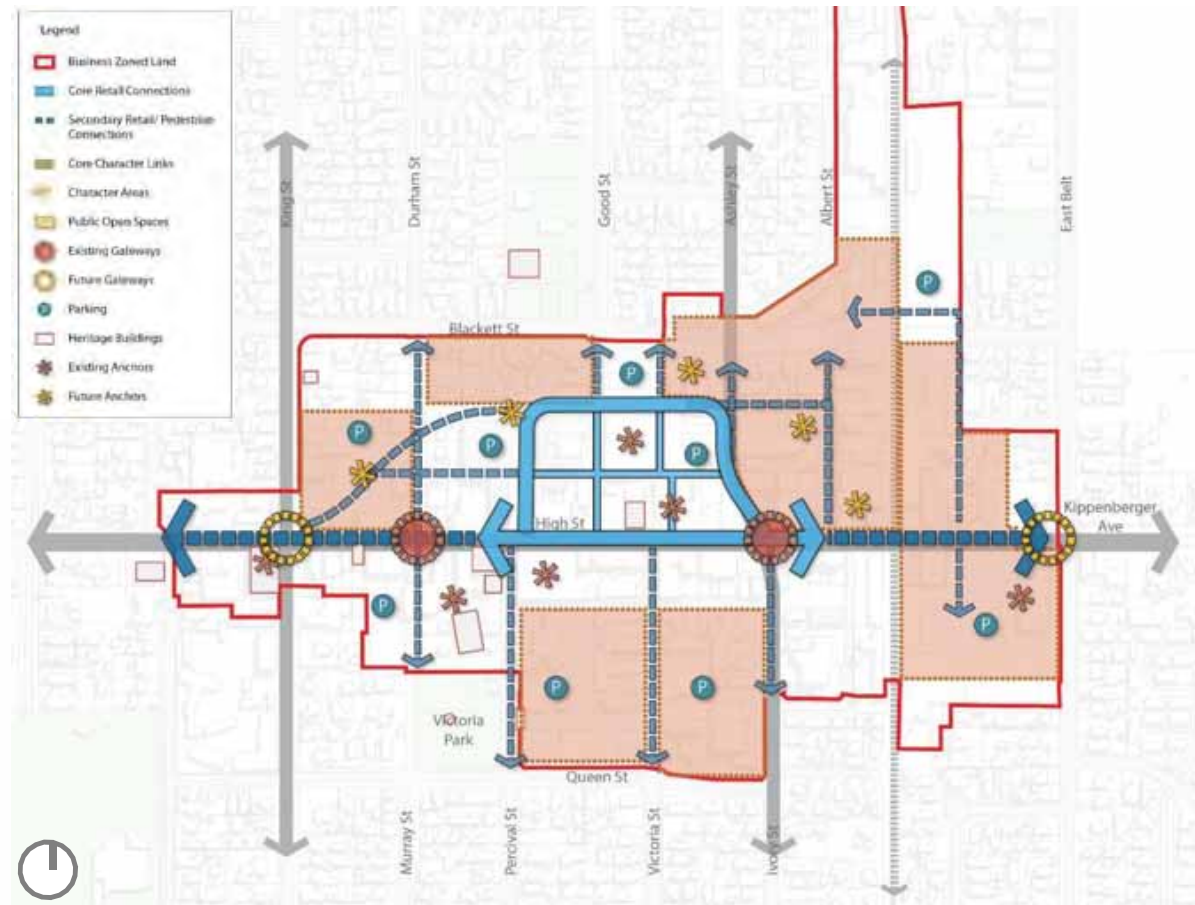


## Key Concept – Create a Highly Connected Network of Experiences

Creating a highly connected, compact and vibrant retail core with a higher intensity of use with scope to expand the network over time will ensure a vibrant heart for the town centre.

### Key Objectives:

- Better define a compact retail core with a clear hierarchy of streets and lanes (solid blue line).
- Reinforce existing and emerging anchors through clear connections (solid blue and dashed blue lines).
- Improve visibility and connectivity between anchors, points of interest/entry and car parking.
- Distribute car parking around the periphery of the core retail circuit.
- Create a more unified town centre experience by strengthening the retail offer through the development of new anchors and clusters of activity.
- Allow for expansion to the east and west in terms of connectivity into the retail core.
- Strengthen the sense of arrival into the town centre and along High Street through gateway treatments.

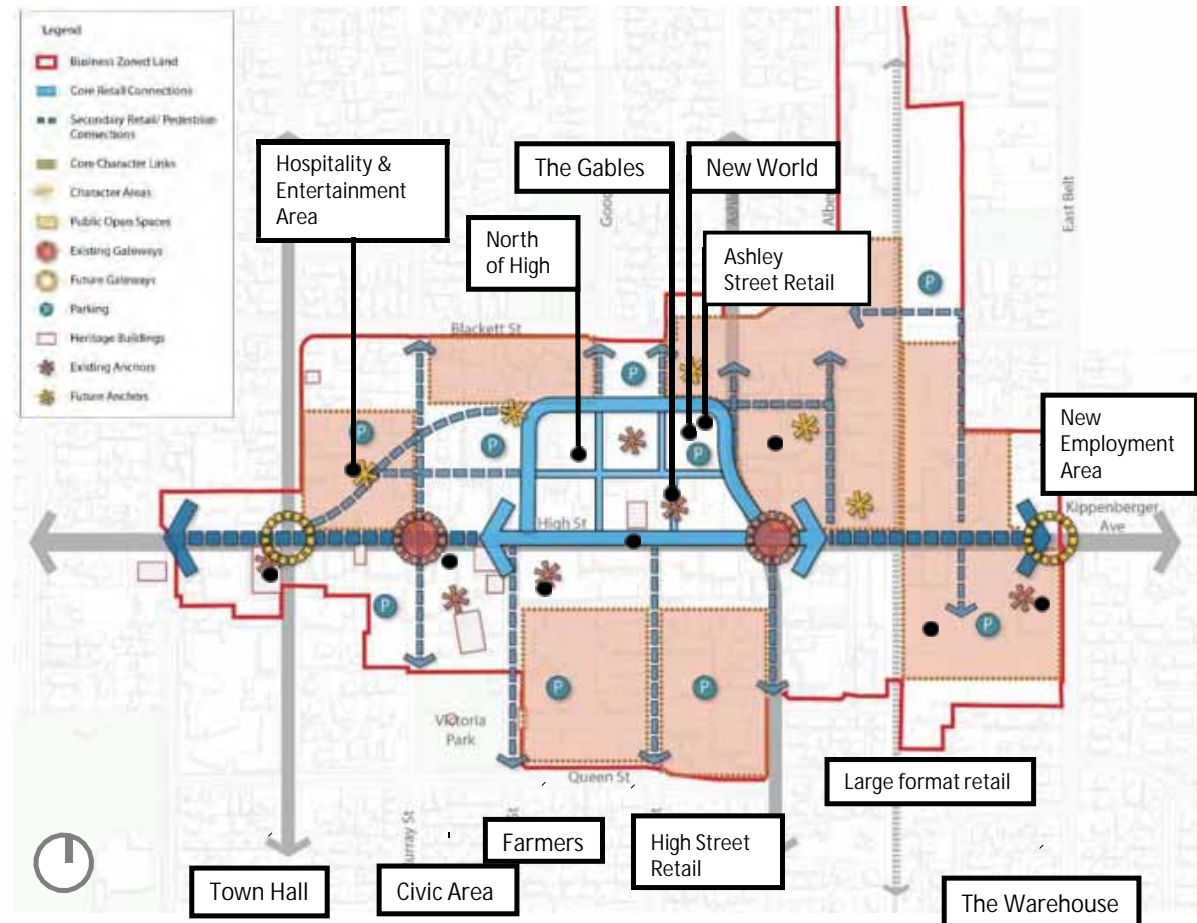


## Key Concept – Reinforce Existing Anchors and Introduce New Ones

There is a need to build on the network of existing anchors that currently draws people into the town centre and introduce new anchors that create new places, activities and experiences.

### Key Objectives:

- Support future anchors by increasing the intensity of uses around them.
- Expand the definition of what an anchor means in the context of Rangiora in order to increase options for a diversity of local services, employment, medium/larger format retail and hospitality/entertainment.
- Adapt a flexible approach to anchors, such as clustering of smaller scale uses, e.g. Gables Arcade.

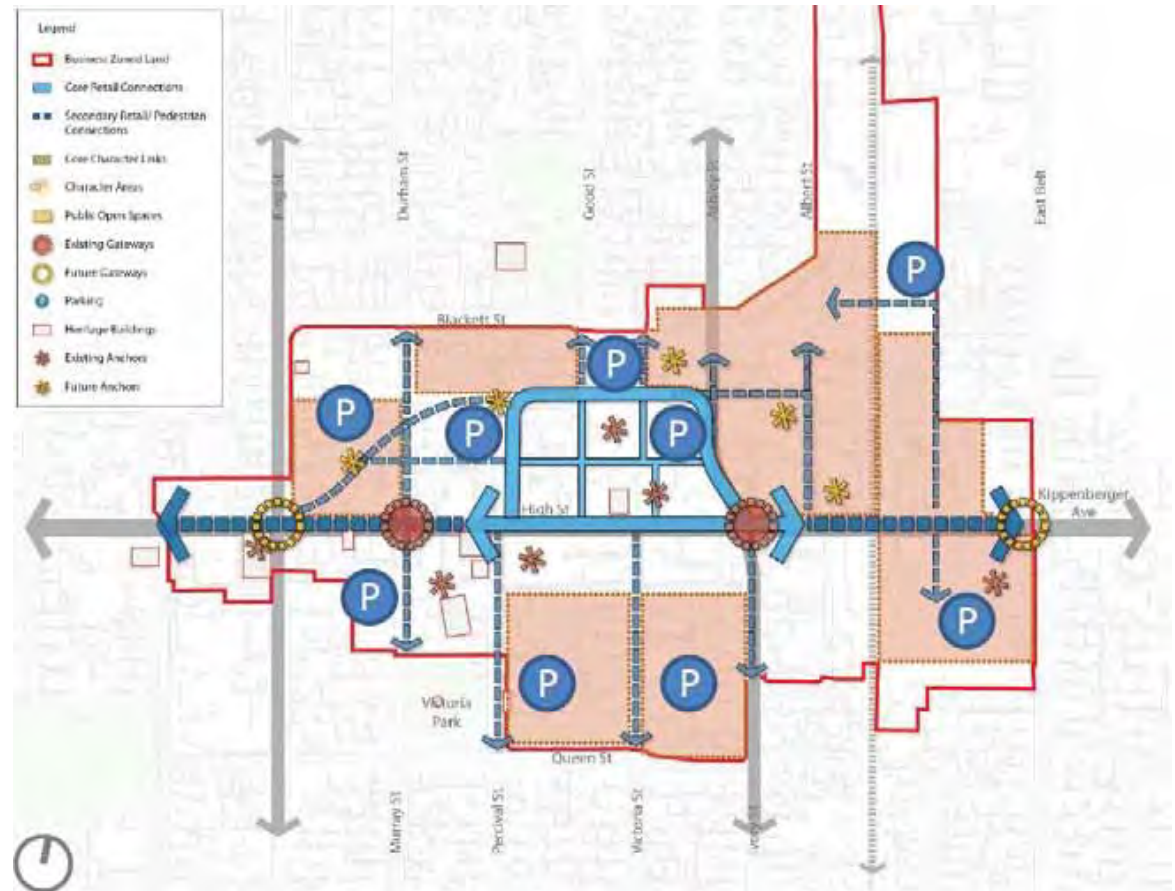


## Key Concept – Develop Car Parking Clusters on the Periphery

Car parking plays a key role in the retail success of the town centre. Parking should be located to support key anchors, character areas and wider retail and pedestrian circuits.

### Key Objectives:

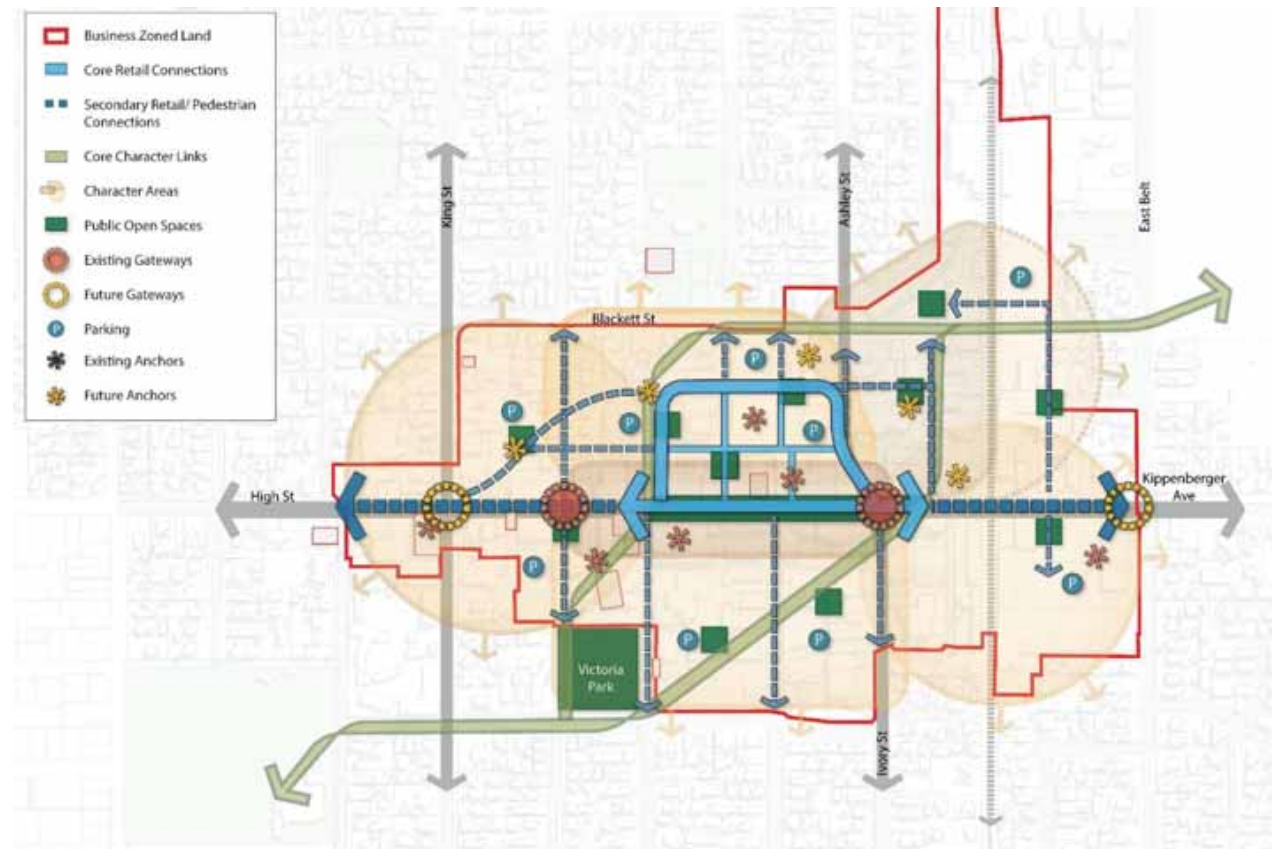
- Locate parking on the outside of the core retail area
- Locate parking in clusters.
- Parking clusters should be visible, supported by key pedestrian connections and reinforce key anchors with smaller format uses in between to benefit from the passing foot traffic.
- Introduce future parking areas to support growth areas, potential park and ride opportunities and future alternative land uses.
- Integrate low impact design principles into parking areas.

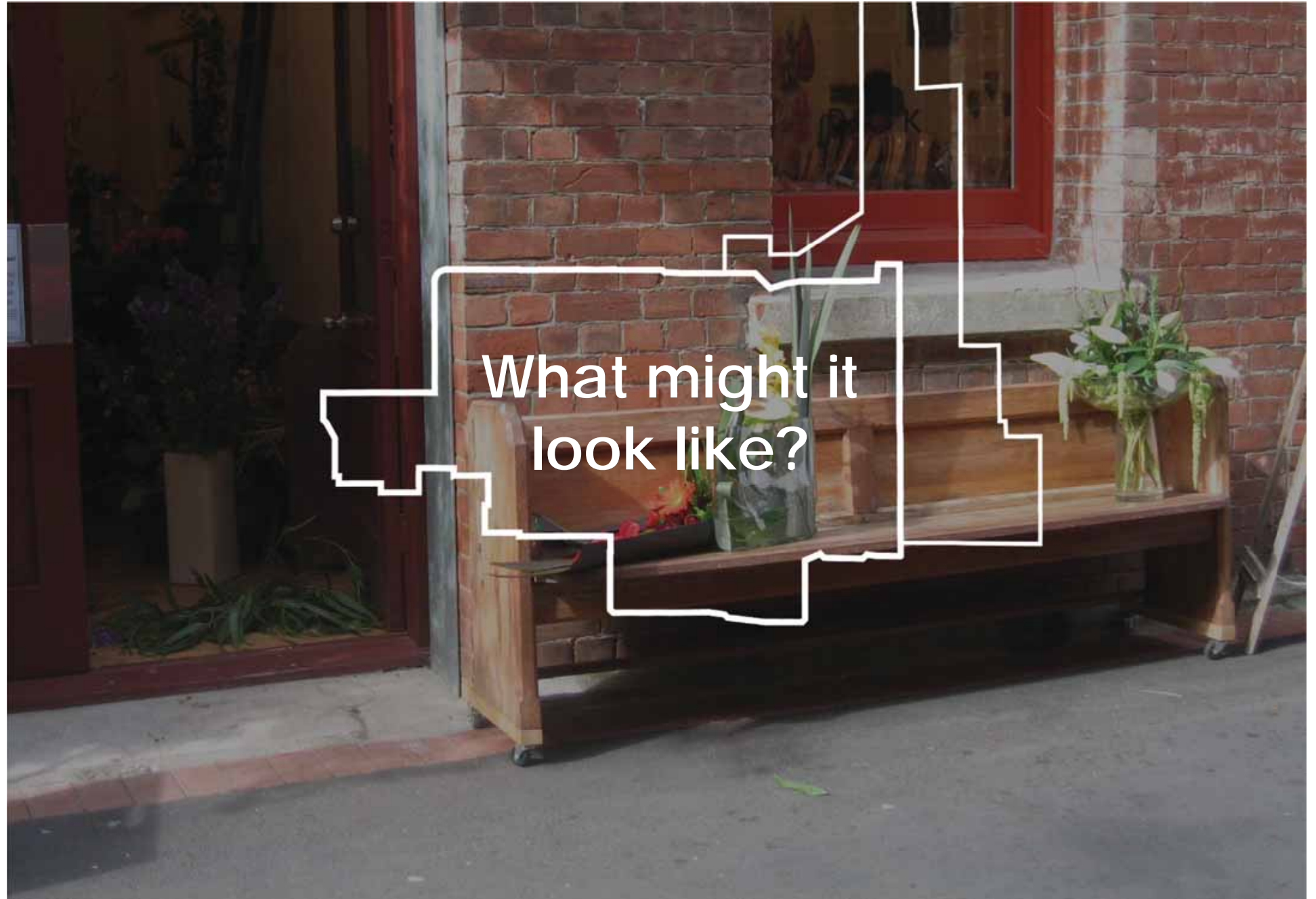


## Putting the Key Concepts Together

### Overarching Concepts:

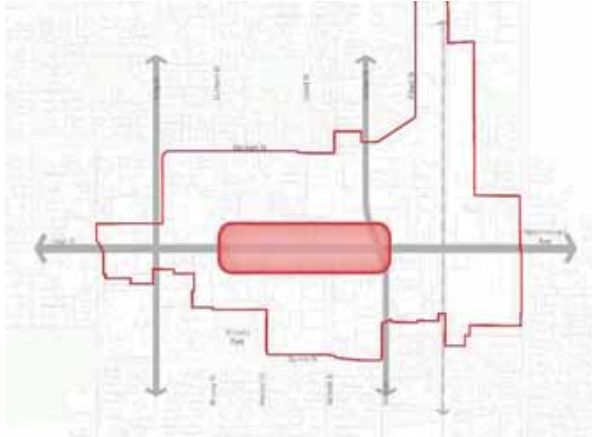
- A green ribbon network (**core character links**) that enables new pedestrian gateways and connections, a change in the shape and focus of the centre and an opportunity to draw the rural character into the centre.
- A focus on the core town centre including **core retail connections** to create an intensity of uses to support its growth.
- Ensure development occurs in the optimal location (particularly along **core and secondary retail connections**) and the longer term vision for a compact town centre.
- Strengthen the uniqueness of the town centre through development of different **character areas**.
- Provide order and structure to the town centre through legible **gateways**, connections between key **anchors**, **parking clusters** in key peripheral locations and flexibility for growth.
- Create attractive, safe and distinctive **public open spaces** and key people attractions.







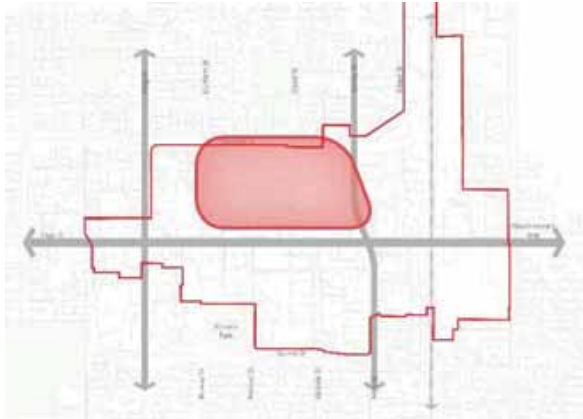
## 'High Street' Character Area



- Primary shopping street with primary active frontages.
- Mixed-mode pedestrian priority environment.
- Emphasis on built heritage and local character.
- Test bed for small businesses and creativity (placemaking initiatives).
- Focus future built development on local assets and supporting local businesses.



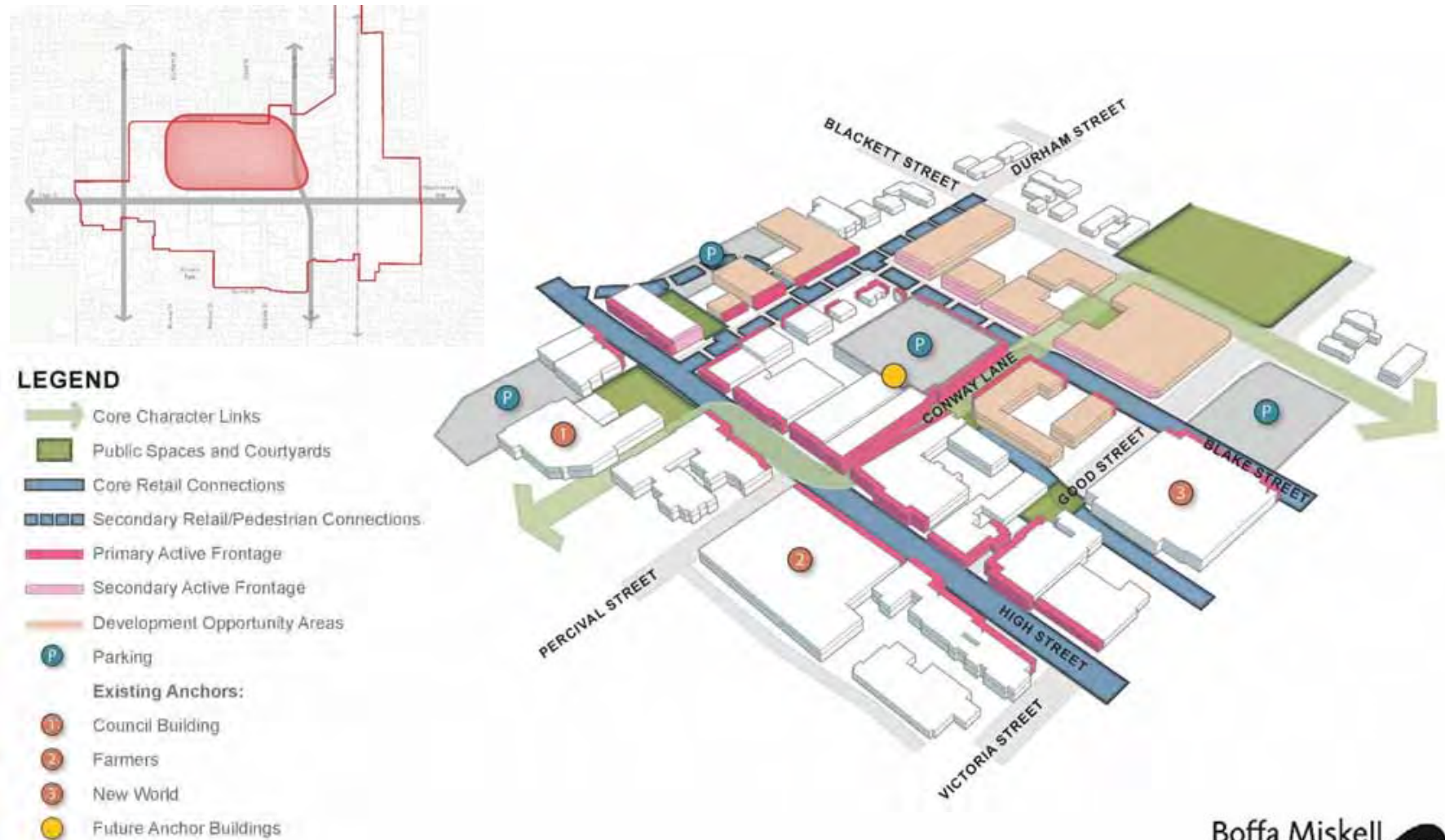
## 'North of High' Character Area



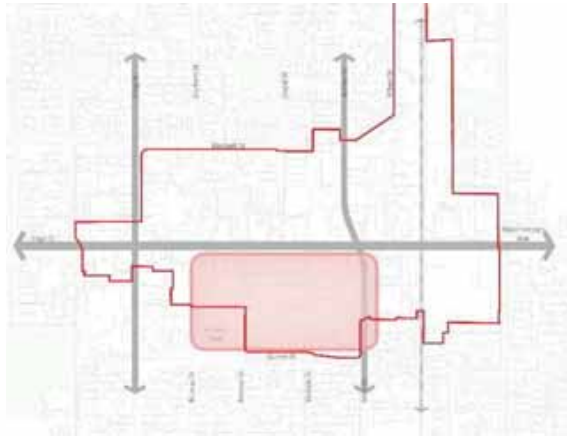
- Laneways concepts.
- Mixed hospitality/ retail with some residential to the north.
- Reuse and adaptation of existing building forms.
- Flexible event spaces to encourage and support surrounding activity.
- Primary and secondary active frontages along key pedestrian connections.



## 'North of High' Character Area – Key Development Opportunities



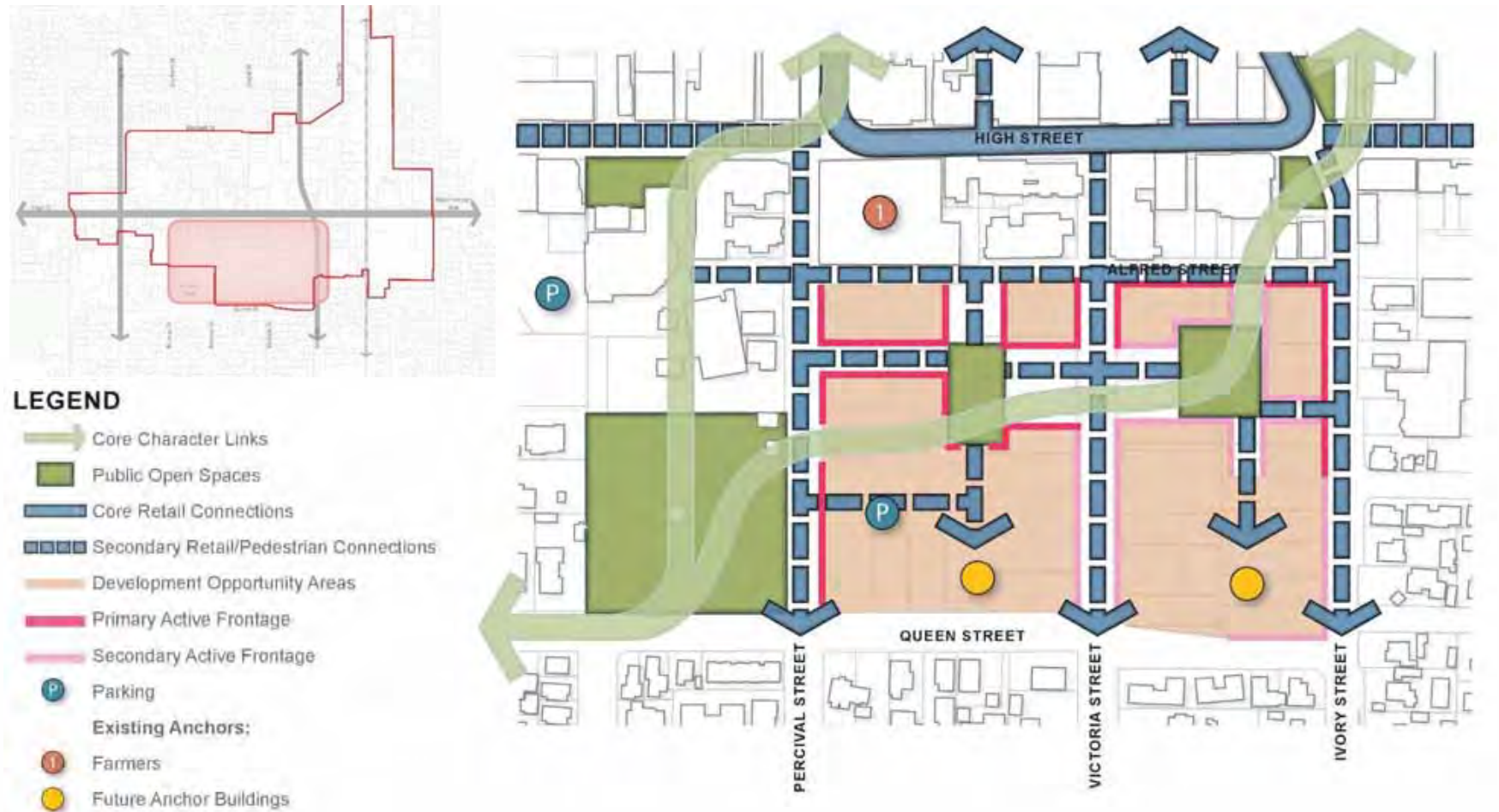
## 'South of High' Character Area



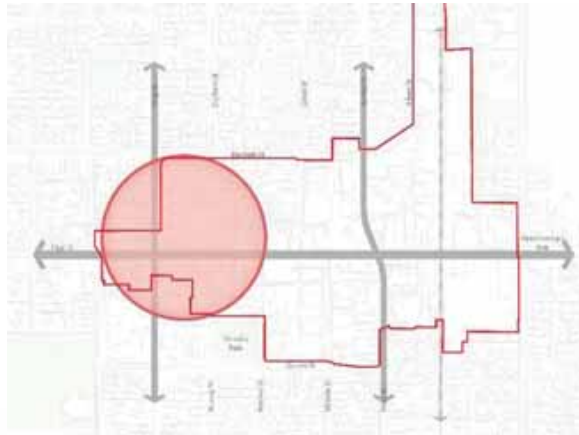
- Mixed use, residential, commercial, retail and secondary retail activities.
- A mixture of high amenity courtyards, laneways and streets that supports a mixed use environment.
- Potential repurposing of existing buildings for a range of retail uses.
- Combination of townhouses and apartments set around communal spaces adjacent to adjoining residential areas.



## 'South of High' Character Area – Key Development Opportunities



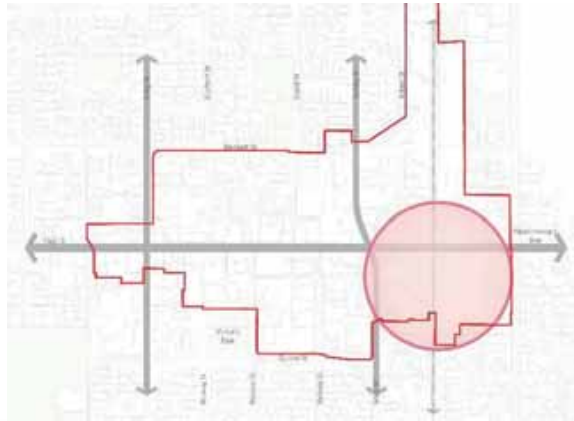
## 'Western Gateway' Character Area



- Mixed use environment with a focus on the evening economy, arts, hospitality and entertainment.
- Activities to complement the Town Hall / cinema offering.
- Creation of public spaces as a focal point for hospitality and entertainment uses.
- Event programming of spaces to get a entertainment focus (placemaking).



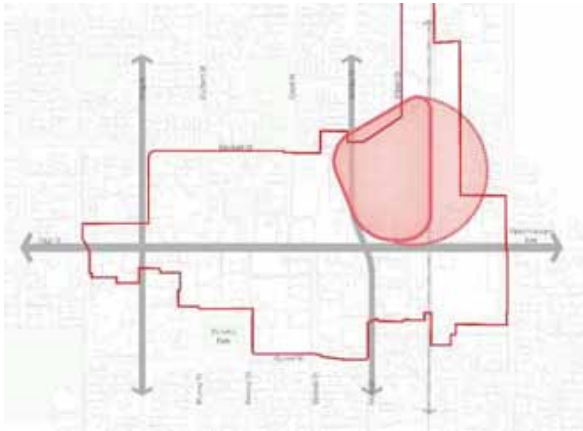
## 'Eastern Gateway' Character Area



- Mixed use with a focus on medium and large format retail, with some commercial uses and elements of residential.
- Visually integrated with High Street with a continuation of high amenity, landscaped public space and pedestrian priority.
- Integrated car parking not dominating the street front.



## 'Station Corner' Character Area

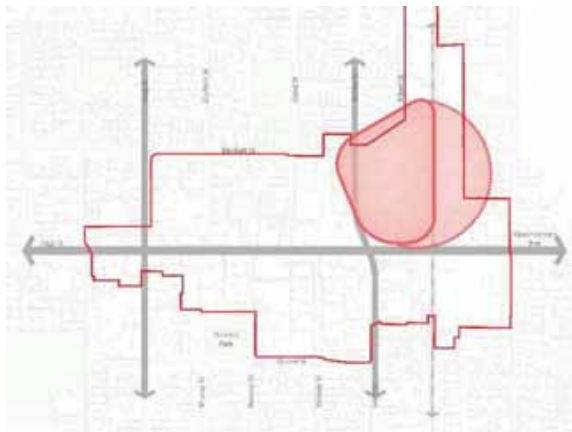


- Adaptive reuse of existing buildings to create mixed use character commercial spaces with reference to pass rural activity.
- Pockets of residential where enabled to assist the transition towards the nearby residential areas.
- Co-working space.
- Incorporate education providers to bring employment and education closer together.
- Include high quality open space for events and amenity.
- Enable future development of a transport node.

















## 'Station Corner' Character Area - Key Development Opportunities



### LEGEND

-  Core Character Links
-  Public Spaces and Courtyards
-  Core Retail Connections
-  Secondary Retail/Pedestrian Connections
-  Primary Active Frontage
-  Secondary Active Frontage
-  Development Opportunity Areas
-  Parking
- Existing Anchors:**
-  1 Railway Station / Station Cafe
-  2 The Gables Arcade
-  3 The Cenotaph / Ivory Bar
-  Future Anchor Buildings





## **Rangiora Town Centre Strategy - Traffic and Parking Assessment**

**Waimakariri District Council**





Insightful solutions. Empowering advice.

# Rangiora Town Centre Strategy – Traffic and Parking Assessment

## Waimakariri District Council

### Quality Assurance Information

**Prepared for:** Waimakariri District Council  
**Job Number:** WMKDC-J081  
**Prepared by:** Jay Baththana, Senior Transportation Engineer  
**Reviewed by:** Matthew Noon, Associate Transportation Planner

Date issued	Status	Approved by
		Name
6 December 2019	DRAFT	Matthew Noon
8 January 2020	FINAL	Matthew Noon

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## 1. Introduction

The Waimakariri District Council (WDC) is embarking on the preparation of structure plans for Rangiora east and west to plan for future residential growth. Linked with the Rangiora Structure Plan is a review of the Rangiora Town Centre (RTC) Strategy, which was adopted in 2010, to ensure the Rangiora town centre is successful, vibrant and functional going forward and meets the needs of a growing local and District retail, services and employment catchment population.

The structure plans and the revised RTC Strategy will provide frameworks for Council decisions to be made as part of a coordinated programme.

As part of a combined project team, comprising of WDC officers and Boffa Miskell (planning and design consultants), Abley were asked to provide expert transport and parking advice in support of the plan development.

This is the second of two reports which detail the transport matters in Rangiora, the first, titled Rangiora Town Centre - Transport Issues and Opportunities issued in May 2019 looked at transport elements that should be considered by the Council and wider community to enable the vision for Rangiora to be realised while this report considering:

- Future Land use
- Car Parking
- Traffic Modelling
- Future of Transport

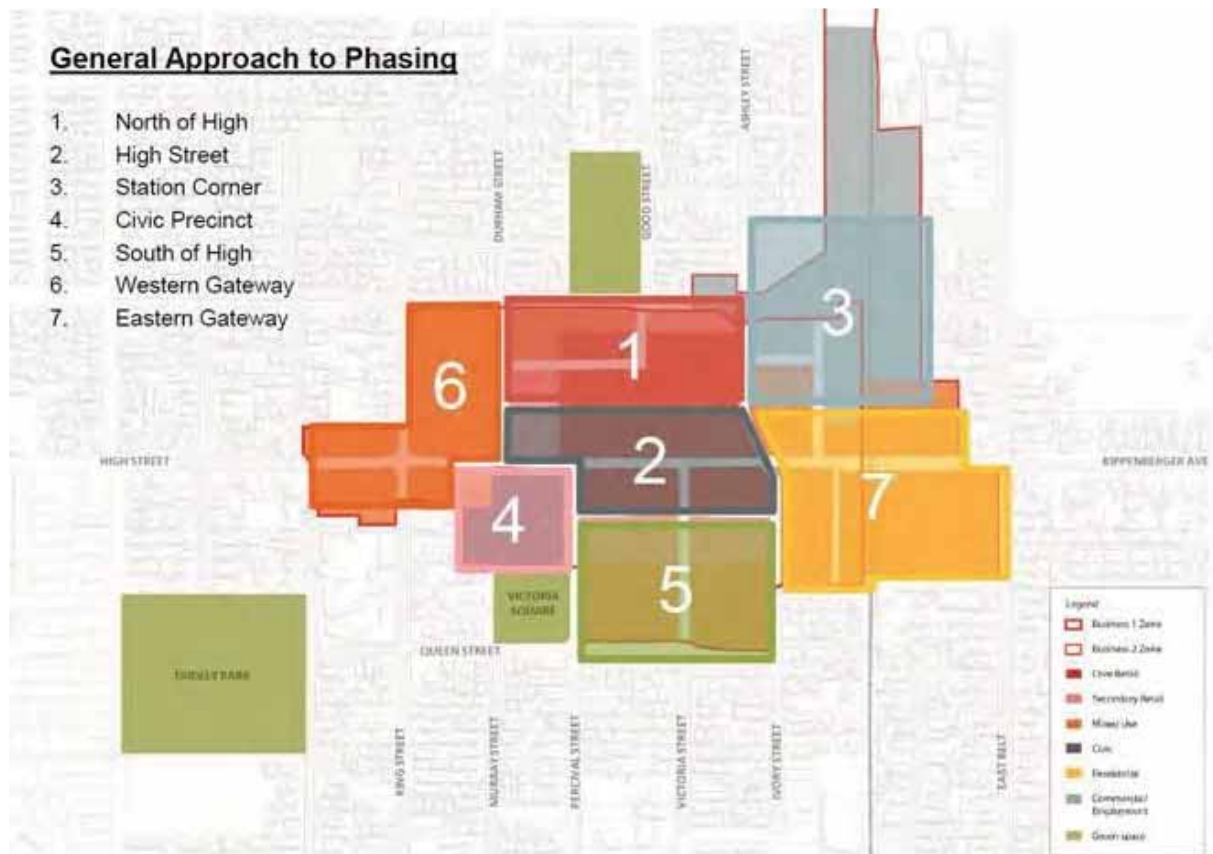
While this document can be considered independently, it is recommended that it should be read in conjunction with the other reports prepared as part of the development process.

## 2. Future Land Use Scenarios

Future land use estimates for the expansion of the town centre were provided by Boffa Miskell. Different types, and scale, of land uses were considered across the following categories:

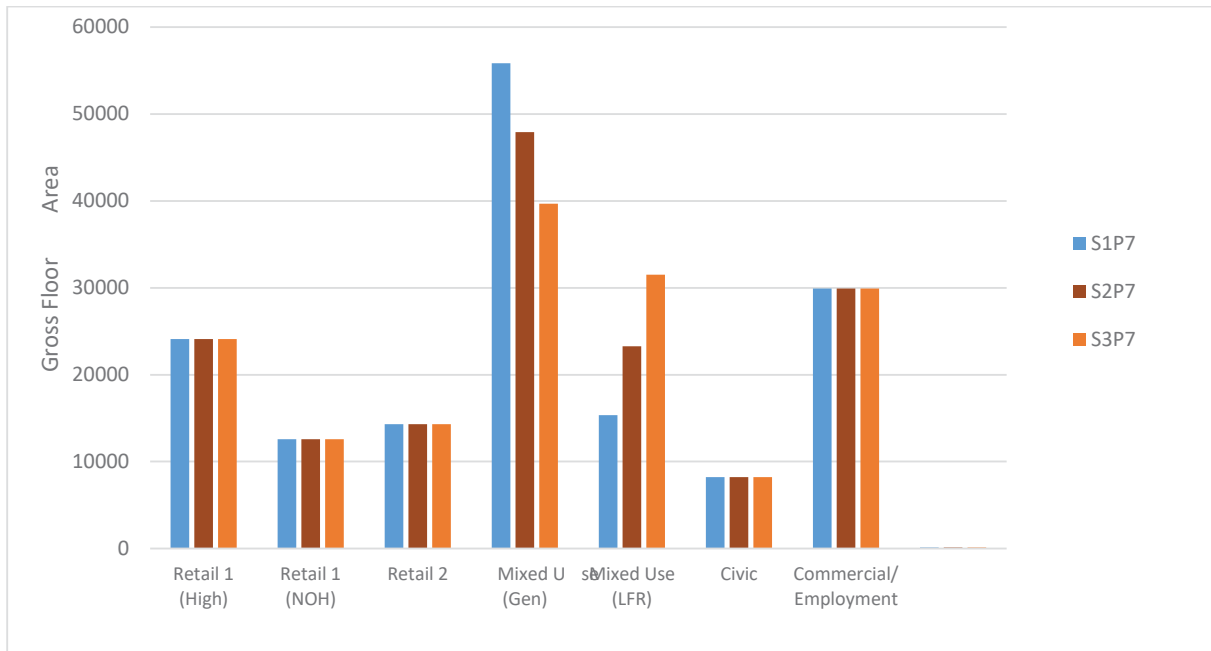
- Retail
- Mixed Use (General)
- Mixed Use (Large Format Retail)
- Civic
- Commercial/ Employment
- Residential Units

Seven development areas, as shown in **Figure 2.1** were defined and were used to inform how different land use mixes could be phased.



**Figure 2.1** RTC Expansion Development Phases

For each land use, three growth scenarios were developed that reflected different combinations of total gross floor areas (GFA) that may occur. While the majority of land use types remained consistent within the scenario's, significant variations did occur with respect to the GFA for Mixed Use General and Mixed-use Large Format Retail (LFR), as shown in **Figure 2.2**.



**Figure 2.2** Land use scenario comparison

For assessment purposes, it was agreed that Scenario 1 Phase 7 (S1P7) would be used as the maximum forecast growth for the 2048 design year. From the 2017 base model to 2048 model, the total land use within RTC is forecasted to increase by approximately 30% (90,280sqm to 114,984 sqm) which was based on the Waimakariri District Development Strategy.

Adjustments were made to the 2048 land use GFA to reflect the future land use estimates provided by Boffa Miskell, to obtain the 2048 S1P7 land use (30% background growth) scenario. Adjustments include:

- adding 55,840m<sup>2</sup> of mixed use (general) and 15,338m<sup>2</sup> of mixed use (large format) into the town centre zones in the model based on Boffa Miskell estimates for S1P7.
- Adding mixed use (general) and mixed use (large format) forecasts into the model required the removal or reduction of certain land use areas where these are expected to be replaced by mixed use (general) or mixed use (large format) such that estimates were not double counting. For example, part of a town centre zone was assumed to be offices in the 2048 (base) model but Boffa Miskell estimated that this will be replaced by mixed use (general) in the 2048 S1P7 scenario. Therefore, the offices land use is removed from that zone and mixed use (general) land use is added to that zone.

Following the initial assessment, it was considered that the 30% town centre growth over 30 years may not be conservative. A review of the land use estimates provided by Boffa Miskell shows that a 50% growth is expected from the existing scenario to the S1P7. Therefore the RTC growth was increased by 50%.

A table detailing the expected GFA land use changes was produced by Boffa Miskell, summarised in **Table 2.1**, and was used to inform the traffic modelling undertaken.

**Table 2.1** Modelled scenario land use GFA

Land Use	2017 Base Model	2048 Base Model	2048 S1P7 Model	2048 S1P7 (50% growth) Model
Retail	10,888	12,964	6,071	7,005
Office	18,541	24,103	15,410	17,781
Commercial	46,103	58,744	38,798	44,767

Land Use	2017 Base Model	2048 Base Model	2048 S1P7 Model	2048 S1P7 (50% growth) Model
Industrial	14,749	19,174	4,599	5,307
Mixed Use (Gen)	-	-	55,840	55,840
Mixed Use (LFR)	-	-	15,338	15,338
<b>Total</b>	<b>90,280</b>	<b>114,984</b>	<b>136,057</b>	<b>146,038</b>



## 3. Traffic Modelling

### 3.1 Model history

Traffic modelling was conducted in Paramics Discovery, a micro simulation traffic model which reproduces real world traffic conditions for detailed individual vehicle behaviour on a defined road network.

The first Rangiora Paramics model was built in 2010 for the Rangiora Town Centre 2020 (RTC2020) project and the base model has been regularly updated, most recently in 2017, to support additional planning activities and to account for higher traffic growth experienced following the 2010/11 earthquake sequence.

The 2017 update included the forecast impacts of the 2048 District Development Strategy (DDS) to determine the corresponding future infrastructure requirements. This 2048 DDS model was therefore used as the base model to test the RTC future land use scenarios described in Chapter 2.

### 3.2 Modelling Approach

Paramics models utilise a set of traffic demands based on trips in the modelled network having an origin and destination which are combined into a trip matrix. **Figure 3.1** shows the origins and destinations in the study area as well as the road network structure that was adopted. This approach allows changes, such as a road closure or turning restrictions, to be tested and its impacts on the wider network to be assessed.



**Figure 3.1** RTC zones

## Assumptions

For modelling purposes, the following assumptions were made:

- The evening peak period (4-6pm) was to be assessed. This period was considered the most appropriate to test network effects based on observed network performance.
- To inform the trip generation rates, a traffic survey at the existing LFR was conducted in September 2019. This survey was primarily to validate the mixed-use trip rate used in the model.
- The Eastern Arterial Road (EAR) was removed from the 2048 road network as it was agreed that the RTC expansion will occur prior to the opening of the EAR.
- Minor changes to the traffic network was made to reflect changes from 2017 to present.
- Improving pedestrian connectivity and amenity within the RTC expansion area was important to all stakeholders.

When aligning Boffa Miskell zones to the Paramics model zones the following manual adjustments were also made;

- Zone boundaries were modified by adding in 4 new zones to the town centre in S1P7 to better match the mixed use (gen) and (LFR) areas shown in the Boffa's diagram. This helps with trip distribution in the model
- The total of 55840m<sup>2</sup> of mixed use (gen) is split between the town centre zones 205 to 210. The split of the mixed use (gen) between these zones is proportioned roughly based on the estimated area of mixed use (gen) in each zone measured from Google.
- Some zones would have a reduced land use due to the zone boundary adjustments
- Some zones only had a portion of it changing to mixed use (gen). In this case, we estimated the proportion of area within the zone that remain unchanged (i.e. say keep 70% of existing land use and the remaining 30% replaced by mixed use (gen) in the zone).

## 3.3 Model Scenarios

For an adequate assessment of effects on the RTC road network, the following scenarios were tested:

- a) 2048 Base (includes EAR)
- b) 2048 S1P7 (includes EAR)
- c) 2048 S1P7 (excluding EAR)
- d) 2048 S1P7 (excluding EAR)
  - i) Exclusive pedestrian crossing (existing cycle time)
  - ii) Exclusive pedestrian crossing (extended cycle time)

Following initial testing, the exclusive pedestrian crossing with the current cycle time of 90 seconds option was discounted as the diagonal crossing distance of 30m required more than 30 seconds of crossing time, which had a detrimental effect on the operation of the whole intersection and adjacent intersections. Increasing the cycle time to 120 seconds did not relieve this situation. The idea was discounted.

- e) 2048 S1P7 (excluding EAR)
  - i) Blackett/ Ashley as signalised X intersection (Burt Street unchanged)
  - ii) Blackett/ Ashley as signalised X intersection (Burt Street & Albert Street left in - left out only)
  - iii) Blackett/ Ashley as signalised T intersection (Blackett Street and Burt Street local traffic only)

The above scenarios resulted in unsatisfactory performance at Cenotaph corner and nearby intersections.

As a result of the modelling, a centralised car parking facilities was introduced to divert traffic away from Cenotaph corner. The traffic distribution of the model showed that the majority of trips starting or ending in the RTC were either arriving/ leaving from the east, west or south. Therefore, three areas with a combined capacity of 600-700 parking spaces were identified as best locations to divert traffic away from Cenotaph corner. These locations are shown in **Figure 3.2**.



**Figure 3.2** Centralised car parking locations

Stakeholder feedback also identified a desire for an improved pedestrian crossing facility across Ashley Street to support the expansion of the RTC to the southeast. With the modelling having identified that the signalisation of the Blackett Street/ Ashley Street intersection would have negative effects on the wider network, a signalised mid-block pedestrian crossing in line with Burt Street was considered. This would also enable Burt Street to become a shared space that would connect to the North of High development via the new crossing.

Council also requested modelling to be undertaken looking at the potential of a new level crossing connecting Keir Street to Blackett Street. While decisions related to the rail network are at KIWI RAIL discretion, fundamentally a level crossing would support the RTC expansion by relocating the north – east traffic to the periphery of the RTC.

Consequently, the following scenarios were also tested.

- f) 2048 S1P7 excluding EAR (50% background growth) with centralised parking
  - i) Burt Midblock crossing and keep roundabout at Blackett Street
  - ii) Vehicle crossing in line with Keir Street/ Blackett Street
  - iii) Vehicle crossing in line with Keir with signals at Blackett Street/ Ashley Street and High Street/ East Belt.

### **Model Outputs**

A key metric from the model is the expected Level of Service (LOS) that is likely on the approach to, and through, each intersection. A general description of level of service is given in **Table 3.1**. As a standard, the desired intersection LOS during peak demand periods within the town centre environment at or above LOS C.

**Table 3.1** LOS definitions

Level of Service Band	General Traffic Flow Description
<b>LOS A</b>	Primarily free-flow operation
<b>LOS B</b>	Reasonably unimpeded operation
<b>LOS C</b>	Stable operation
<b>LOS D</b>	A less stable condition in which small increases in flow may cause substantial increases in delay and decreases in travel speed
<b>LOS E</b>	Characterised by unstable operation and significant delay
<b>LOS F</b>	Characterised by flow at extremely low speed. Congestion is likely occurring at the boundary intersections, as indicated by high delay.

The performance at key intersections within the RTC road network for each of the scenarios is summarised below.



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### Cenotaph Corner (Ashley/Ivory/High)

Approach	Movement	S1P7 ( no E AR)			S1P7( no E AR)C ar parks			S1P7( no E AR) - c lose + B urt k eep R AB			S1P7( no E AR) - B urt M keep R AB			S1P7( no E AR) - B urt M + n orth lin k			S1P7( no E AR) - nor signals E B elt		
		Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS
Ashley S t	Left	237	61	E	196	51	D	301	80	E	157	40	D	223	67	E	253	33	C
Ashley S t	Thru	196	57	E	240	47	D	166	75	E	258	37	D	206	58	E	292	30	C
Ashley S t	Right	3	16	B	5	31	C	3	16	B	8	21	C	3	23	C	8	24	C
High S tE	Left	257	41	D	269	37	D	256	53	D	261	50	D	255	50	D	228	32	C
High S tE	Thru	151	41	D	140	34	C	147	53	D	151	50	D	143	52	D	137	33	C
High S tE	Right	324	45	D	246	36	D	341	62	E	327	56	E	303	61	E	195	34	C
Ivory t S	Left	4	11	B	2	3	A	3	17	B	4	9	A	2	15	B	5	19	B
Ivory S t	Thru	450	27	C	423	23	C	384	30	C	438	18	B	377	31	C	405	24	C
Ivory S t	Right	249	59	E	248	51	D	254	67	E	238	43	D	255	61	E	237	55	D
High S tW	Left	6	72	E	6	81	F	4	50	D	2	13	B	2	28	C	4	63	E
High S tW	Thru	81	89	F	81	73	E	113	92	F	55	69	E	80	103	F	57	120	F
High S tW	Right	2	23	C	3	11	B	4	46	D	1	0	A	2	12	B	3	36	D
Intersection		1959	47	D	1858	40	D	1975	60	E	1899	41	D	1850	55	D	1823	36	D

### Cone St/High St

Approach	Movement	S1P7 ( no E AR)			S1P7( no E AR)C ar parks			S1P7( no E AR) - c lose + B urt k eep R AB			S1P7( no E AR) - B urt M keep R AB			S1P7( no E AR) - B urt M + n orth lin k			S1P7( no E AR) - nor signals E B elt		
		Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS
High S tE	Thru	846	13	B	828	10	A	742	15	C	734	12	B	698	14	B	557	2	A
High S tW	Thru	641	2	A	612	2	A	720	3	A	534	4	A	645	1	A	576	6	A
Cone S tS	Left	80	181	F	70	54	F	65	35	D	71	33	D	68	36	E	71	9	A
Intersection		1566	181	F	1510	54	F	1527	35	D	1339	33	D	1411	36	E	1204	9	A

## Blackett St/Ashley St

Approach	Movement	S1P7 ( no E AR)			S1P7 ( no E AR) C ar parks			S1P7 ( no E AR) - c lose + B urt k eep R AB			S1P7 ( no E AR) - B urt N keep R AB			S1P7 ( no E AR) - B urt N + n orth lin k			S1P7 ( no E AR) - n or signals E B elt		
		Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS
Ashley S t S	Left		321	13 B		228	9 A		302	8 A		302	15 B		234	19 B		150	29 C
Ashley S t S	Thru		314	13 B		331	10 B		310	10 A		339	15 B		325	20 C		374	31 C
Ashley S t S	Right		38	10 A		37	9 A		52	10 A		47	13 B		50	18 B			
Ashley S t S	Right2		2	0 A		1	10 B					26	12 B		11	15 B		39	30 C
Blackett S t E	Left		3	13 B		2	4 A					4	10 A		47	215 F		84	24 C
Blackett S t E	Thru		114	36 D		107	8 A					9	5 A		155	153 F		258	25 C
Blackett S t E	Right		14	67 E	28	10 B					4	11 B		28	100 F		62	27 C	
Blackett S t E	Right2		3	32 C		2	2 A					1	0 A		12	126 F			
Ashley S t N	Left		0	0 A		0	0 A		0	0 A		0	0 A		0	0 A			
Ashley S t N	Left2		14	8 A		27	7 A					23	7 A		33	15 B		27	17 B
Ashley S t N	Thru		153	36 D		173	17 B		149	44 D		188	17 B		178	48 D		229	20 C
Ashley S t N	Right		38	23 C		29	7 A		35	23 C		25	9 A		41	19 B		12	58 E
Edward S t N	2 Left		12	24 C		17	18 B					16	14 B						
Edward S t N	2 Left2		34	42 D		56	22 C		42	87 F		54	20 C						
Edward S t N	2 Thru		54	52 D		63	16 B		54	83 F		73	18 B						
Edward S t N	2N Right		0	0 D		0	0 A		0	0 A		0	0 A						
Blackett S t W	Left		46	13 B		47	11 B		55	14 B		50	12 B		51	15 B		45	12 B
Blackett S t W	Left2		75	13 B		70	9 A		97	17 B		70	10 B		41	16 B			
Blackett S t W	Thru		258	16 B		202	10 A					266	10 B		177	13 B		212	14 B
Blackett S t W	Right		252	23 C		221	13 B		281	30 C		180	15 B		205	36 D		490	15 B
Intersection		1743	21	C	1641	11	B	1377	23	C	1676	14	B	1587	45	D	1982	22	C



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### Albert St/High St

Approach	Movement	S1P7 ( no E AR)			S1P7 ( no E AR) Ca r parks			S1P7 ( no E AR) - c lose + B urt k eep R AB			S1P7 ( no E AR) - B urt M keep R AB			S1P7 ( no EA R) - B urt M + nor th l ink			S1P7 ( no E AR) - nor signals E B elt		
		Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS
High S t E	Thru		732	43 E	655	35	E	744	57	F	739	52	F	701	54	F	559	32	D
High S t E	Right		118	16 C		175	12	B											
High t \$	Left		22	1 A		18	1	A		42	2	A		28	1	A	80	2	A
High S t W	Thru		641	1 A		612	2	A		720	2	A		533	3	A	643	4	A
Albert S t N	Left		313	38 E	264	34	D	89	11	B	311	15	C	91	6	A	90	14	B
Albert S t N	Right		9	55 F		11	117 F												
Intersection		1834	55	F	1734	117	F	1630	101	F	1611	52	F	1478	54	F	1306	32	D

### East Belt / High St / Kippenberger Signals

Approach	Movement	S1P7 ( no E AR)			S1P7 ( no E AR) C ar parks			S1P7 ( no E AR) - c lose + B urt k eep R AB			S1P7 ( no E AR) - B urt M keep R AB			S1P7 ( no E AR) - B urt M + n orth lin k			S1P7 ( no E AR) - B urt M + n orth lin k		
		Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS	Flow	AvgDly	LOS
EB elt S	Left																90	18	B
EB elt S	Thru																54	71	E
EB elt S	Right																10	53	D
Kippenberger	Left																16	47	D
Kippenberger	Thru																355	59	E
Kippenberger	Right																258	53	D
EB elt N	Left																303	48	D
EB elt N	Thru																59	62	E
EB elt N	Right																6	33	C
High S t W	Left																18	43	D
High S t W	Thru																420	53	D
High S t W	Right																70	45	D
Intersection																	1659	52	D

### 3.4 Traffic Model Findings

In most scenarios the overall LOS of the intersection is at LOS D or higher which is unacceptable in the context of RTC.

Key findings from the traffic modelling include:

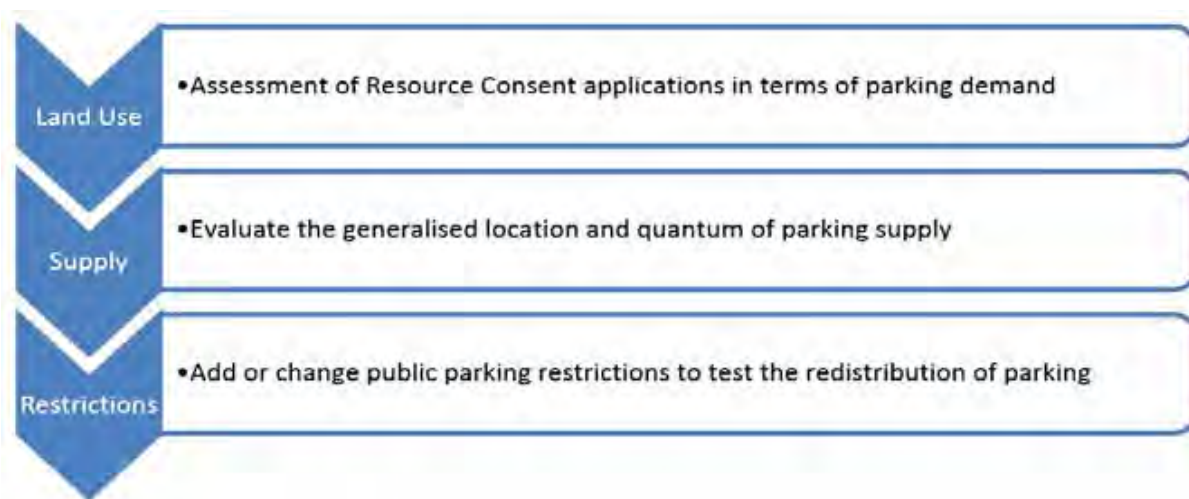
- Minor changes to Cenotaph corner and/or its vicinity, forces key movement traffic to use residential streets to bypass the town centre.
  - Cenotaph corner is very sensitive to any changes to the intersection itself, or the surrounding road network. Changes that may impact the journey time through the intersection, such as increased pedestrian crossing times, would displace traffic onto surrounding residential streets to bypass the town centre.
- High Street between Ivory Street and East Belt is congested, limiting opportunities for traffic from Cone Street/ Albert Street to enter High Street.
  - Over the PM peak period the queues on High Street from the Cenotaph corner intersection extends as far as East Belt, which means any traffic leaving/ entering side roads or businesses cannot enter High Street, resulting in poor intersection performance overall.
- Exclusive pedestrian phase at Cenotaph Corner not viable due to the long crossing distance/ phase time.
  - The diagonal crossing distance of 30m requires more than 30 seconds of crossing time, allocating this time to pedestrians had a detrimental effect on the operation of the whole intersection and adjacent intersections.
- Closing Blackett Street will push traffic to Burt Street and vice versa and worsen the performance of Cenotaph Corner.
  - Even though Albert Street is a local access road, it is heavily used by traffic to bypass Cenotaph corner and any future restrictions to this corridor would divert traffic back to Cenotaph corner resulting in poor performance overall. Shifting traffic away from Albert Street/ Burt Street was necessary to provide a better pedestrian streetscape.
- Centralised future parking provision to relieve Cenotaph Corner results in satisfactory performance.
  - Currently due to Cenotaph corner being the south/ eastern gateway to the town centre, most town centre traffic arrive or depart via Cenotaph corner. This is due to car parking for those businesses/ activity being on the same site. Restricting on-site private parking and relocating public parking to the periphery of the town centre forces traffic away from Cenotaph corner.
- Ultimate solution to improve network efficiency would be to close Wales Street as a rail crossing and connect Keir Street to Blackett Street via a new rail crossing (discussed further in Section 6).
  - Traffic modelling shows significant improvement on the operation of Cenotaph corner and High Street corridor. However, the feasibility of a new vehicle crossing needs to be discussed with KIWIRAIL.
- However, if the above option is not viable, converting Burt Street to a local access only shared space and installing a signalised mid-block crossing to connect the northeast expansion area to Blake Street/ North of High development is satisfactory
  - Stakeholder feedback identified a desire for an improved pedestrian crossing facility across Ashley Street to support the expansion of the RTC to the southeast. This would also enable Burt Street to become a shared space that would connect to the North of High development via the new crossing was considered a desirable urban design outcome.



## 4. Car Parking

In addition to investigating the potential impact of changes to the road network and its performance, the impact on car parking within the RTC was also assessed. The purpose was to understand what the effects of increased development would have regard to parking supply and management, as well as what phasing may be required for significant infrastructure changes to the existing parking supply to accommodate the parking demand expected with the RTC expansion.

This process was informed by the Rangiora Town Centre Parking Model which considers three key components, as shown in **Figure 4.1** which impact parking provision: land use, parking supply and parking restrictions.



**Figure 4.1** Parking model considerations

The model is an indicative tool for the Council to assess parking demand within the study area, however it is not a substitute for detailed parking assessments. The model can help inform the impact of development on existing parking supply/ demand and indicates changes necessary to reduce the effects on the town centre parking provision.

Considering the RTC expansion will result in an increase in land use within the RTC, the parking model was considered appropriate to inform the future parking needs of the RTC expansion.

The parking model was updated in 2019 when three new parking zones were added to the model. Parking surveys were conducted in September 2019 to capture demand/ supply of these new zones.

### 4.1 Parking Supply

Within the town centre, there are approximately 3,647 parking spaces, the majority being private, off-street provision. Off-street private car parks are parking spaces that are restricted to the staff/ customers of businesses.

WDC currently anticipates a number of changes to the town centre parking supply in the near future, such as the redevelopment of land in the vicinity of Durham Street. Based on the supplied information, 194 parking spaces were added to the RTC parking supply prior to adding the demand created by S1P7. The locations of these anticipated changes are shown in **Figure 4.1**.

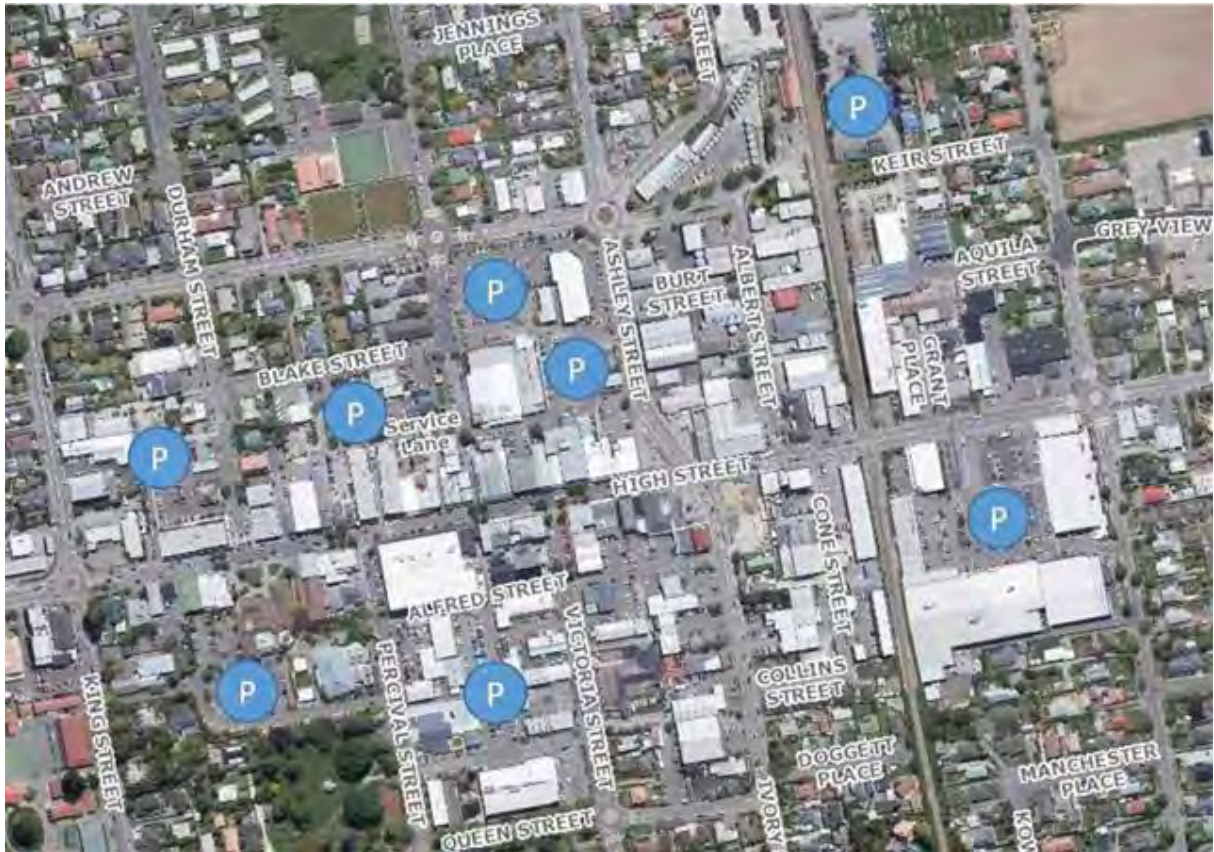
A breakdown of parking types for each scenario is provided in **Table 4.1**.

**Table 4.1** Parking scenarios

Scenario	On street	Off street private	Off street public	Total
Existing Supply	1301	1763	583	3647
2048 Base + WDC changes	1295(-6)	1703 (-60)	843 (+260)	3841
2048 Base + WDC changes + S1P7	1295	1703	1443 (+600)	4441

**Figure 4.1** WDC anticipated RTC parking changes

The current and future general areas for public off street parking is shown in **Figure 4.2**. This combines WDC anticipated parking changes, and future parking provision locations that the transport model deems not to add further congestion to Cenotaph Corner.



**Figure 4.2** Current and future parking locations

The 2048 average parking occupancy across the RTC is forecasted to be 64% however when the additional demand as a result of S1P7, and including the anticipated 194 parking spaces, the estimated average parking occupancy rises to 94%.

Industry practice recognises that 80% - 85% is the optimum occupancy range for town centres and that higher than 85% occupancies create difficulties for motorists searching for a car park. Based on the forecasted land use, the parking model forecasts that an extra 600- 700 parking spaces (total supply of 4,441) will be required to maintain 80% occupancy across the town centre. The locations of these 600- 700 parking spaces were informed by traffic modelling as explained in Chapter 3.

The following assumptions were made when conducting the parking forecast modelling.

- Parking overspill from mixed-use uses to residential zones controlled to be a maximum 20%
- Demand allocation based on the land use type and parking type and calibrated using surveys
- Objective is to ensure RTC average occupancy (excluding residential zones) at public car parks is kept at 80% or lower
- No future off-street private parking will be required due to centralised off-street public parking

## 4.2 Parking Model Findings

- Parking model updated to include new parking areas, 30%, 50% years growth, S1P7 and anticipated parking changes provided by WDC
  - Considering the existing parking model did not cover the extent of the proposed RTC expansion area, parking data was collected to inform the assessment. Both 30% and 50% background land use growth scenarios were tested. The average occupancy for the 2048 Base + WDC changes scenario is 91%, which increases to 94% and 106% under the S1P7 30% and 50% growth scenarios respectively.

- 600- 700 off-street public parking spaces required to achieve 80% average occupancy in the RTC.
  - Local authorities should aim to maintain town centre parking occupancy levels to 80%-85% for optimal conditions. The parking model was used to estimate the capacity increase to achieve such levels, which was 600 parking spaces.
- Parking allocated to improve congestion along High St and Cenotaph Corner.
  - Traffic modelling informed the location of the 600-700 car parking spaces. Three locations with approximately 200 parking spaces each was considered the best opportunity to shift traffic away from Cenotaph corner, the bottleneck of the town centre traffic network.

The parking occupancy levels across the RTC for the three scenarios are shown in Appendix A.

## 5. Future of Mobility

Chapters 3 and 4 clearly outlines major concerns with the existing transport infrastructure within the town centre. Such infrastructure improvements would require significant investment and have potential wide-ranging impacts. However, it should be noted that the traffic and parking modelling assessment assumed that today's travel behaviour would continue into the next 30 years. Considering technological advances and climate change pressures, as well as currently changing mobility patterns, there is uncertainty as to how current travel patterns are indicative of future demands.

Therefore, it is essential that in any future land use and transport scenario testing, consideration is given to the factors that may change mobility patterns as well as the wider policy environment. In addition to the Council's own policy documents, the regional and national planning policy and guidance clearly requires a shift away from private vehicle usage to more active modes and public transport. Successfully achieving these policy objectives will reduce the need for additional parking spaces and major roading upgrades. This chapter discusses some of these alternatives.

### 5.1 Town Centre Success Factors

As shown in **Figure 5.1** the success of a town centre relies on numerous factors with car parking and transport infrastructure, while important, not being the sole determinants. As such, care should be taken to ensure that providing for these elements does not compromise the other components. Automatically assuming that people visit the Rangiora town centre because it has free and available parking should not be the foundation of the town centre expansion. Transport and parking should be supplementary to the character, the offerings and the economy of a vibrant town centre.



**Figure 5.1** Town centre elements

## 5.2 Transport vs Mobility

The relationship between transport and mobility is changing. Where transport is the movement of goods and people, mobility is having access to a transport option(s) that lets you meet your needs, that you can count on to get where you need to go. They are not the same and should not be treated as such.

There are three key elements that people consider, whether implicitly or explicitly, when considering their modal choices to meet their mobility needs:

- **Time.** If the travel time taken to reach your destination is considered excessive, you don't have access to it.
- **Affordability.** Transportation options need to be affordable. If a destination can only be reached by car, but you can't afford a vehicle, the journey will not be made.
- **Safety.** If it is not safe to walk, bike, or drive, there is no modal choice. Modes that are, or perceived to be, dangerous are not acceptable.

Understanding the needs of the local community and providing for those needs is critical.

Rangiora town centre provides both local employment, commercial, and recreational activities for residents of Rangiora, as well as providing an important function for residents of the district and surrounding areas. As such, recognising these different customer groups, and catering for their requirements, will be essential in achieving a successful and vibrant town centre.

## 5.3 Parking Management

The modelling exercise highlighted that an extra 600- 700 car parking spaces are required to maintain an acceptable level of parking occupancy and availability across the town centre. With the changing nature of mobility, large, traditional car parking buildings may not be the most efficient or cost-effective method of responding to this demand. Enhanced parking management, with a focus on increasing parking utilisation and efficiency, should be considered to better manage the existing parking supply prior to providing more parking. Some elements of parking that can be influenced are;

- **Prioritisation and user needs:** the most desirable space should be managed to favour high priority uses e.g., mobility spaces or with high turnover
- **Target occupancy:** managing current supply to achieve 80-85% occupancy can ensure efficient supply levels are maintained. If occupancy increases above these levels, time restriction and/or pricing mechanisms can be used to manage demand.
- **Sharing of facilities:** this is particularly effective where different, but complementary activities, such as retail during the day and hospitality in the evening, can be co-located and share the same parking supply.
- **Facility quality & design:** the attractiveness of a parking facility includes the dimensional standards of parking stall width and depth. It is important that the parking facility and the individual stalls meets, and preferably exceeds, parking standards to provide desirable parks. For example, high turnover spaces should be wider than low turnover spaces to aid access and should also be complemented by aisles of appropriate width to support manoeuvring requirements.
- **Demand management:** Through the use of time restrictions and/or pricing mechanisms, clear signals can be provided to drivers about how the parking is best utilised i.e., discourage commuters/long stay parkers from parking in areas of high demand or is otherwise undesirable.

### ***Examples of Parking Management***

#### **Demand Responsive Pricing**

Demand-responsive pricing is a parking management approach that sees prices vary depending on the demand. This can occur on a street by street basis, or on different times of the day or week, or even days of the week. This enables the local authority to adjust pricing and duration based on demand which is a better way of utilising the existing parking supply than providing more parking.

Overseas research has identified typical benefits to be:

- Average parking rates occupancy reduced (from above the 90% threshold)
- Parking availability improved
- It is easier to find a parking space
- It is easier to pay and/or avoid parking penalties
- Greenhouse gas emissions decreased through less vehicle circulation
- Reduction in total vehicle kilometres travelled due to less vehicle circulation.

### Integrated Parking

An approach increasingly being applied involves fully integrated parking management that looks at parking spaces, as just one aspect of what the driver (the customer is looking for). Using cameras or sensors, parking monitoring is linked into customer information systems such as smart phones or variable message signs to direct motorists to the most appropriate parking locations. As such motorists circulating the town centre searching for parking is minimised.

**Figure 5.2** illustrates key elements:

- The availability of parks are monitored in real time with the data being provided to
  - In vehicle navigation devices such as phone applications
  - Variable messaging signs that are installed on key corridors into the town centre. Drivers can then make informed
- The information is managed by the local authority enabling changes to be made in response to local conditions e.g., if overall demand is low, parking charges may be lower or removed, or if demand is high, prices may be increased.
- Drivers can pay for parking over their phone, reducing cash handling requirements and enabling text alerts to be sent when time limits may be exceeded.
- Through linkages to the enforcement system, parking contraventions can be quickly identified and addressed appropriately.
- Interaction with other applications, can enable businesses to provide greater information or promotion tied to the availability of parks e.g., for the next 10 customers the business may cover their parking charges.



**Figure 5.2** Using technology for better parking

## 5.4 Future Mobility

The reliance on the private car for mobility needs are changing. People are becoming more and more receptive of alternative modes such as walking, cycling and public transport. While public transport mode share has traditionally not been high in Rangiora, improved services are currently being investigated by Environment Canterbury, including the possibility of park and ride services.

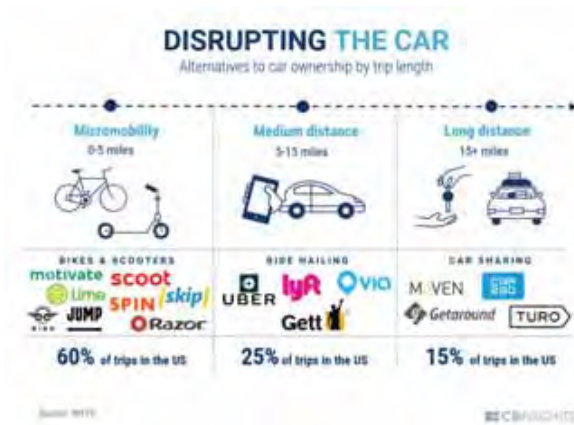
Technology improvements are also providing new modal options such as:

- Ride sharing services (eg Uber, Ola)
- E-scooters and e-bikes, whether privately owned or as part of an on-demand systems (e.g., Lime, Beam)
- Car sharing services such as the Zilch (previously known as Yoogo) electric car share scheme which provides on-demand personal vehicle access at a low hourly rate with no ongoing costs compared to traditional vehicle ownership i.e., no maintenance, Warrant of Fitness, registration or insurance costs.

In addition to these options, which are currently available, significant work is also being undertaken into the trialing of autonomous vehicles, including at Christchurch International Airport.

While the time frame for the wider adoption and uptake of these existing and developing modes is still unknown, it is clear that the transportation system is undergoing a significant period of change and that the 30 year time horizon for the strategy will see a different mobility landscape.

**Table 5.1** Future of transport





### Mobility as a Service (MaaS)

Mobility as a Service (MaaS) refers to a digital platforms through which people can access a range of public, shared and private transport, using a system that integrates the planning, booking and paying for travel<sup>1</sup>. The advantage of the system is that for the consumer, all of their mobility needs can be met without the physical ownership of any vehicle, and they only pay for what they 'consume'. For example, Whim is an MaaS operator in Europe that enables public transport, cycles, taxis and rental cars all to be booked and paid for using one mobile application with different payment options depending the users requirements. Many other operators are offering similar package. E.g. UbiGO (Gothenburg 200 users) Qixxit (Germany), Moovel (Germany) to Beeline in Singapore.



Figure 5.3 Whim subscription options

### Supermarket Shopping

In addition to modal changes, rapid changes are also occurring in how businesses may respond. For example, supermarkets are often seen as key places where a car is required'. However, how people are shopping is changing, where online shopping with delivery is becoming more and more popular.

As of today, NZ supermarkets are already doing online delivery, and internationally food retailers are implementing technology where shoppers can choose the contents of their basket (in person or online), fill their in-app shopping carts and pay via their phones, with delivery taking place in as little as 30 minutes. Instant delivery is made possible by a satellite of physical "service stations" in different areas that serve as warehousing, packaging and delivery functions. Placing offline hubs alongside customers also allows data-driven internet firms to optimize warehouse stocking based on local user preferences.



Figure 5.4 Example from the Meituan supermarket chain in China which can deliver shopping in 30mins

<sup>1</sup> UK House of Commons 2018

## 6. Conclusion

The Rangiora Town Centre strategy is developing a framework in which the community's aspirations for a vibrant and successful town centre can be realised. While it is expected to develop over the next 30 years, there is a need to ensure that the decision-making process is cognisant of both how the transport and parking environment will need to respond to meet customer expectations. However, with transport investments generally being capital intensive, achieving more efficient use of the network should also be encouraged.

Not all of the examples in section 7 are directly applicable to Rangiora however with the changing mobility needs incremental changes to travel behaviour is critical to ensure a move away from the use of the private car. The following recommendations are aimed at doing so.

In the development of the Rangiora Town Centre strategy it is recommended consideration is given to:

- The sensitivity of the road network to increasing traffic demands and how development may be phased to minimised impacts in the short to medium term.
- The introduction of a comprehensive parking management strategy that will define the community expectations and how these can be achieved effectively and efficiently.
- Further research into the different customer requirements including for residents and visitors, to help inform the policy framework and support evidenced based policy making.
- Further encourage the move to alternative transport choices.

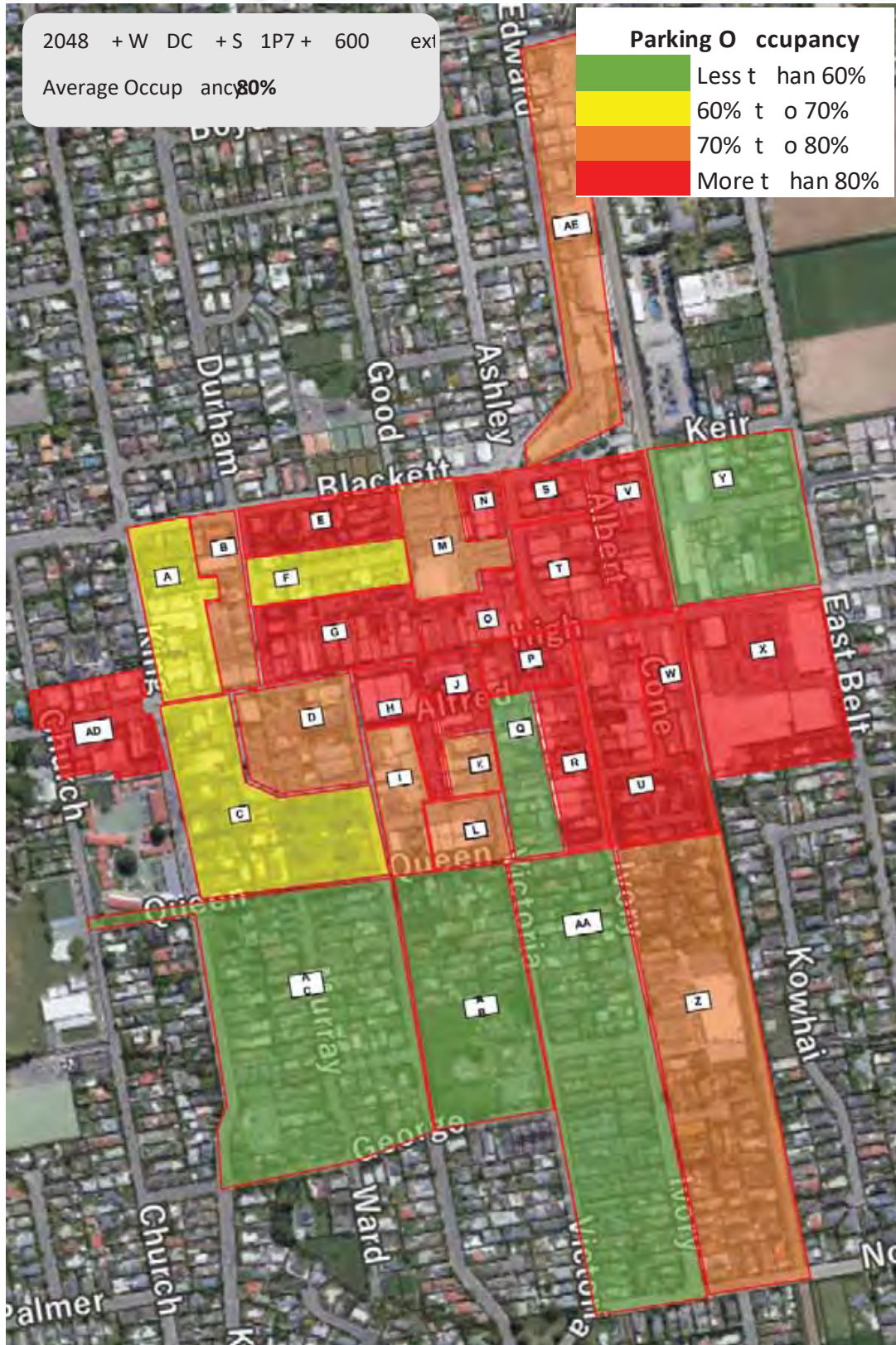


## Appendix A RTC Average Parking Occupancy Estimates - Spatial Outputs









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# RANGIORA AND KAIAPOI STRUCTURE PLANS AND RANGIORA TOWN CENTRE STRATEGY REVIEW

Urban Design Issues and Opportunities Report

24 May 2019

Boffa Miskell


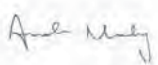





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## INTRODUCTION AND SCOPE

The Waimakariri District Council is embarking on the preparation of two Structure Plans for Rangiora and one for Kaiapoi to plan for residential growth. Linked with the Rangiora structure plan is the review of the Rangiora Town Centre Strategy which was adopted in 2010. This is to ensure the town centre is successful, vibrant and functional going forward and meets the needs of a growing local and District retail, services and employment catchment population. Figures 1 and 2 overleaf outline the location of the sites to be covered by the structure plans.

This report which has been prepared by Boffa Miskell provides a summary of the key urban design issues and opportunities associated with the preparation of the two Structure Plans for residential areas in the east and west of Rangiora and east Kaiapoi. In addition, the identification of key urban design issues to inform the 'refresh' of the Rangiora Town Centre Strategy are set out.

This report has been informed by a number of background documents, discussions with Council Officers and site visits. The findings of this high level report will inform a series of stakeholder workshops that will guide the preparation of the relevant Structure Plans and a refresh of the town centre strategy.

## BACKGROUND CONTEXT

### RANGIORA

Rangiora has arrived at a crucial cross road in the history of the town. The investment in recovery post-earthquake, combined with wider political and economic forces that are shaping the region are bringing significant growth to the town. Residential and business growth is set to continue and the National Policy Statement on Urban Development Capacity identifies the District as a high growth area. The District Development Strategy (2018) projects that approximately 15,000 additional houses may be required to accommodate growth over a 30-year period, together with business, infrastructure and public facilities, with growth focused on Rangiora and Kaiapoi in particular. 5,000 additional households are forecasted for Rangiora.

The Council adopted the RTC2020 Rangiora Town Centre Strategy in 2010 to provide for growth, improve access and enhance the character and quality of the centre. Implementation of key projects are largely complete and there is now a need to refresh the document. Key issues to address are the centre's role, scale, form, function, look and feel, vibrancy, accessibility and connectivity. This is particularly relevant given future growth projections and the proximity of some of this growth to the east of the town centre. Exploration of the expansion of the Business 1 Zone and /or the large format retail zone needs to be considered. The Council recognise that Rangiora, and in particular the town centre and its role in supporting the regional economy and local employment is a fundamental component to attracting and supporting the projected growth and it is now time to address through a robust strategic planning exercise how the town will continue to change.

Rangiora has much to offer and planning for a changing future is important in seeking to benefit from wider growth regionally. The cost of living in larger centres is encouraging people to migrate to regional centres to seek better quality lifestyles. In the future, large houses on large sections around the town centre will become less common. The need for more efficient use of land and more dense living around Rangiora's centre

will drive this change. Recognising this, Council are reviewing District Plan provisions to determine how they will be able to provide for anticipated growth in a sustainable way.

The town centre faces challenges that are not uncommon to many New Zealand towns and cities, including: a varied quality retail offering; limited public transport options; a heavy vehicle route running through the centre; and large format retail in peripheral locations. These may be challenges but they also represent opportunities. The centre has a wider economic role to play within the region and beyond as well as providing independent 'destination' services, opportunities and unique attractors. Preserving, maintaining and growing efficient links within the District and region is important for the District's economy.

Technology is also a major disruptor, but also an opportunity. Recent changes in how we shop and the types of service provision, i.e. 'what we do in town' has had an impact on traditional retail with a move online changing the concept of the 'towns for shopping'. There is a greater emphasis on town centre 'experiences'. This means that the amenity, visual quality and coherence of the urban environment is of greater importance. This is resulting in more mixed use, higher turnovers of tenants, pop-up formats, events and activity-orientated centres.

The Greenfield sites to the East and West of the town centre will in the future define the new urban boundary of the township. Given their combined size of approximately 400 hectares they could provide the population increase anticipated over the next 30 years if careful consideration is given the nature of the development. The need to facilitate more efficient use of land, and challenges around housing affordability, liveability and urban form require the Council to plan carefully.

In summary, if properly planned for, the growth that Rangiora is experiencing has the potential to redefine and strengthen the role and function of the town in the future. The structure planning work-streams form the 'bigger picture' and important context to ensuring the development of a robust strategy for the town.

### KAIAPOI

The Kaiapoi Greenfield site which is located to the northeast of the town centre and aligns with Sovereign Palms will reinforce recent expansion of the town to the north. As with the Rangiora sites, the structure plan area has the potential to deliver a considerable uplift in the residential population and strengthen the community that has established to the north.

## RANGIORA SITE LOCATIONS

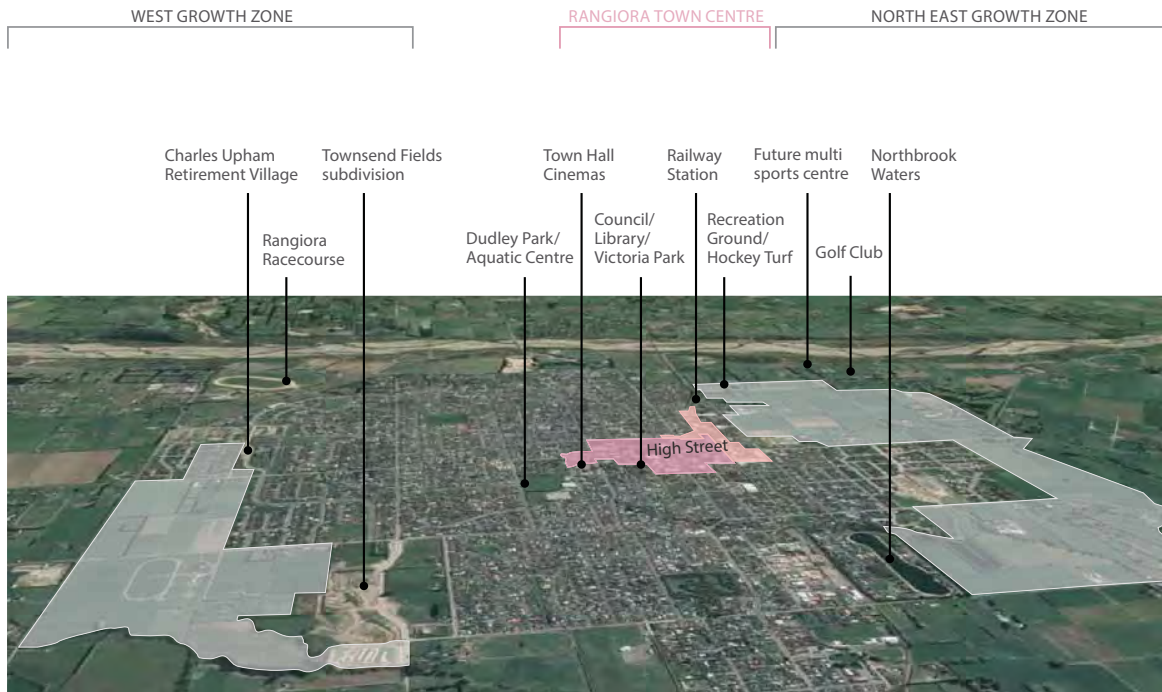


Figure 1: Rangiora structure plan and town centre locations

## KAIAPOI SITE LOCATION

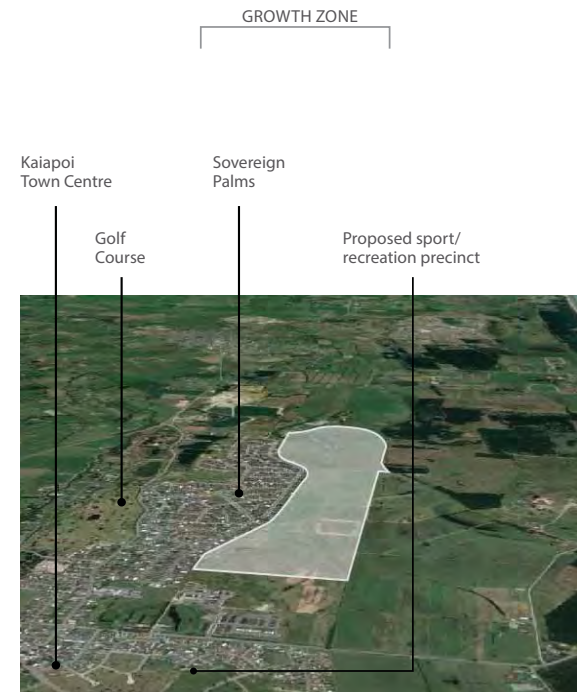
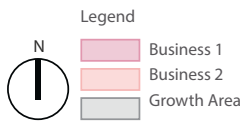


Figure 2: Kaiapoi structure plan location



# REVIEW OF RANGIORA TOWN CENTRE STRATEGY

As noted earlier, the Council adopted the RTC2020 Rangiora Town Centre Strategy in 2010 to provide for growth, improve access and enhance the character and quality of the centre. The vision for the town centre through to 2020 is stated as:

*“A town centre which is sustainable, prosperous, vibrant, easily accessible, contains safe and attractive pedestrian-oriented streets and spaces, with High Street as its heart in reflecting Rangiora’s unique character and identity.”*

In support of the vision, a number of strategic objectives were identified:

- Develop a town centre which serves not only the resident population but is also retail and visitor destination.
- Encourage growth within the existing town centre by promoting a “town centre” first approach.
- Develop a character-led vision for the town centre and protect and enhance the heritage values of High Street as a key feature of the town.
- Encourage appropriate development and the efficient use of land without compromising the existing character.
- Green the town centre and enhance the quality and attractiveness of streets and spaces.
- Optimise town centre accessibility, and reduce pedestrian, vehicle and cycle conflicts thus promoting a people-friendly town.
- Encourage long-term planning for public transport and the roading network to and within the town centre.

Three key challenges and therefore themes were identified in seeking to achieve the vision and strategic objectives and collectively provide a frame of reference for determining a future direction for the town centre:

- Key Theme 1: Providing for growth
- Key Theme 2: Improving access
- Key Theme 3: Enhancing character and quality

## PROVIDING FOR GROWTH

The growth issues identified largely continue to be relevant for the centre, albeit the projections have changed. There is still a need to provide for a range of community organisations, health providers and other services and to manage the impacts of traffic.

The preferred directions for growth of the core area were identified to the north and south of the main retailing area of High Street (see Figure 3) in ensuring that the town centre retains its compact form and encourages the concentration of town centre activities to ensure the vibrancy, vitality and prosperity of the area is enhanced.



Figure 3: Northern and southern intensification

This strategic direction remains relevant, with the focus on achieving a compact and easily walkable centre, preventing the town centre from becoming too linear.

## IMPROVING ACCESS

Access to the town centre has been a concern over the years and continues to be an issue including in an east/west direction. There is an ongoing desire to be able to access parking ‘outside the shop’ along with consideration of provision of public transport to support the town centre as a destination.

A key action through the Strategy was the realignment of the Ashley/ Ivory/ High Street intersection and this has been completed, along with introduction of a signalised intersection. In addition, the restoration of High Street to a two-way street was proposed and has been completed, along with reconfiguration of car parking. This has enhanced the legibility and overall access and circulation within the town centre. Associated streetscape improvements have been made, improving the amenity and attractiveness of High Street. The Issues and Options Report prepared by Abley discusses in more detail the benefits resulting from realigning of the Ashley/ Ivory / High Street intersection and redesigning High Street.

## ENHANCING CHARACTER AND QUALITY

The Strategy outlines that the character of High Street is a key feature and a point of difference of the town. The quality of public spaces and linkages to and from growth areas to the north and south of High Street and the overall pedestrian experience is also noted as key to the character and enjoyment of the centre and this also remains the case.

The earthquakes of 2010 and 2011 resulted in a loss of a number of heritage buildings, particularly along High Street. This has resulted in significant redevelopment not anticipated by the Strategy. This development however has been undertaken in such a way that contributes to and in some instances enhances the character of the centre, albeit in a contemporary way.

The height of buildings provided for under the District Plan along High Street is now 12 metres, having been changed from 15m. There is variation in building heights as a result of some recent redevelopments. Two-storey developments along this frontage should be encouraged and recent development has been developed to this height.

The preferred location for carparking was outlined for behind rather than in front of buildings as outlined in Figure 4. This continues to be the case in promoting activation along the street and in enabling continuous retail frontages.



Figure 4: Alfred Street Area Concept

A further action in creating open spaces and places was the upgrading of the Blake Street carpark area and enhancement of laneways to the north of High Street and improved connectivity (see Figure 5).

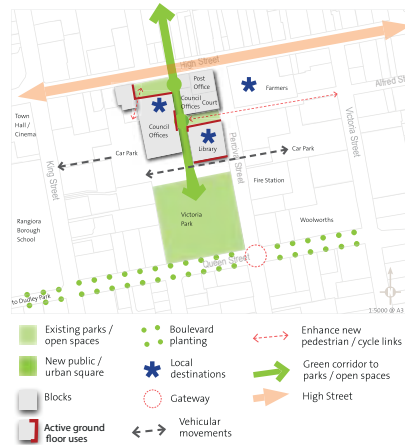


Figure 5: Civic/Community Area Concept

The development of Conway Lane is a result of this action and has made a significant contribution to the town.

Lastly, the Strategy identified the opportunity to make changes to the Council offices precinct as part of refurbishment and expansion requirements, with a focus on opening up to Victoria Park and creating better connections. This remains a relevant action.

**COMMENTARY**

The town centre vision and the three key themes (Providing for Growth / Improving Access / Enhancing Character and Quality) remain relevant to the future planning of the Rangiora town centre. However, with

changing retail patterns, competition from other centres and projected growth there is more to do. There remains several ‘missing teeth’, both along High Street and some sites are yet to be developed on its fringes of the town centre, particularly north of High Street and these compromise the overall ‘retail circuit’.

Development over the last 10 years has sought to progress the town centre strategy and good improvements have been made to the pedestrian environment. This means that the essential public realm infrastructure is in place and it provides a functional town centre. The rebuild following the earthquakes has resulted in the replacement of key anchors, including Farmers Department Store and other new retail buildings. These have provided fit-for-purpose contemporary retailing.

In the next phase of planning for the town centre, there is an opportunity to take a multi-pronged approach, introducing a range of more ‘transformational’ (or bold) changes that could further progress the vision. There needs to be more focus on enabling a diverse range of town centre activities that will draw more people into the centre. As such, the updated Strategy could be more ambitious, focused on enhancing the experiential aspects of this vision, creating a place that is more than the ‘sum of the parts’.

Although commercial (and light industrial) activities will continue to play an important role in the success of the town centre, we want the town centre to be the social and economic heart of the town and district – where people meet, interact, socialise, undertake transactions, relax, enjoy. Figure 6 highlights the key components that create a successful town centre plan and these should be factored into the refreshed strategy.

Growth projections estimate that 6-9ha of retail and commercial land is required. Careful consideration of how this growth is delivered and the implications for the spatial layout of the existing B1 Zone is required to maximise the investment made in the centre (and will continue to be made) by encouraging infill, relocation

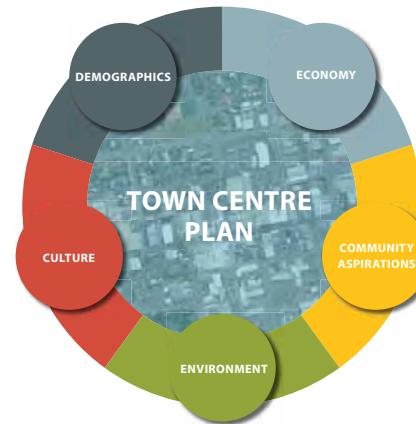


Figure 6: Elements of a Town Centre

of non-essential uses out of the centre and expansion that will support a walkable and legible people-focused centre.

Given the loss of a number of heritage buildings post-earthquake more work is required around the character and identity of the centre. It will also be beneficial to adopt a ‘precinct’ approach. The benefits of following a precinct approach is to acknowledge that the town centre (and adjoining areas) has different qualities. These can then be clearly described, and targeted initiatives prepared that can work to their strengths. This helps create a diversified experience for town centre users and meet their various needs.

Within the core retail area there is an opportunity to create a ‘civic’ precinct which focuses around the civic/library and the arts. The precinct concept for the wider

town centre and fringe areas is explored further later in this report.

Finally, the town centre experiences a lack of transitional residential density (i.e. higher density residential areas around the town centre transitioning to lower densities). Currently, commercial and retail areas are directly adjacent to suburban areas, although several apartment buildings are in the pipeline. The centre would benefit from higher densities within and around the town centre, which would put people at the heart of Rangiora, enhancing the safety, vibrancy and vitality of the town centre. A range of densities would also improve the town’s ability to meet a range of preferences, as large suburban homes are not suitable for everyone.

Overall, the Strategy requires updating and refreshing to acknowledge the key influences shaping the town, however many of the issues and opportunities remain relevant. More detailed consideration of the current issues and challenges facing the town centre are explored in the following section of this report. Ultimately, we are looking to achieve a town centre that:

- Is well-connected and easy to get around
- Has active and attractive frontages
- Includes a pedestrian environment and appropriate vehicle access
- Includes great buildings and a human scale
- Has a diverse mix of land uses

# RANGIORA TOWN CENTRE

## CURRENT CONTEXT

The following photographs outline the current context within the town centre. Recent development of Conway Lane and retail buildings on Durham and High Streets, including the Farmers Department store have given the town a new lease of life. The overall form of new development is consistent with the older fabric and emphasis is placed on activating the public realm.



Street amenity, Corner of Durham Street and High Street



New Farmers building, High Street



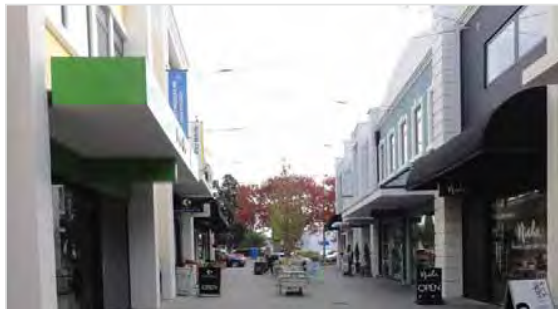
Conway Lane development



Public space upgrade, High Street



Ivory Bar, Corner of High Street and Ivory Street



Conway Lane development



Retail redevelopment, High Street



Town Hall /Cinema facade upgrade and extension

# RANGIORA TOWN CENTRE

## ISSUES AND OPPORTUNITIES

Based on the review of the existing town centre strategy and current influences the following are the most pressing issues for Rangiora town centre that need to be addressed :

**• TOWN CENTRE ACTIVITY**

Changing retail and entertainment trends threaten the viability of the town centre and its role as a social destination.

**• SPATIAL ORIENTATION**

High Street extends lengthwise and is dragging activity and investment away from the town centre and losing the sense of there being a centre of town. There are several missing pieces and key sites that undermine the cohesiveness of the town centre.

**• CONNECTIVITY**

Lack of quality connections and linkages between key destinations undermine achieving a walkable centre.

**• TRANSPORT OPTIONS**

Limited public transport services and cycle infrastructure along with a future railway station located at the periphery of the centre.

**• TOWN CENTRE IDENTITY**

Modern and infill development has the potential to change the character and identity of the town and the ability for it to be an 'attractor factor'.

These issues do not exist in isolation, they interact and overlap. Addressing these will not necessarily be a linear process and a holistic problem solving process will be required where opportunities are seized as they arise. Figure 7 identifies spatially the key urban design issues and opportunities within the town centre.

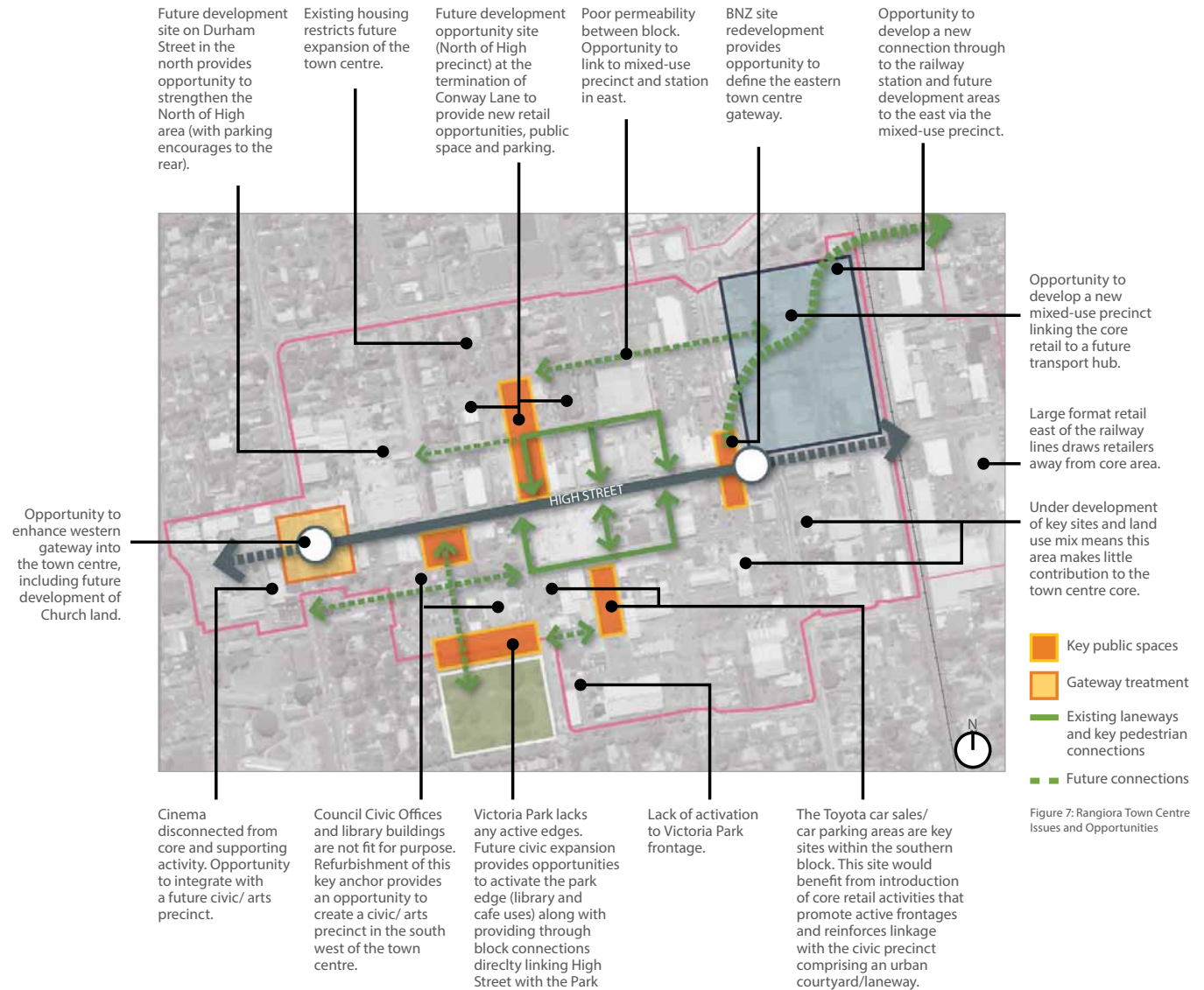


Figure 7: Rangiora Town Centre Issues and Opportunities

# RANGIORA TOWN CENTRE

## DESIGN PRINCIPLES

### PROSPEROUS FUTURE TOWN CENTRE ACTIVITY



- Strengthen the retail offering in the retail core area by introducing greater diversity of retail, hospitality and mixed-use developments that provide quality that suits contemporary retailing.
- Create a greater focus around creation of a social destination and unique attractions, with space for events, play and entertainment.
- Strengthen the concept of a civic precinct linking the Council offices, library, Victoria Park and Town Hall/cinema as a key anchor and activity generator.

### FOCUS ON THE CORE SPATIAL ORIENTATION



- Focus on the 'centre' of town to amplify vibrancy in the heart of the town.
- Concentrate public investment where you will get 'more bang for buck' and direct business and other investment in areas where there is a known intent for improvement.
- Promote new development and growth opportunities that will 'plug the gaps' and reinforce the functionality of the core area.

### JOIN THE DOTS CONNECTIVITY



- Create a series of walkable circuits that link key anchors, public spaces and precincts.
- Provide future street, laneway and public space enhancements to support walking between key destinations and opportunities to relax along the way.
- Plan for a mixed-use walkable precinct around the Railway Station that will safeguarded future rail opportunities and provide linkages with the town centre core and residential development to the east.
- Distribute car parking within clusters evenly around the town centre and which connect with walkable circuits and in proximity to key anchors.
- Integrate park and ride opportunities into the urban fabric of the centre that reinforce town centre activity.

### GREAT PEOPLE DESTINATION TOWN CENTRE IDENTITY



- Increase the value and provision of green and urban spaces which provide more reasons for people to visit the town centre.
- Promote a high-quality public realm that conveys a unique sense of place.
- Promote built form that enhances the existing townscape character.
- Promote perimeter block development that includes active and continuous retail frontages.
- Wrap medium format with finer grain retail and include carparking to the rear of retail units.



# RANGIORA PRECINCT CONCEPT

As noted earlier, in addition to considering a precinct approach within the town centre core there is an opportunity to create a series of connected and intentionally overlapping precincts that facilitate future commercial and residential growth and interface with adjoining uses. Each precinct would have a defined role and enhance the gateway arrival experience for people and overall connectivity. Within precincts, there are typically anchor(s) that drive the precinct's outcomes and support the wider town. The following precincts could be explored:

• **Civic/Arts Precinct**

The Council Offices, Town Hall/Cinema and Victoria Park are key destinations within the Business 1 Zone and are a focus of activity at the western end of High Street. The Cinema development is popular with locals, however given its location is not directly associated with supporting uses, such as hospitality. The future expansion of the Council offices as a key anchor provides the opportunity to better connect these key activities through a series of new and improved connections and spaces, and activation of Victoria Park. These ideas were touched on in the Town Centre Strategy and should be explored further with a focus on an 'civic and arts' precinct with overlapping uses. This is a way to develop a stronger identity for the area.

• **Mixed-use Precinct**

A mixed-use precinct adjacent to the town centre core aligning with the railway station could provide the opportunity to link the east with west (across the railway line) and utilise / reuse a number of existing warehouse and industrial buildings with a more 'industrial/gritty' character. Perimeter block development, a new public realm and upper level residential would be complimentary with the town centre core. This could align with a re-scoped B2 zone that encouraged a compact (rather than linear) urban form and a better defined core retail area.

A mixed-use precinct is a way to locate residents close to work and shops and a future public transportation hub, further adding to the overall 'walkability' of

Rangiora. Mixed-use development is only appropriate in some areas and may be an anchor or transition for a broader single use zoning area. It is one of the responses available for the redevelopment of brownfield sites, especially for post-industrial landscapes and logical growth nodes.

• **Education Precinct**

Rangiora High School and associated education uses could provide the focal point for the development of a future education/ learning hub aligning with transport links and residential growth. This could provide the location of a new primary school and joint facilities.

• **Residential Precinct**

The Greenfield Northeast site provides an opportunity to link the emerging recreation hub with the education and mixed use hubs. This is explored in more detail in the following pages.

• **Recreation Precinct**

Currently the emerging recreation and sports hub sits in isolation. Developing the adjoining residential and providing new connections will ensure integration of the key anchor with the future form of the town.

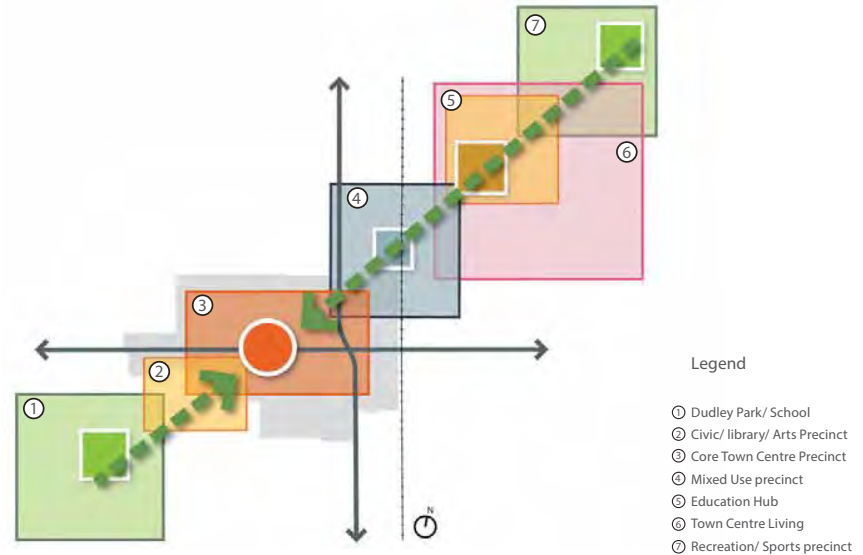


Figure 8: Precinct Concept

## CASE STUDY - THE RAM QUARTER, WANDSWORTH, LONDON



Edward Street, Rangiora

The Ram Quarter is a new development in the heart of Wandsworth in London. The project comprises a mixed use master plan which is transforming the site of the former Youngs Ram Brewery into a new urban quarter that celebrates the strong heritage of the brewery whilst creating a vibrant new heart to the centre of Wandsworth Town.

It comprises new residential, retail, restaurants and businesses as part of a new cultural destination for southwest London. Iconic listed buildings form the backdrop to life at The Ram Quarter, overlooking dynamic new public spaces.



The Ram Quarter

# RANGIORA GREENFIELD SITES

## CURRENT CONTEXT

### NORTH EAST SITE

Rangiora Golf Club

Rangiora Recreation Ground and Waimakariri Hockey Turf



Looking south east from Coldstream Road at the Rangiora north east site.

### WEST SITE



Looking north west from Johns Road at the Rangiora west site.

# RANGIORA GREENFIELD SITES

## GREENFIELD NORTH EAST ISSUES AND OPPORTUNITIES

The Greenfield East site is located to the east of the main trunk railway line and Rangiora High School in the northeast and extends southward aligning with Northbrook Waters in the south. Given the overall size of the site at around 260 hectares, it is likely that the area will be developed in stages. Given the proximity to the growing town centre and the development of a new sports hub along the northern extent of the site there is a desire to focus more immediate development in the northeast quarter.

As discussed earlier there is an opportunity to apply a precinct approach to the northeast quarter and Figure 9 highlights that there are a range of issues and opportunities that could inform both the type and character of future urban form and land use. The proximity of the site to the town centre and a potential mixed use development around a future transport hub cannot be underestimated. The quarter provides the opportunity to create new neighbourhoods within walking distance of the centre if access can be provided across the railway line. Medium density housing adjoining both this mixed use area and around the High School is logical and will provide much needed intensification around the centre. Considering the future location of the High School playing fields may provide additional opportunities for intensification.

There is the opportunity to build on the educational uses to create a learning hub and to consider the relationship this use has with the emerging recreation hub. In addition to considering intensification in proximity to the town centre, there is potential to explore an urban edge to the golf course and other recreational uses where reverse sensitivity is not of concern. Providing meaningful connections and a legible and identifiable character will be paramount and this could be achievable via a core network of green connections between precincts.

## GREENFIELD WEST ISSUES AND OPPORTUNITIES

The Greenfield West site is located at the westernmost extent of Rangiora. A portion of the site sits north of Oxford Road aligning with the Charles Upham Retirement Village. It wraps around the southern boundary of the town as far as the Townsend Fields subdivision which is currently under construction. As with the Northeast growth area, given the size of the site at 140 hectares it is likely to be developed in stages.

Given the significant contribution this site will make to addressing housing demand in Rangiora it will be important to consider ways to challenge the homogeneous subdivisions and streetscapes evident in other Greenfield areas by offering a wider variety of street designs, better connectivity of street networks, an opportunity for better management of stormwater through low impact design, and reductions in traffic speeds and the physical footprint of subdivision streets. Key to this will be exploring the unique attributes of the site and establishing qualities and characteristics that will contribute to the overall form and character of Rangiora in the future.

Future built form and land use development should be focused around creating integrated neighbourhoods which will reinforce environmental sustainability. This will include aligning with the Urban Design Protocol and best practice urban design and community liveability outcomes including a range of housing options. Water sensitive design will also be key given the existing and proposed water courses on the site and within the vicinity. Water sensitive design goals should focus on preserving existing topographical and natural features such as watercourses, protection of surface water and groundwater resources and integration of public open space with drainage corridors. This will support a range of biodiversity benefits.

The adjoining Townsend Fields subdivision provides the opportunity to connect east/west. Given the site will comprise the future urban boundary, careful consideration will need to be given to the character of this edge.

Opportunity to secure some of the school land closest to the town centre for medium density housing and explore a new primary school site as part of an education hub

Currently the recreation area sits in isolation. Opportunity to integrate the new sports hub with the education and residential precincts.

Future green connections to link the recreation hub to the town centre.

Opportunity for higher density development typologies overlooking the golf course.

Opportunity to redefine the eastern gateway into the town.



The railway station sits away from the core area. Future transit options could be supported by precinct development.

Concept of "Green Links"

Future medium density residential in proximity to the centre.

Opportunity for neighbourhood centre at the heart of the site and a high amenity green space.

Figure 9: Issues and Opportunities Greenfield Northeast site

# KAIAPOI GREENFIELD SITE

## CURRENT CONTEXT



Looking east at the Kaiapoi greenfield site from Sovereign Boulevard

## ISSUES AND OPPORTUNITIES

The Kaiapoi site is located in the northeast extent of the town broadly aligning with the Sovereign Palms subdivision. The site is bound by Lees Road to the north and a new subdivision to the north of Beach Road. The site is approximately 140 hectares.

Given the layout of Sovereign Palms there is the opportunity to provide a number of through connections. As with the Rangiora Greenfield sites, this site will form the new urban boundary for the town and consideration will need to be given to the edge treatment. In addition, given the size and location of the site, its future development will shift the focus of residential development to the north of the town centre, bearing in mind the Red Zone is largely being utilised for recreation in the future.

As with the Rangiora Greenfield West site, best practice urban design principles should inform the structure plan, with water sensitive design important given the nature of the land.

### CASE STUDIES



Hobsonville Subdivision, Auckland



Delamain Subdivision, Christchurch

## A FOCUS ON LIVEABILITY

There has been a shift in thinking in recent years around the compact cities approach to managing growth and addressing housing pressures. In addition, New Zealand's changing demographic profile and lifestyle preferences have seen the introduction of 'liveability' or quality of life goals as fundamental components of many growth management strategies. This is based on the view that liveability can be maintained or enhanced by living at increased densities. Where standalone housing has been the norm, this means transitioning to more medium density neighbourhoods with a greater range of medium density housing typologies. There is a growing focus on delivering better medium density housing models and several research initiatives are underway.

Liveability functions across a range of scales within the built environment:

- Urban scale - This focuses on bigger concepts around smart growth, transit-orientated development and health and social well-being.
- Neighbourhood scale - This focuses on creating human scale pedestrian-friendly streets, spaces and other new urbanist principles that promote social integration and sense of community, but also noting that well-being in the home is linked to the neighbourhood in which they live.
- Dwelling scale - This relates to the structure or built form of the home and its impact on the health and well-being of residents. This covers the typologies to suit needs and spatial requirements and amenity factors.

A study by Gregory et al., (2018) found that well-being in the home is intrinsically linked to a sense of well-being in the neighbourhood; the quality of the social fabric of the neighbourhood in which a home is embedded is directly connected to well-being (Gregory et. al, 2018). In addition, a renewed interest in the relationship

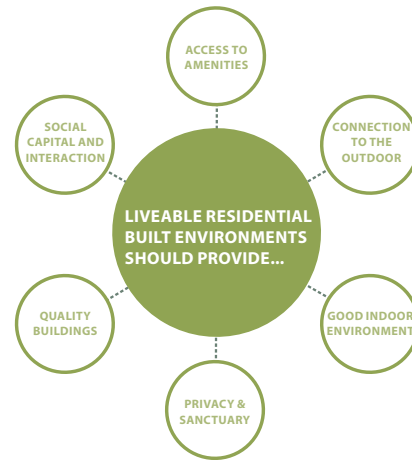


Figure 10: Diagram – Six Human Requirements in the Residential Built Environment (Bennett, 2010)

between housing quality and health have emphasised the considerable links between health (both physical and mental) and housing quality (Bennett, 2010; Buckenberger, 2009, 2012, 2013). Bennett (2010, p. 24) outlines that there are six basic human requirements that when met help to provide healthy, comfortable, safe and liveable built environments and these are set out in Figure 10.

A greater focus on liveability leads us to some common goals or key design principles that should drive design at the urban and neighbourhood scales. Structure planning for the Greenfield Development Sites is being undertaken to accommodate a strong demand for

housing in the District. This structure planning needs to carefully consider the way a neighbourhood is designed to address liveability. The design of these areas will have a significant impact on the quality of life of its residents and the sustainability of both Rangiora and Kaiapoi. The importance of delivering good neighbourhood design cannot be understated, as once a street pattern is formed and land is subdivided, a long-term urban form is created that is very difficult to change. Therefore, promoting well-designed neighbourhoods through a considered structure planning and consenting pathway is an integral part of providing for the high-quality residential growth and sustainability outcomes expected in the region.

There are many factors to be considered in the design of a neighbourhood. These factors impact upon each other and collectively influence a development's final form. The interconnectivity of these elements must be carefully considered as part of a determining an overall vision and guiding principles for each of the Greenfield Development Sites.

The following suggested goals/ design guidelines for greenfield development sites seek to place liveability at the forefront.



Figure 11: Mixed use development provides opportunities for increased density

## GREENFIELD DESIGN PRINCIPLES

### LIVEABILITY

- **Housing Needs and Choice** – Housing typologies and neighbourhood design should provide choice and options to enable people to live their lives fully promoting overall health and well-being.
- The way we are living is changing and we need to minimise the cost of living in our towns and cities in the future. New neighbourhoods should provide medium density and smaller, easy-care homes in locations which are convenient to local services.
- **Quality open spaces** – Connected networks of high-quality open spaces and recreation areas should be provided and need to meet the changing needs of a growing and changing community. These will have a number of health benefits.
- **Natural environments** – Enhancing the natural environment including considering the improvement of the biodiversity of an area over time will have a positive effect on the community's long term well-being.

### LOCATION

- **Convenience** – Our choice of where in the city to live is linked to where we want to go and how often. Development should be located near shops, schools, parks and workplaces. These services in turn need a local population to be viable and our urban centres begin to thrive and offer choices with greater numbers of people in the neighbourhood.
- **Getting around** – People use different ways of getting around such as walking, cycling, driving or taking public transport and our need to travel varies and changes at different times. The location of our homes plays a large role in deciding how we get around and living more centrally gives us better options. Maximising development densities within 5 to 10 minutes' walk of shops, schools and workplaces will support 'active' modes. Street networks should enhance a sense of place favouring pedestrians, cyclists and public transport modes.
- **Housing types and location** – Provide different housing patterns to help shape the character of our places, creating varied and interesting parts of an urban area.
- **Sustainability and location** – Locate new housing in more central locations to reduce environmental impacts.

### COMMUNITY

- **People and places** – A sense of belonging is an important quality in choosing where to live and there should be a focus on social activities both casual and formal within the community create associations with place.
- **Creating a great neighbourhood** – A great neighbourhood is one where people enjoy connecting and interacting with one another and it looks and feels good. The physical form of our area has a strong influence on our lives. The relationship between houses, the way our houses connect with the street space is important. Within medium density housing this means creating private or shared garden spaces that encourages an outdoor lifestyle.
- **Diversity and affordability** – A successful community offers choice of housing for all stages and ages of life and a variety of styles and sizes of houses are required.
- **Sustainability and community** – As energy for houses and transport becomes more expensive and resources and food cost more, being near the places that we go regularly allows us to participate more easily in the community.

### SITE

- **Site variability** – Variability of sites for housing affects the type of housing that can be developed in different areas.
- **Sustainability of sites** – The design of housing layouts offers opportunities to enhance environmental sustainability, including sunlight access, stormwater collection from roofs etc.



## **Rangiora Town Centre - Transport Issues and Opportunities**

**Waimakariri District Council**





# Rangiora Town Centre - Transport Issues and Opportunities

## Waimakariri District Council

### Quality Assurance Information

**Prepared for:** Waimakariri District Council  
**Job Number:** WMKDC-J081  
**Prepared by:** Jay Baththana, Senior Transportation Engineer  
**Reviewed by:** Matthew Noon, Associate Transportation Planner

Date issued	Status	Approved by
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## 1. Introduction

The Waimakariri District Council (WDC) is embarking on the preparation of structure plans for Rangiora east and west to plan for future residential growth. Linked with the Rangiora Structure Plan is the review of the RTC Strategy, which was adopted in 2010, to ensure the Rangiora town centre is successful, vibrant and functional going forward and meets the needs of a growing local and District retail, services and employment catchment population.

The structure plans and the revised RTC Strategy will provide frameworks for Council decisions to be made as part of a coordinated programme. This report highlights current factors impacting the RTC and gives consideration to future opportunities that may be realised as part of the plan review. While this report considers the transport related considerations, this is just one of four aspects being addressed as part of the master planning approach which includes urban design, property economics and geotechnical/ flooding advice.

Specifically, WDC has sought transport advice on the following:

- Identify any additional potential precincts to develop in the existing Business 1 Zone, building on the established 'town centre core' considering vehicle circulation, public parking, service lanes etc.
- Contribute to the identification of land use and transport opportunities that could be created by a potential change of use of approximately 13,500m<sup>2</sup> of land at the north east corner of the Rangiora Business 1 Zone and some Business 2 Zone which is currently in private ownership.
- Inform the development of a high-level scheme plan for the proposed expansion area of the current RTC to the east and/or the north, with advice on movement network implications, public parking locations, linkages, wider network considerations including any impact on the established 'town centre core'.
- Consider and inform public parking options and opportunities, utilising the existing RTC parking model which anticipates demand/capacity based on retail/office floorspace in the town centre.
- Inform the demand for various types of public transport options for how they might be provided now and in the future in an expanded town centre area and their impact on the existing Business 1 Zone
- Support the project team in preparing a revised RTC Strategy.

The Waimakariri 2048 District Development Strategy suggests that the town centre could potentially expand towards the north and east as shown in **Figure 1.1**.



**Figure 1.1** RTC expansion potential (DDS 2048)

## 2. Rangiora Town Centre Strategy 2020

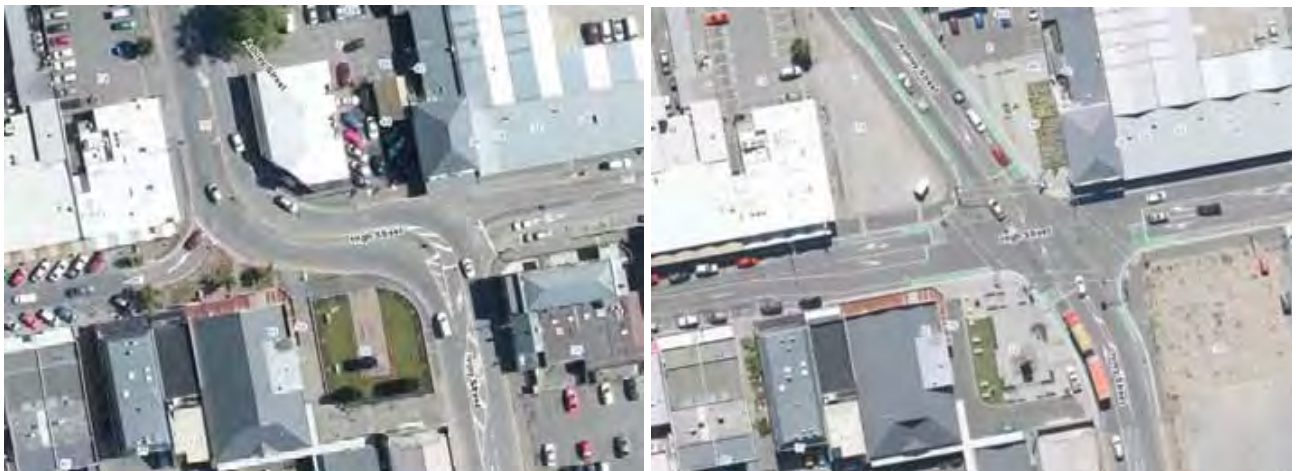
### 2.1 Future of Improving Access

Improving access to the RTC was identified as the key transport theme in RTC 2020. This section summarises the transportation elements of the strategy and its implementation.

#### *Red Lion Corner*

The intersection of High Street and Ashley Street at Red Lion Corner as shown in **Figure 2.1** was identified as a key barrier to improving access to the town centre. The introduction of a signalised intersection at Red Lion Corner has significantly improved access to the town centre from the east and presented the opportunity to restore two-way traffic on High Street between Percival and Ashley Streets.

The intersection upgrade created a safer pedestrian environment with signalised pedestrian crossings on all approaches. However, the volume of north-south district traffic through the intersection still remains a concern.



**Figure 2.1** Red Lion Corner changes

#### *High Street*

As referred to earlier, realigning Red Lion Corner presented the opportunity to restore two-way traffic on High Street between Percival and Ashley Streets. The previous one-way traffic flow west to east with angled parking meant that, while this configuration offers large amount of car parking and a slow speed environment, no cars could enter High Street from the east. The introduction of two-way traffic on High Street with a return to parallel parking made the main street more attractive to cyclists.

#### *Entry points from the south*

Improving the “arrival” experience for the RTC from the south was identified as a key barrier. The previous traffic controls involving compulsory stops on Percival and Victoria Streets reflected the current approach to traffic management in Rangiora, with an emphasis on giving priority to traffic by-passing the town centre.

The objective was to balance the importance of traffic flow around the perimeter of the town centre with access to the town centre core. In addition to improved signage, the construction of roundabouts at the Queen/Percival and Queen/Victoria Street intersections to increase the ease of approaching the town centre from the south was proposed.

The above intersections have been upgraded to roundabouts however way-finding on key approaches to Rangiora could be further improved.

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### ***Parking management***

RTC 2020 recommended that a comprehensive Parking Strategy be developed to improve the management of on-street and off-street parking in the RTC. This included the identification of opportunities to improve signage, consideration of the distribution of parking spaces for people with disabilities, and the areas for time restricted parking of appropriate durations.

Following RTC 2020 Abley was commissioned by WDC to develop a parking framework for Rangiora Town Centre. The framework has been used by the Council to guide parking provisions in the Town Centre as part of the RTC 2020 project. Consequently, a parking demand model was developed to assess the implications of increasing various land use activities on the parking demand-supply relationship. The model and framework process also assist in assessing the implications of locating additional or expanded parking facilities in certain Town Centre locations and altering current parking restrictions. The model was last updated in 2017.

### 3. Transport Now

Rangiora's transport environment is reflective of its geographical location and historical development. Ivory Street/ Ashley Street is the strategic north south connection with Blakett Street and High Street connecting the centre to the western areas of Waimakariri. The WDC road hierarchy is shown in **Figure 3.1**. High Street/ Kippenberger Avenue connects the RTC to State Highway 1 at Woodend whilst Percival Street and Southbrook Road connects to State Highway 71. The railway line travelling in a north-south alignment and runs parallel to Ashley Street. In the vicinity of the town centre, rail crossings are located on High Street, Wales Street, Coldstream Road and Northbrook Road.



**Figure 3.1** WDC Road Hierarchy

The One Network Road Classification (ONRC) is a new framework that categorises roads consistently throughout the country and considers the needs of all road users. The ONRC road hierarchy aligns well with the WDC road hierarchy.

Traffic volume data for the RTC is shown in **Figure 3.2**. As expected the Strategic Road carries the greatest traffic volume whilst High Street, Percival Street, Kippenberger Avenue and Blakett Street also carrying a reasonable amount of traffic.

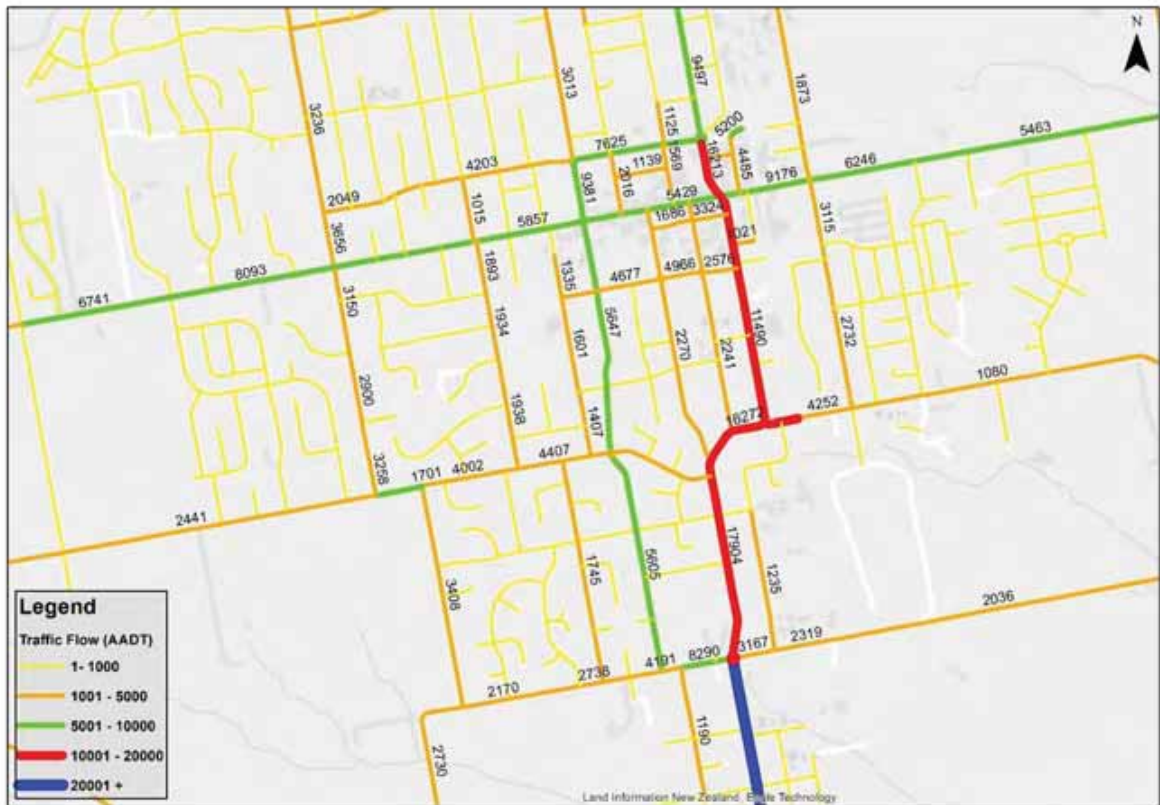


Figure 3.2 RTC traffic volume data

## 3.1 Key Transport Issues

### *Movement*

The north - south movement corridor bisects the Business 1 and 2 zones and has been identified as a key issue impacting town centre expansion. With the exception of Red Lion Corner and Ashley Street corridor between Blackett Street and Alfred Street, vehicle movements are generally unobstructed with low levels of congestion. A recent survey at the Ashley Street/ High Street intersection registered reasonable queues in both morning and evening peak hours. The morning peak hour flow on High Street was recorded to be approximately 600 vph and the flow on Ashley Street was recorded to be approximately 900 vehicles. In the evening peak hour, High Street carried 800 vehicles whilst Ashley Street carried approximately 1200 vehicles.

### *Parking Circulation*

Diverting the parking search route away from the High Street was raised as a high priority item in the RTC 2020. However, site observations confirm that most visitors still search High Street before using alternatives. Hence a reduction in circulating traffic has not been evident.

## 4. Parking

### 4.1 Parking Supply and Occupancy

The provision of parking within the town centre is considered good with a total of 3197 public and private parks available as per the RTC parking report 2017. It should be noted that while RTC parking report study area extends beyond the Business Zone 1 and 2, it provides valuable insight on the existing parking demand within RTC and surroundings.

The number of parking spaces available within the study area categorised by parking type is shown in **Table 4.1**, which shows most parking supply in the study area are off-street parking areas including both Council and privately-owned car parking spaces. On-street parking comprises 35% of the total parking supply in the Town Centre. Whereas, off-street public and private car parks correspond to 14% and 50% of the total parking supply respectively. The Business 1 zone has approximately 1437 off-street and 661 on-street parking spaces.

**Table 4.1** Existing parking supply

Zone	On-street spaces	Off-Street public spaces	Off-street private spaces	Total spaces
2017 Survey extent	1132	450	1615	3197
Business 1 Zone	661	450	987	2098

The number of parking restrictions within the study area (RTC parking report) categorised by parking restriction is shown in **Table 4.2**.

**Table 4.2** Existing parking restrictions

Parking Area	No Restrictions	P5	P15	P30	P60	P120	Mobility
On-street	712	5	33	11	111	247	13
Off-street public	-	-	-	-	-	445	5
Off-street private	1615	-	-	-	-	-	-
Total	2327	5	33	11	111	692	18

As shown in **Table 4.2**, majority of parking spaces in the study area are unrestricted, followed by 120-minute time restricted (P120 spaces). Approximately 37% of all on-street parking in the 2017 parking survey area is subject to a time or class of user restriction. By comparison, all off-street parking provided by Council is time restricted. There is currently no priced parking in the Rangiora Town Centre. As with previous Rangiora parking studies, the survey did not extend to other special use bays such as taxi stands, bus stops, motorcycle parking and loading zones.

The overall demand for parking in Rangiora sits around 60%. The overall parking trendline followed previous results, including a steady increase of parking demand until midday. Following midday, parking demand starts to decrease.

The highest parking demand is centred around on-street parking areas south of High Street, namely King and Queen Street and Blackett and Burt Street which reached 85% or higher occupancy throughout the day. These results indicate that there is optimal parking supply in the area and parking is being used efficiently. On-street car parking peaked at 58% during the period starting 12:00pm. This is slightly lower than the 2016 peak of 62% at an earlier time of 11:30am. Large sections of on-street parking reached 85% or higher throughout the day, illustrating high parking demand in key locations of Rangiora Town Centre. Business 1 Zone had an average occupancy of 58% whilst the peak hour occupancy was 62%.

Parking duration results found that most parking spaces in Rangiora Town Centre are utilised for short stays, with 72% of cars recorded as staying for an average of one hour or less. Only 11% of vehicles recorded stayed for an average of four hours or more, this is most likely attributed to staff car parking.

Parking areas with their corresponding peak occupancy at 12:00pm as per the RTC parking report 2017 is illustrated in **Figure 4.1**. On-street parking along Queen Street and King Street exhibited optimum parking occupancy at peak time.

The average parking occupancy across the study area is graphically represented in **Figure 4.2**. There are isolated parking areas where the average parking occupancy is 85% or higher. These areas include King and Queen streets, Blackett, Victoria, and Burt Street. The P120 off-street car park on Ashley Street, was the only Council car park to exhibit an average occupancy of 85% or higher throughout the day.

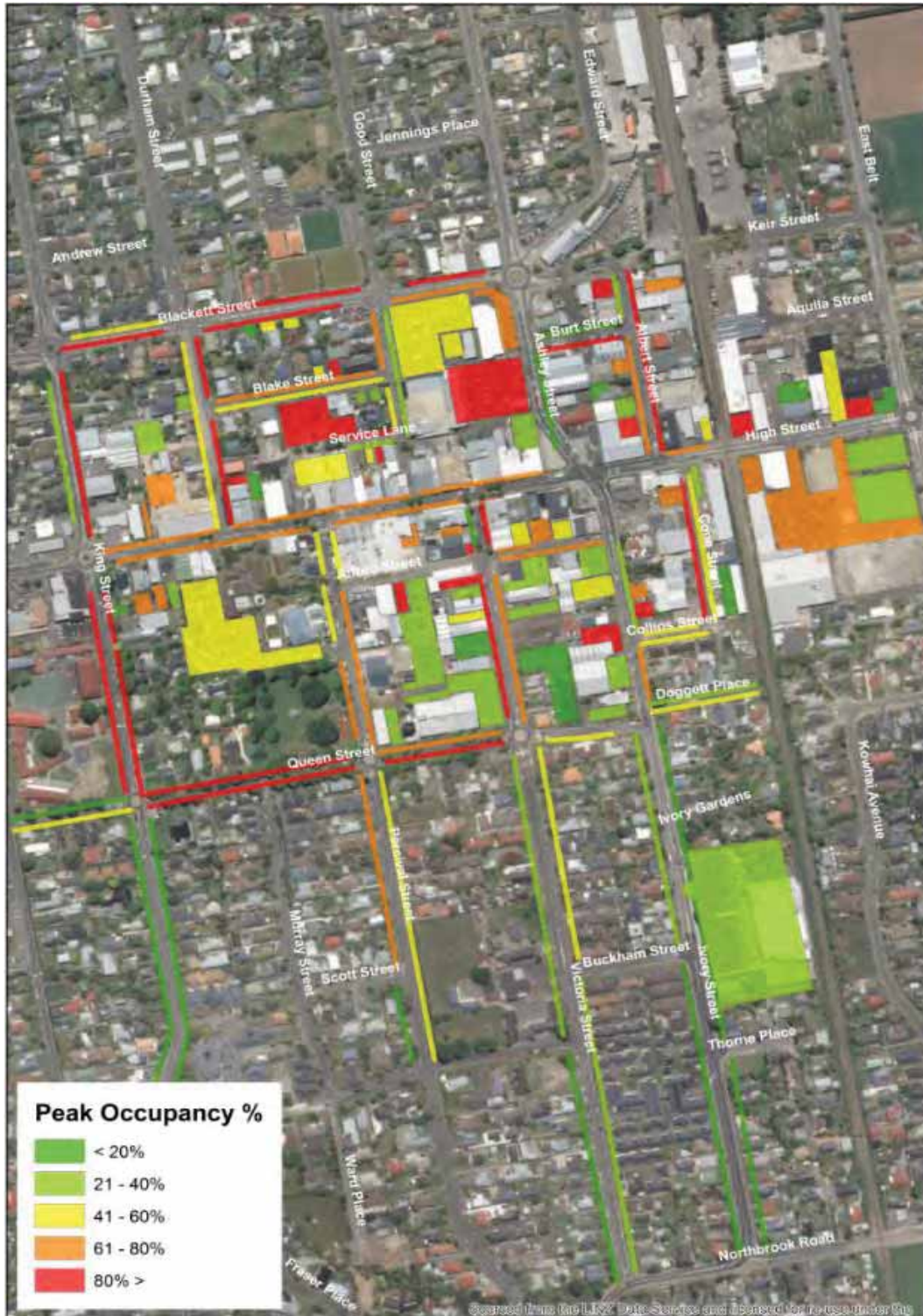


Figure 4.1 Peak parking occupancy 2017





**Figure 4.2** Average parking occupancy 2017

WDC conducts regular parking occupancy surveys at five major off-street car parks in the RTC. Namely Council car park (Percival), Alfred Street, Durham Street, New World car park and Blake Street car parks. The average occupancy was recorded as 73% across six surveys conducted in the first three months of 2019. Interestingly, Blake Street and New World recorded an average parking occupancy of 93%. The WDC surveys shows a higher occupancy than the RTC parking report 2017 however it is noted that half of the New world car park was closed off for construction.

**Figure 4.3** provides a comparison of public off-street parking occupancy between 2017, 2016 and 2014. It is important to note that the 2017 study includes an extended study area and includes 541 additional parking spaces than the 2016 study.



**Figure 4.3** Public off-street parking occupancy comparison

**Figure 4.3** shows that:

- There has been a decline in public off-street parking occupancy since 2014. The largest occupancy difference between 2017 and 2014 is 30% lower during the period starting 9:30am and 10:00am,
- 2017 exhibited a similar trend to 2016, including the same peak time of 12:00pm-12:30pm,
- The 2017 public off-street parking trendline exhibits a similar pattern to 2016 and 2014, where there is a steady parking occupancy increase until midday.

A comparison of private off-street parking occupancy between 2017, 2016 and 2014 are shown in **Figure 4.4**.



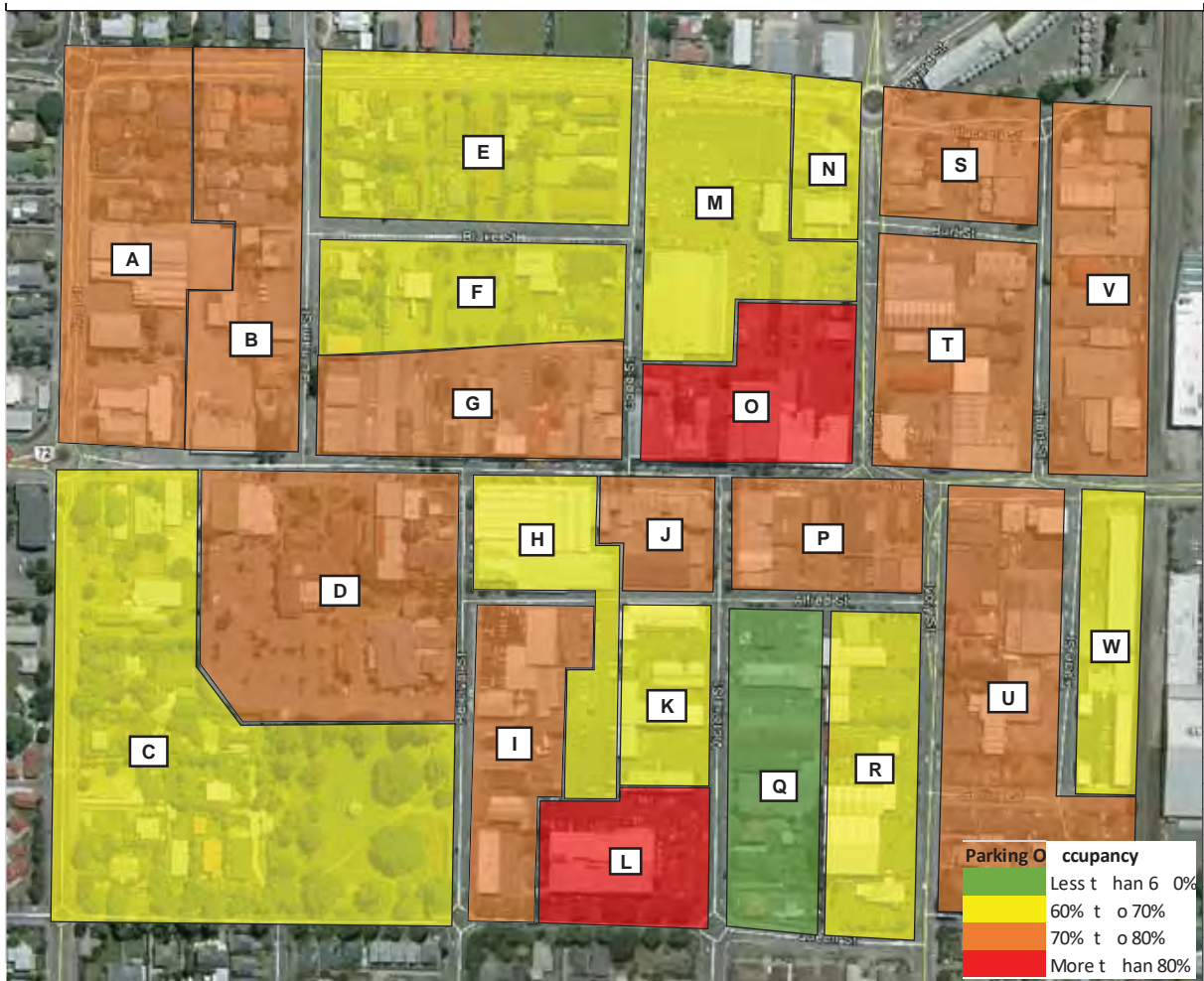
**Figure 4.4** Private off-street parking occupancy comparison

As **Figure 4.4** shows:

- Off-street private parking occupancy is lower in 2017 than observed in 2014, however,
- 2017 follows a similar trend to 2016 results, including reaching peak occupancy of 53% at 12:00pm – 12:30pm.
- The 2017 private off-street occupancy results are similar in occupancy throughout the entire day as 2016. The difference in occupancy throughout the day ranges from 0% - 3%, exhibiting a negligible change.

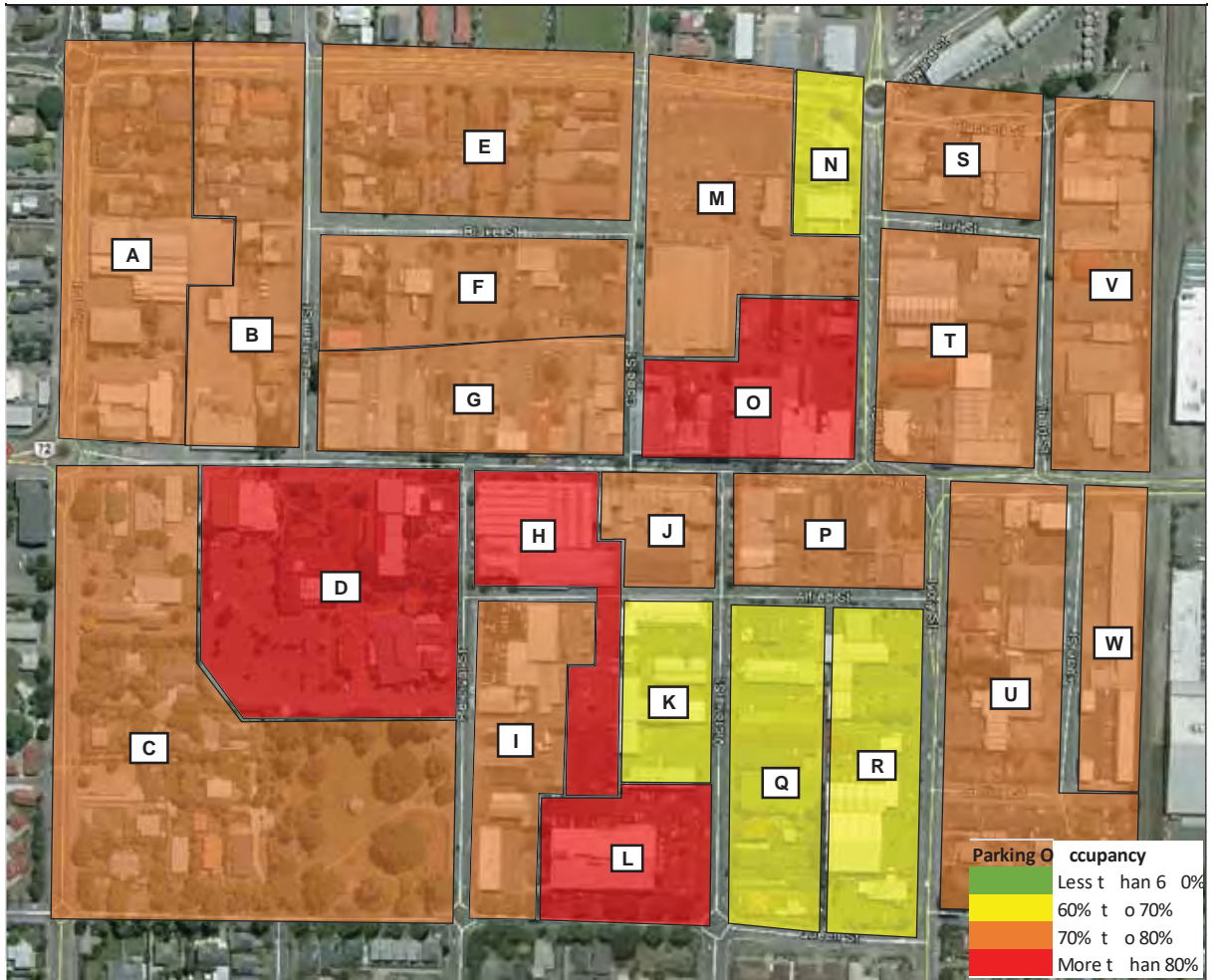
## 4.2 Parking Model Forecast

The Rangiora Parking Model provides an opportunity to investigate the potential impact of development on the parking supply of the RTC. The parking occupancy across RTC for all public and private on/off street parking spaces following the 2017 model update is shown in **Figure 4.5** which shows only two zones had an occupancy of 80% or above.



**Figure 4.5** Existing peak parking demand (2017)

In order to understand the parking demand and occupancy changes if the Business 2 site east of Ashley Street was developed to a mixed-use precinct, the existing industrial land use within respective zones (S and T) has been reallocated to commercial, retail and hospitality land uses. The results indicate a noticeable increase in parking occupancy across the RTC. Therefore, if the Business 2 develops into a mixed-use precinct, more car parking will be required to maintain an 80% or below parking occupancy across the RTC.

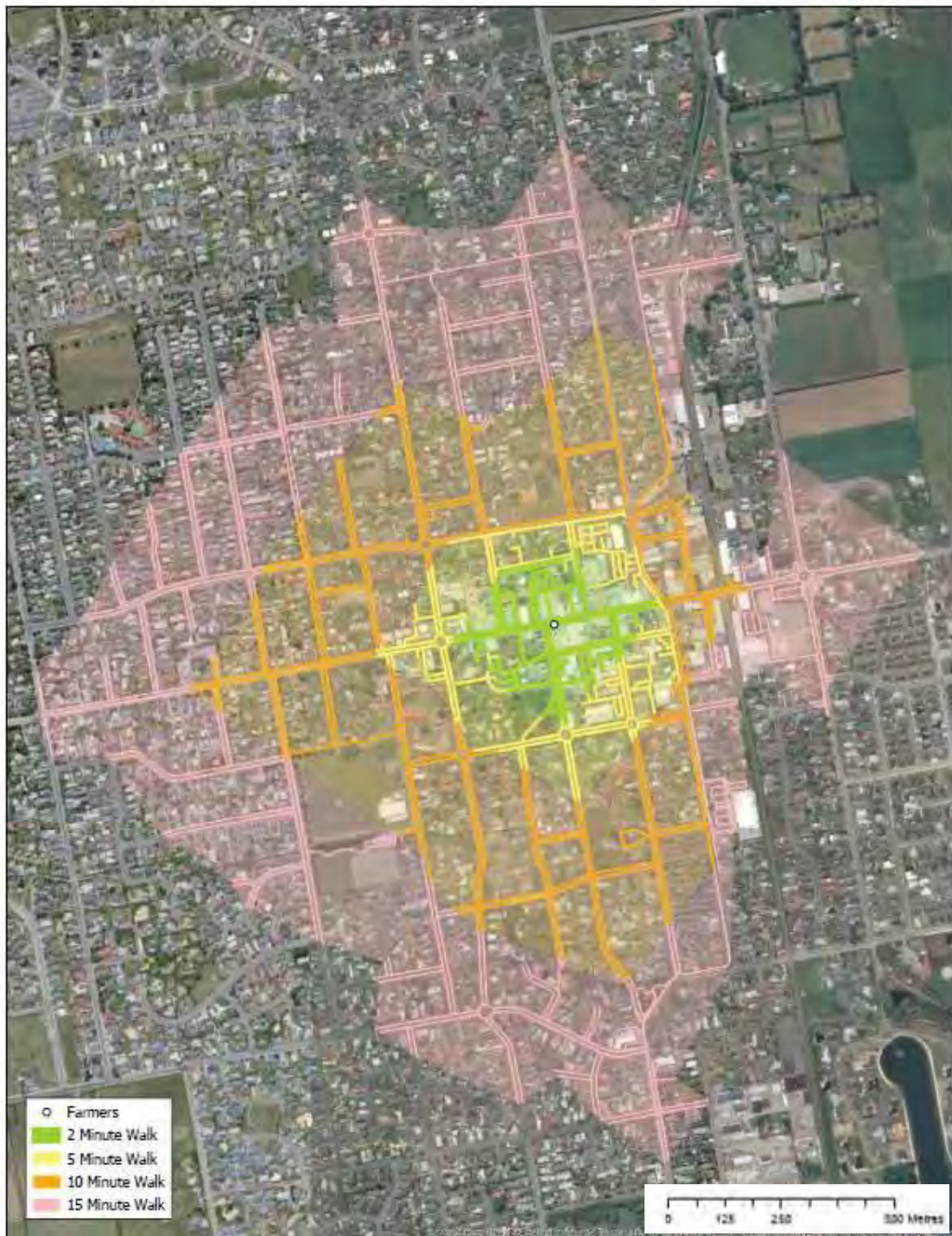


**Figure 4.6** Forecasted parking demand if town centre is expanded

## 5. Active Travel

Pedestrian accessibility in the town centre has been improved as a result of the RTC 2020 Strategy which included new pedestrian laneways, crossings, wider footpaths and improved street furniture. However, the lack of pedestrian permeability and connectivity has been an issue and needs attention.

While no pedestrian counts have been undertaken since 2012, the 2013 census shows that approximately 2.3% of people in Waimakariri walked or jogged to work. Furthermore, the compact nature of the town, means most residents are within a short walk to the RTC. **Figure 5.1** shows pedestrian walking catchments for the town centre. It is recommended that pedestrian flow surveys are conducted across key corridors to better understand pedestrian movement and demand within the RTC.



**Figure 5.1** RTC walking catchments

Within the town centre, on street cycle lanes are provided on all approaches to the High Street/ Ashley Street intersection, on High Street between Ashley Street and East Belt and Ashley Street north of Blackett Street. Cycle count surveys are regularly conducted by WDC to understand the demand for cycling in the district. A comparison of the number of cyclists for the last four years shown in **Figure 5.2** indicates that the cycle volume has remained

relatively constant with approximately 80-100 cyclists in the 7am to 9am period north of High Street. Perhaps cycle surveys could be extended outside of the above hours to capture more data.

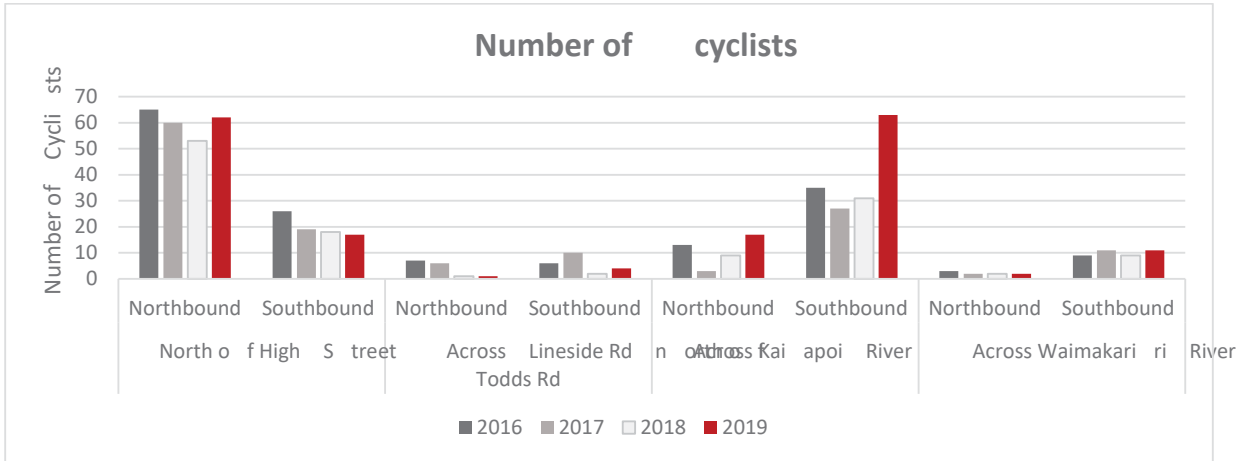
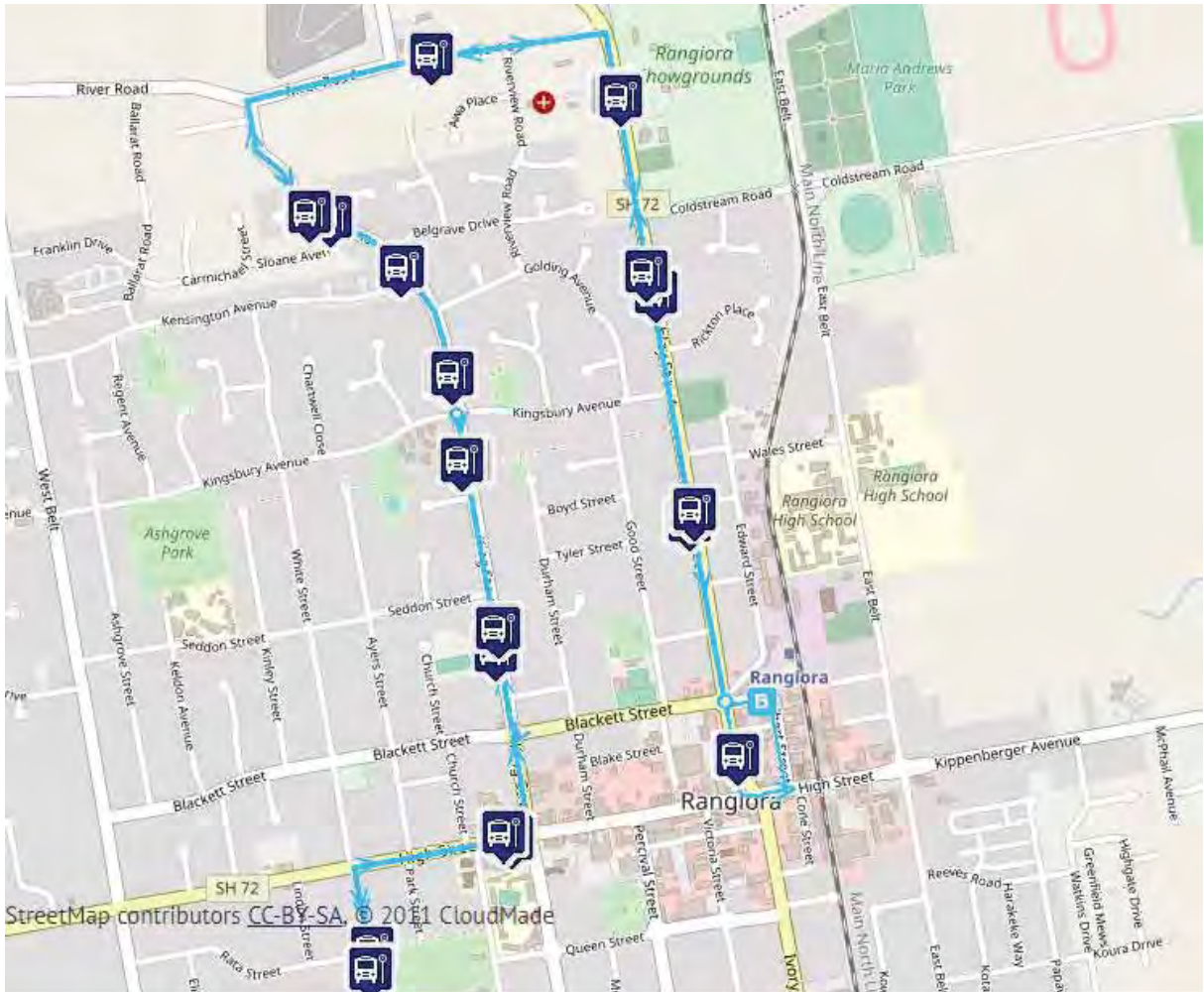


Figure 5.2 Cycle volumes north of High Street

## 6. Public Transport

The **B line** travels between Rangiora and Princess Margaret Hospital via central Christchurch and the Bus Interchange with a weekday 30-minute daytime frequency Monday to Saturday and an hourly service on Sundays. A higher frequency of service is provided during the weekday peak periods. Prior to the last service changes, the service travelling through Kaiapoi's town centre was re-routed to Ohoka Road to provide access to the new Silverstream residential development. The existing bus route is shown in **Figure 6.1**.



**Figure 6.1** Existing bus services

### **B-Line Changes**

Since the Blue Line route changed in 2017, the Waimakariri community has expressed their preference to change the route back to the way it used to travel. The revised route is shown in **Figure 6.2**. The proposed changes are hoping to reconnect Kaiapoi's town centre with Rangiora and better connect those living in newly developed areas in north-west Rangiora.

Based on this feedback, Environment Canterbury (ECAN) are consulting on the following changes:

- The route would travel via Lineside Road and Smith Street between Kaiapoi and Rangiora
- The route would cover more of Rangiora, travelling differently along Ashley Street and River Road, and also expanded to Kingsbury Avenue and West Belt.

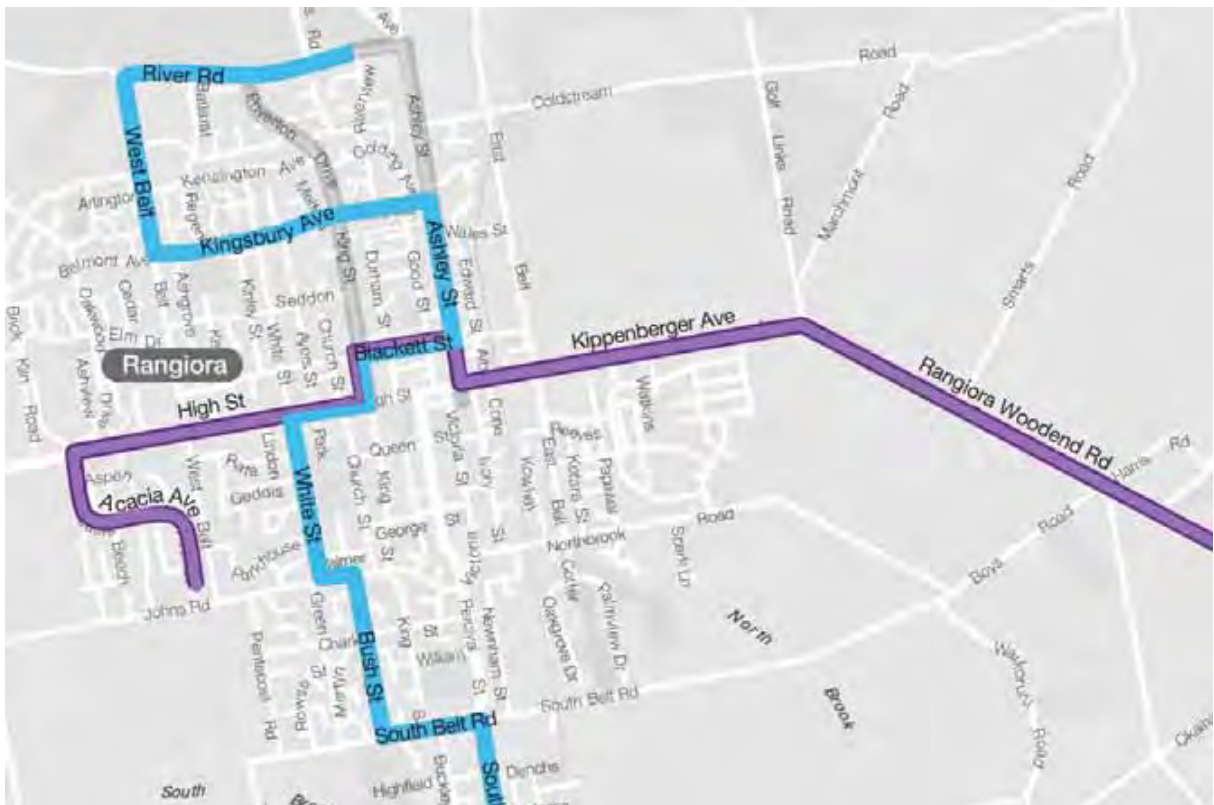


- The frequency of Blue Line trips during morning and afternoon peak hours may be adjusted to better reflect current usage.

### New Links

During the Regional Public Transport Plan consultation, communities within Waimakariri expressed their desires to be connected to each other by public transport throughout the day. As a result, WDC are proposing two new routes, the Rangiora-Silverstream Link and the Pegasus-Silverstream Link.

The Rangiora-Silverstream Link would connect Rangiora, Woodend, Kaiapi and Silverstream, which is a similar service to a previous service that ended in 2012. The Pegasus-Silverstream Link would connect Pegasus, Woodend, Kaiapi and Silverstream. Both services are expected to run hourly seven days a week between the hours of 8am-8pm.



**Figure 6.2** Changes to B-Line route

As part of the Christchurch Northern Corridor and High Occupancy Vehicle lane investigations, WDC is considering opportunities for expanded park and ride services from the District. Initial indications include the need for sites within Rangiora and these are currently being considered. The key implications from this work include the potential for an increase in localised vehicle, cycling and pedestrian movements.

## 7. Road Safety

The New Zealand Transport Agency's Crash Analysis System identified 55 accidents within the Rangiora town centre area between 2014 – 2018. Of the 55 incidents, 16 resulted in injury of which five were serious. Figure 7.1 shows the location of all crashes within the vicinity of the town centre with a total of six pedestrian crashes. Five of the 16 injury crashes occurred in 2017 yet 2018 had only one injury crash.

The crash history shows a cluster of crashes in the vicinity of the High Street / Ashley Street intersection with four of the five serious injuries occurring within 50 metres of the intersection. One of these crashes involved a vehicle exiting the New World car park colliding with a mobility scooter travelling on the footpath.

No dominant crash factors were identified related to the road design or its operation. The crash types recorded in this area are somewhat typical for the road environment and traffic volumes experienced.

Another safety approach is to consider crash risk rather than crash data. The New Zealand Road Assessment Process, Urban KiwiRAP, is used to analyse the road safety of urban road corridors. The two types of risk metric that form the fundamental risk mapping protocols for Urban KiwiRAP are Collective Risk and Personal Risk as described below:

- Collective Risk is a measure of the total estimated death and serious injury (DSi) casualty equivalents for a site. It is effectively a measure of the number of deaths and serious injuries that can be expected at a site over the next analysis period (typically five years). At a corridor level, Collective Risk is the total estimated DSi casualty equivalents derived from the intersection and midblock components divided by the length of the corridor. It is expressed as estimated DSi / km.
- Personal Risk is a measure of the risk of an individual dying or being seriously injured at a site. It is calculated by dividing Collective Risk by a measure of traffic volume exposure.

The risk rating categories are low, low-medium, medium, medium-high and high. All roads except Ashley Road (between High Street and River Road) have a Collective Risk of low-medium or low. Ashley Road has a medium Collective Risk. However, Personal Risk shows Queen Street (between Church Street and Percival Street) to be medium high and High Street, Ashley Street, Alfred Street, Victoria Street and Burt Street to be medium risk.






Figure 7.1 Crash History (2014-2018)

## 8. Issues and Opportunities

We have identified a few constraints and opportunities that require consideration, and these are identified in **Table 8.1**. Preserving and enhancing the opportunities for pedestrian, cycle and public transport requirements is essential if the aims and objectives of the relative regional, district and local plans and strategies are to be supported.

How this can best be realised however will be identified through the Inquiry by Design process.

**Table 8.1** Issues and opportunities

Constraint/ Issues	Opportunities	
<p>Mobility as a Service (MaaS)</p>	<p>There are great opportunities in Rangiora to introduce new technology to Rangiora to drive residents away from private car use. Introducing electric charging points to promote electric vehicle use, introducing an autonomous bus to circulate the RTC and encourage shared use by introducing bike share, car share and electric scooter schemes.</p>	
<p>Relocating the north- south 'District' movement corridor away from Ashley Street</p>	<p>During the Rangiora TC 2020 strategy the relocation of the north south district corridor was identified as a key barrier for expansion. If expanding the town centre to the north east is considered, this issue is relevant.</p>	<p>LOBURN – CHRISTCHURCH</p> 
<p>Land or alternative resources allocation to accommodate any additional parking demand created by the expansion</p>	<p>If the Business 1 Zone is expanded to the north/ east, associated land uses will demand more car parking as demonstrated in Section 4. Burt Street and Rangiora Station provides some opportunity for off-street car parking. However, an alternative approach would be to encourage active travel modes such as Lime Scooters, cycle share schemes.</p>	

<p>The quality of the pedestrian connectivity at the Red Lion Corner intersection is a concern. Even though signal-controlled pedestrian crossings are provided on all approaches, High Street appears to be a disconnected at Ashley Street and is perceived as a pedestrian access barrier.</p>	<p>Install a Barnes Dance type pedestrian crossing to encourage pedestrian movement through the intersection.</p> <p>Data collection is required to understand the existing/ future pedestrian demand for an all direction crossing.</p> <p>Traffic modelling to understand the impact on the operation of the traffic signals will also be required.</p>	
<p>With future residential development proposed to the east of East Belt we have identified a lack of pedestrian connectivity between Coldstream Road/ Rangiora High School and the RTC.</p>	<p>Keir Street is a potential connection to the east however demands an additional rail crossing which would need Kiwi Rail approval.</p> <p>The pedestrian infrastructure at the Blackett Street and Ashley Street roundabout or between Blackett Street and High Street will require an upgrade as most pedestrians from the new connection are likely to use this section to access the town centre.</p> <p>Similarly, the pedestrian provisions on Blackett Street between the rail corridor and Ashley Street requires attention.</p>	
<p>Pedestrian provisions</p>	<p>High Street between Ashley Street and East Belt has been identified as a corridor with increased pedestrian movement as a result of recent developments. Pedestrian crossing facilities require review.</p>	
<p>Blake Street car park area was identified as an opportunity area in the RTC 2020</p>	<p>With the proposed town centre expansion, we see an opportunity to improve the amenity around Blake Street by converting Blake Street to a Shared Zone with mixed-use development and car parking on either side. Currently Blake Street only caters to those using it as a car park therefore is not critical for vehicle movement efficiency.</p>	

<p>Pedestrian demand through the NW car park</p>	<p>We identify a pedestrian desire line through the New World car park which could potentially tie into any improvements on Blake Street.</p>	
<p>Potential park and ride or long-term parking opportunities</p>	<p>With the proposed Coldstream sports hub development some demand shift from existing sporting facilities is expected. This provides the opportunity to use these spaces as long term parking or park and ride facilities.</p>	
<p>Lack of signage and way finding</p>	<p>Build on shifting 'Town Centre' emphasis away from High Street to support a wider town centre precinct.                  Improve off-street parking signage, include user info e.g. number of spaces available.                  Currently visitors to the town centre are not guided to available car parking areas efficiently. A parking search route may be appropriate                  Install signs within parking lots to direct pedestrians to High Street (frame to core).</p>	

### ***More issues and opportunities;***

#### Parking duration of stay vs time restrictions

- The duration of stay for 72% of vehicles parked in the town centre was for less than 1 hour however only 27% of parking spaces are time restricted. In our opinion this mismatch could be creating unnecessary pressure on certain streets and particular car parks.

#### Reduction in parking demand

- The parking survey suggests that the demand for off street public parking in the town centre is declining. Further information is required to understand the reasons behind this reduction. It could be that new retail in the periphery is attracting customers or employee parking has shifted from the surveyed streets to other residential streets.

#### Accounting for future demands

- Any consideration of the potential future of transport in Rangiora, needs to also recognise the high level of uncertainty with regard to the future of mobility. Autonomous vehicles, electric vehicles, mobility as a service (MaaS) through to more online, digital connectivity and commerce are all expected to have a profound impact on our transport and land use patterns and needs.

#### Blackett Street and Alfred Street used as a rat run

- During a recent traffic survey, it was observed that Blackett Street and Albert Street was used as an alternative to Ashley Street. Northbound and eastbound motorists were able to bypass the congestion at the signals.
- If Business 1 extends to Albert Street the trip generation of associated activity could affect the operations of Blackett Street/ Albert Street corridor and its intersections.

#### Reducing the town centre speed limit to accommodate vulnerable road users.

- In line with the national speed management guidelines, the speed limit on High Street could be reduced to 30km/h to provide a safer environment for vulnerable road users.

## 9. Conclusion

The RTC Strategy 2020 identified key transportation projects to improve access and parking in the Rangiora Town Centre. As it was developed prior to the 2010/11 earthquake sequence, some fundamental changes have occurred in the District, as well as within the town, that have necessitated a review. Overall the Strategy has achieved its transport objectives, however, with the increasing population and housing demand in Rangiora, the development of a new strategy is timely.

This review has identified a number of issues and opportunities that should be considered by the Council and wider community to enable the vision for Rangiora to be realised. However, the final determination will require a careful consideration of how the different aims and objectives can be realised while ensuring a safe and sustainable transport network can be achieved.

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## Rangiora Town Centre Strategy (RTC2020) Monitoring Report – 2019 RTC Review

<b>Key to Status</b>	 Action Completed	 Action Partially Completed – Potential Carry Over	 Action Not Completed – Potential Carry Over
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	Scope	Status	Progress on Implementation
Strategic	Comprehensive parking strategy addressing short-term and medium to long-term parking arrangements for the town centre including the distribution of restricted time and disability parking, and the future needs for town centre parking. This will be done in collaboration with key stakeholders.		Parking Management Strategy completed and adopted in 2011
	Signage strategy to improved directional signage leading into and within the town centre including parking related signage.		Strategy completed. A number of improvements made.
	Complete the review of the use of Rangiora town centre community facilities and the appropriate role for the Council in the provision of additional facilities to cater for the needs of the increasing population, including the consideration of the introduction of new Community Facilities Development Contributions to assist in funding these facilities.		Rangiora Town Hall upgraded and extended, Dudley Park Aquatic Centre completed.
	Investigate to ensure the protection of the opportunity for long term roading options including the extension of Queen and Blakett Streets to East Belt and the construction of an eastern bypass.		Options Investigated. Blakett Street extension east maintained through land ownership. Eastern Bypass planned for within LTP.
	Plan improvements to public transport including providing for increased passenger transport services around Rangiora and into the town centre. Also between Rangiora and other local destinations, and including mode interchange.		A number of improvements made in conjunctions with Environment Canterbury, with regards to public transport between Rangiora and Christchurch. Further improvements, particularly relating to inter district and within the Rangiora Town Centre still desired and to be included in reviewed RTC Strategy draft.

	Scope	Status	Progress on Implementation
	Involvement in the planning and provision for additional community facilities within, or adjacent to, the Rangiora town centre.		Involvement/support for Community Facilities such as the Dudley Park Aquatic Centre and Town Hall improvements provided.
Investigations & Approvals	Commence negotiations with the owners of the properties immediately to the north of High Street with the objective of developing Council collaboration with business / land owners to upgrade the privately owned areas behind the shops on the north side of High Street to increase the parking available for property owners, customers and possibly the general public.		North of High project approved and included in Council planning documents. Property owners successfully engaged and Heads of Agreement signed.
	Investigate use of signage / physical works to signify entrance gateways of Rangiora town centre.		Street works improvements investigated and approved by Council.
	Establish the feasibility of replacing the current compulsory stop signage with roundabouts at the Queen/Percival and Queen/Victoria Street intersections.		Investigation complete and approvals gained.
	Traffic modelling to assess the implications of signalling the Ashley/High/Ivory Street intersection, including the longer term implications for traffic management associated with a change to two-way traffic on High Street.		Investigation complete and approvals gained.
	Preliminary intersection layout and design at Red Lion Corner		Layout and design completed.
	Assessment of the cost implications of the realignment of Ashley Street to permit the signalling of the intersection, including property purchases and roadway construction.		Cost implications obtained and provided to Council.

	Scope	Status	Progress on Implementation
Design Work	Prepare initial design work and costings for the upgrading of the access lanes that lead from the Blake Street car park to High Street. This will involve collaboration with landowners as some of the access lanes involve privately owned land.		Design work and costings completed.
	Begin design work for landscaping and the development of space for outdoor activity in the Council precinct & Percival St, in anticipation of the construction of the extension of the Trevor Inch Memorial Library currently scheduled for 2014/15.		Landscape design work for outdoor area in front of Council completed. Further Civic Precinct design work identified as part of Council Building improvements and Library extension work now included in LTP. Reviewed RTC Strategy draft to support future Civic Precinct developments.
	Undertake preliminary design work for the re-development of the Blake Street car park and surrounding area, in conjunction with neighbouring land owners, with a view to establishing the feasibility of creating additional “green space” as well as improving the provision of car parking.		Full Concept Plan completed. Stage One (Conway Lane) physical works completed. Detailed design of Stage Two, including new road and potential ‘green spaces’ still in progress with developers, and to be included as a continuing project in the reviewed RTC Strategy draft.
District Plan	Notify District Plan Change to provide increased protection for the heritage character of the main shopping area of High Street, and to ensure the complementary character of developments in the areas to the north and south of High Street identified for intensification.		Heritage protection changes notified and included into current District Plan.
Provision	Make provision in the 2011/12 Annual Plan for expenditure to undertake initial Rangiora Town Centre Strategy projects.		Provision approved and included.
	Make provision in the 2012/22 Long Term Plan for expenditure to undertake initial Rangiora Town Centre Strategy projects.		Provision approved and included.

	Scope	Status	Progress on Implementation
Physical Works	Upgrade the privately owned land behind the shops on the north side of High Street for car parking and to improve the entrances to the access lanes that lead to High Street, if agreement has been reached with landowners.	Yellow	North of High Concept Plan includes provision for improvement of these areas. Land owner agreements to be sought as future North of High Stages progress. Service Lane improvements behind New World complete, and improvements to Good Street shopping area currently being planned.
	Install roundabouts at the Queen/Percival and Queen/ Victoria Street intersections if preliminary investigations determine the feasibility of this proposal.	Green	Roundabouts successfully installed.
	Upgrade directional signage leading into and within the town centre, including signage with respect to car parking areas.	Green	A number of improvements made. Additional improvement opportunities identified and to be included in reviewed RTC Strategy draft.
	Upgrade of the access lanes between the Blake Street car park and High Street, if agreement has been reached with landowners.	Green	North of High stage one (Conway Lane) completed.
	Commence the realignment of the Ashley/High/Ivory Street upgrade and re-configuration of High Street between Percival and Ashley Streets if preliminary investigations demonstrate feasibility.	Green	Realignment and configuration improvements completed as per design.
	Construct library extension currently budgeted for 2014/15 as per Long Term Plan (LTCCP 2009-19), in line with the original concept and consistent with the Library Strategic Plan.	Red	Library extension pushed into outer years of LTP. Future extension to be supported by reviewed RTC Strategy draft.

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### **Attachment ix: Detailed Rangiora Town Centre Strategy development process in chronological order**

- 16 October 2018: DPRC approved the preparation of a Structure Plan for East and West Rangiora and for East Kaiapoi and review of Rangiora Town Centre Strategy
- March-April 2019: Engaged relevant consultants: Urban Design (Boffa Miskell Ltd) and Transport (Ableys)
- 4 April 2019: Presentation to internal Technical Advisory Group (TAG) to introduce project(s), background, milestones etc.
- April 2019: Reports to Rangiora-Ashley Community Board and Kaiapoi-Tuahivi Community Board, outlining project(s) and key milestones, and nominating Board members to be represented on the External Reference Group (for Rangiora only)
- April–May 2019: Consultants prepared Issues & Options reports (attachments iv and v).
- 30 April 2019: DPRC retreat to introduce project, background, key milestones
- 17 May 2019: Internal Inception Inquiry by Design workshop with key cross-departmental Council staff and consultants to present draft Issues & Options reports, brainstorm vision for Rangiora and map possible development scenarios
- 21 May 2019: DPRC briefing to discuss possible vision for Rangiora
- 30 May 2019: External Stakeholder Inquiry by Design workshop #1 (of 3)
- June/July 2019: Consultants progressing draft concept plans for Rangiora town centre and structure plan areas to discuss at 2<sup>nd</sup> round of engagement with DPRC, TAG, and External Stakeholder Group
- July 2019: Development of an early engagement video to promulgate in the wider community of interest, linked to an invitation to submit early ideas of how Rangiora should development over the next 10+ years (see attachment iii for summary of responses)
- 23 July 2019: DPRC memo providing a project update
- 25 July 2019: TAG workshop to discuss draft concepts, feedback, refine
- 30 July 2019: DPRC retreat where staff presented draft high level concept plans for Rangiora town centre and for the Rangiora Structure Plan areas for general discussion
- August/September 2019: Consultants and staff work on refining concept plans based on feedback from various groups.
- 1 August 2019: External Stakeholder Inquiry by Design workshop #2 (of 3) – presented draft plans and refine.
- 14 August 2019: Draft concepts presented for feedback to Rangiora Ashley Community Board, following dissemination of a background memo
- 10 September 2019: Verbal project update at DPRC meeting
- 19 September 2019: Presentation to Te Ngāi Tūāhuriri Rūnanga to introduce project and invite engagement

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- 3 October 2019: progress update, growth scenarios, transport and parking concepts presented at TAG meeting for discussion
- 31 October 2019: External Stakeholder Inquiry by Design workshop #3 (of 3) – presented draft concepts for transport / parking.
- 19 November 2019: DPRC project update to present draft concepts for general agreement (obtained for Rangiora town centre concepts and proposals)
- 11 December 2019: Presentation to Rangiora Ashley Community Board with draft Rangiora Town Centre and Structure Plan concepts, which followed circulation of memo and all relevant background reports
- 12 December 2019: TAG meeting to present draft Rangiora Town Centre and Structure Plan concepts
- 17 January 2020: District Plan Review and District Development Strategy Project Control Group (PCG) gave general endorsement for the draft Strategy.



# The Rangiora Town Centre Strategy Review Draft Communications & Engagement Plan

Version 0.56 | Last updated 29 January 2020



TRIM 200121006874

<b>Project Name:</b>	Rangiora Town Centre Strategy Review	
<b>Project Location:</b>	Rangiora	
<b>Trim Reference:</b>	DDS-06-10-02-04-02-02 / 200121006874	
<b>Budget:</b>	\$20,000	GL: 10.155.360.2465

Version	Notes	Author	Date
0.1	Initial Draft	Daniel Huisman	14/06/19
0.2	Heike's Changes	Nicola Hunt	05/07/19
0.3	Updated to incorporate Structure Plans Updated timeline	Daniel Huisman Nicola Hunt	24/10/19
0.4	Heike's Revisions Incorporate Kaiapoi Structure Plan	Daniel Huisman	12/11/2019
0.5	Remove Structure Plans	Daniel Huisman	20/12/19
<a href="#">0.6</a>	<a href="#">Updated calendar and budgets</a>	<a href="#">Daniel Huisman</a>	<a href="#">20/01/20</a>
1.0	Finalised & Adopted	TBC	TBC

<b>Project Manager</b>	Simon Hart
<b>Project Sponsor</b>	Simon Markham
<b>Lead Planner</b>	Heike Downie
<b>Lead Consultancy</b>	Boffa Miskell
<b>Communications Advisor</b>	Daniel Huisman/Nicola Hunt
<b>Media Spokesperson</b>	Simon Hart

TRIM 200121006874



## 1. Project Background

This project aims to refresh the vision and strategic framework of the Rangiora Town Centre (RTC) in order to guide improvements and future developments in the town centre.

### There are several key factors that have driven the need for these reviews:

- The Waimakariri District has experienced sustained growth and both residential and business growth is predicted to increase over the next thirty years.
- The projects in the RTC2020: Rangiora Town Centre Strategy have been largely completed.
- Recently adopted high-level documents such as the District Development Strategy have identified future expansion areas for businesses such as large format retail, and these now need to be considered in more detail.

### Aims of the RTC Review

- Develop a revised RTC Plan within the agreed timeframe and budget.
- Engage with the community to garner new ideas.
- Guide decisions on existing Council-owned land.
- Review, refresh and potentially extend the RTC Plan vision, objectives, themes, assumptions, projects and economic data.
- Ensure the town centre continues to be functional, attractive and relevant, there is enough retail/commercial land to meet the needs of the growing community.
- Consider the future long-term expansion directions for the Business 1 Zone / Large Format Retail Zone identified in the DDS and opportunities for new uses of additional land nearby.
- Refine the potential uses and outcomes of strategic locations in key business zone areas, and determine the process and timing for developing these areas.
- Identify planning opportunities that could give effect to the vision and strategic outcomes of the RTC Strategy.
- Identify projects that take into account long term Council and community (especially transport related) needs, asset renewals, proposed future development in the area, impacts on the local residents, and the needs of the wider community.

## 2. Key Milestones

The proposed timeline for the review process includes:

- April – December 2019 – Early engagement with, and draft concepts presented to Rangiora-Ashley and Kaiapoi -Tuahiwi Community Boards
- May 2019 – Rangiora External Stakeholder Group Inquiry By Design Workshop 1
- August 2019 – Rangiora External Stakeholder Group Inquiry By Design Workshop 2
- August – December 2019 – Rangiora Early Public Engagement
- October 2019 – Rangiora External Stakeholder Inquiry By Design Workshop 3
- February 2020 – Draft RTC Strategy Approved For Consultation
- February 2020 – Wide Public Consultation via Special Consultative Procedure
- March 2020 – Hearings
- May 2020 – Final RTC Strategy Adopted

### 3. Communications Approach

Both targeted engagement and public consultation are proposed for this project. Targeted engagement will occur in 2019, through a series of Inquiry by Design sessions with an established Rangiora External Stakeholder Reference Group, and ongoing communication and consultation with key stakeholders including property owners.

The majority of the public consultation activity is scheduled for February 2020, however there has been some low-level early public engagement carried out from mid-2019.

Based on the IAP2's Public Participation Spectrum, the suitable level of public engagement for this project is: *Consult*.

CONSULT	
Public Participation Goal	To obtain public feedback on analysis, alternatives and/or decisions.
Promise To The Public	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

#### 4. Communication Objectives

**Communication objectives for the RTC Review are:**

- Raise awareness of the RTC Strategy Review
- Identify and publicise key items within the Draft RTC Strategy.
- Encourage the community and stakeholders to make a submission or contribute towards the development of the Final RTC Strategy.
- Ensure the Draft RTC Strategy and Consultation Document are easy to find and accessible.
- Ensure the Consultation Documents are clear, written in plain English, attractive and easy to understand.
- Ensure it is easy to make a submission and that a variety of submission methods are available to suit the different needs within the community.
- Educate the public about the purpose and need for the RTC Strategy.
- Provide meaningful opportunities for the community to engage with staff and experts, ask questions and provide feedback.
- Promote the importance and success of the previous RTC Strategy.
- Promote Council's commitment to the development of the Rangiora Town Centre, local economic activity, and employment.
- Ensure all business owners and property owners within the town centre area are provided with information on the draft RTC Strategy and have the opportunity to make a submission.

## 5. Risks and Mitigation

Communication Risk	Mitigation
Backlash from members of the public who disagree with the RTC Strategy, particularly on social media.	Closely monitor social media channels and use prompt replies to encourage complainants to make a formal submission with their concerns.  Correct misinformation if and as required.
The community feel that they haven't been genuinely consulted.	Use multiple mediums of communication to reach residents and businesses, including advertising and local media.  Acquire as much visibility as possible using the communication channels details in Section 8.  Make sure it's easy to make a submission and host public drop-in sessions, targeted engagement events and hearings.  Ensure community board members, resident associations and community groups are well informed.  Clearly communicate the process and show how the feedback received has been considered and incorporated into the final Strategy.
Consultation fatigue confusion with other consultations such as the District Plan, Annual Plan & Structure Plans	Clearly and simply communicate the scope of the Rangiora Town Centre Strategy and the key differences from the other documents.  Work with media to explain the differences and utilise paid advertorials if required.
Community apathy and a lack of concrete actions in the plans for people to connect with.	Utilise targeted engagement with community and stakeholder groups, focusing on issues most relevant to them.  Identify and share key ideas or messages with the most potential to excite the community.  Develop and promote as much concept imagery as possible to help people visualise the options/actions.  Design appealing engagement opportunities in public spaces.
Confidential or draft information released early.	Watermark all draft consultation documents.  Brief media before consultation starts and provide appropriate resources.

	Remind internal stakeholders of the need to avoid confusion or misinformation by sharing unfinished work with the public.
Key stakeholders don't receive information, read communication material or engage with the consultation.	Use multiple mediums of communication to target key stakeholders. Make sure every business owner and landowner in the area receives written information about the Strategy. Visit businesses in the Town Centre area in person. Build and maintain a current stakeholder database.
Media portray the Strategy or consultation in a negative light.	Brief media about the project before consultation begins, and discuss with them key messages. Find interesting perspectives and stories for the media to use. Correct misinformation if it arises.
Unrealistically optimistic expectations around the plans and the timeframe for completion.	Clearly identify the purpose and implementation stages of the RTC Strategy in the consultation documents. Clearly communicate the Council's role in its implementation. Highlight any challenges that may slow implementation. Be clear that these are long-term plans, often for 10 years and beyond.
Concern over the cost to ratepayers.	Clearly identify the roles of Council and private developers in the documents. Show how costs could be spread over a long time frame and supported by both increased economic activity and residential growth. Highlight the value and importance to the District of an attractive, vibrant and prosperous Rangiora Town Centre.

## 6. Audiences and Stakeholders

Directly affected	<ul style="list-style-type: none"> <li>• St. Johns Ambulance, NZ Police, Fire and Emergency NZ</li> <li>• MainPower/Utility Providers</li> <li>• Local Developers</li> <li>• Transport Providers/Metro (ECan)/Go Bus</li> <li>• Business Owners</li> <li>• Land Owners within the Rangiora Town Centre</li> </ul>
Internal	<ul style="list-style-type: none"> <li>• Project Control Group</li> <li>• Rangiora External Stakeholder Group</li> <li>• Simon Hart (Business &amp; Centres Manager)</li> <li>• Communication &amp; Engagement Manager (Alistair Gray)</li> <li>• Council Roading (Bill Rice)</li> <li>• Council Property (Rob Hawthorne)</li> <li>• Customer Services</li> <li>• Policy and Customer Service Manager (Simon Markham)</li> <li>• Rangiora-Ashley Community Board</li> <li>• Mayor and Councillors</li> <li>• Management Team</li> </ul>
Other Stakeholders	<ul style="list-style-type: none"> <li>• Te Rūnanga o Ngāi Tūāhuriri / Mahaanui Kurataiao Ltd</li> <li>• Residents within the RTC catchment area.</li> <li>• Schools/Retirement Villages close to Rangiora Town Centre</li> <li>• Waimakariri Access Group</li> <li>• Rangiora Promotions Association</li> <li>• Waimakariri MP Matt Doocey</li> <li>• Local Economic Development Advocacy Group</li> <li>• DPMC/MP Megan Woods</li> <li>• Greater Christchurch Partnership members</li> <li>• Enterprise North Canterbury/Visit Waimakariri</li> <li>• WDC Facebook and Twitter users</li> <li>• Local media</li> <li>• Age Concern Canterbury/Grey Power</li> <li>• Youth Council</li> <li>• KiwiRail</li> </ul>

## 7. Key Messages

Key messages will be focussed primarily on residents, businesses, landowners and stakeholders in the immediate areas of the Rangiora Town Centre.

### Rangiora Town Centre Key Messages:

- Rangiora and the Waimakariri District continue to enjoy sustained population growth.
- These documents will guide the development of Rangiora's town centre over the next 10 years and beyond.
- Rangiora is the primary retail and business hub for the District.
- The Council wants ideas and feedback from residents, landowners and businesses in Rangiora and beyond.
- Your ideas and feedback helps shape the final [plansstrategy](#).
- Projects [committed](#) in the 2010 RTC Strategy have [largely](#) been completed successfully.
- This is not just about businesses, we want to build a vibrant town centre where people enjoy spending time and showcase our town as a destination. It needs to have a sense of place, be an asset for the community and not just a place to shop.
- We need to make the most of our existing Business 1 land.
- We propose specific areas for extending the Rangiora Town Centre
- Significant spending still occurs outside of the District and opportunities exist to capture that loss of consumer spend.
- We need to think about how emerging technology and consumer trends may change the nature of the Town Centre in the future.



## 8. Communications Channels

Communication tools will be adapted as required to meet the project requirements and key milestones of the Rangiora Town Centre Strategy.

	Tactic	Who
Distribution of Consultation Document & Strategy	Mail-out or email every business and landowner in the Rangiora Town Centre.  Copy of the Draft Strategy (or link to project website) + cover letter/email introducing the project, and invite to engagement events or drop in sessions.	Comms / Business & Centres
	Mail-out or email Community / Special Interest Groups. Copy of consultation document (or link to e-copy) + cover letter/email, and invite to engagement event.	Comms / Business & Centres
	Mail-out consultation document for school (or link to e-copy) retirement village.  Include cover letter or email with invite to relevant engagement event.	Comms / Business & Centres
	Distribute copies of consultation document for waiting areas in local businesses, medical centres, takeaways, hairdressers etc...	Comms
	Information display and copies of all documents at all Council Service Centres and Library. Pull-up banner, large TV display with video, copies of consultation document & draft Strategy.	Comms
Engagement	Business Drop-In Session / Business Breakfast / Engagement Event – preferably hosted within existing event or networking function.	Business & Centres / DPU
	Community Drop-in Sessions / Engagement Event – preferably hosted within existing events or functions.  Possibility of stands/display outside supermarkets etc...	Comms / Business & Centres
	Maintain an updated stakeholder contact list.  Personal contact with important stakeholders such as Utilities / Emergency Services	Business & Centres / DPU
	Youth Engagement - host simplified IBD session in Rangiora High School and attend Youth Council meeting.	Comms / Business & Centres / DPU

	Presentations at relevant community group meetings. Resident associations, Grey Power, RPA etc...	Comms / Business & Centres /DPU
	Formal hearings following public consultation.	Business & Centres, Governance, PDU
	Public display of draft plans – Interactive, highly visual display in public area.	Comms
Advertising	Regular newspaper adverts through consultation period in the Northern Outlook / North Canterbury News	Comms
	Radio advertising on Compass FM and on-air interviews with spokesperson.	Comms / Spokesperson
	Facebook Advertising Campaign	Comms
	Cinema 30sec advert in local theatre during the consultation period.	Comms
	Video produced for social media, cinema and digital screens in Rangiora.	Comms
Online Presence	Information page & submission form on Council website. Ensure the current RTC Strategy page remains updated with progress.	Comms
	News articles on Council website as required with links to the consultation page.	Comms
	Regular social media posts using the Council's digital channels.	Comms
Media	Issue media releases as appropriate and pro-actively work with media as opportunities arise.	Comms
	In-person briefings with local media before the consultation opens and supply with graphics/photos.	Comms

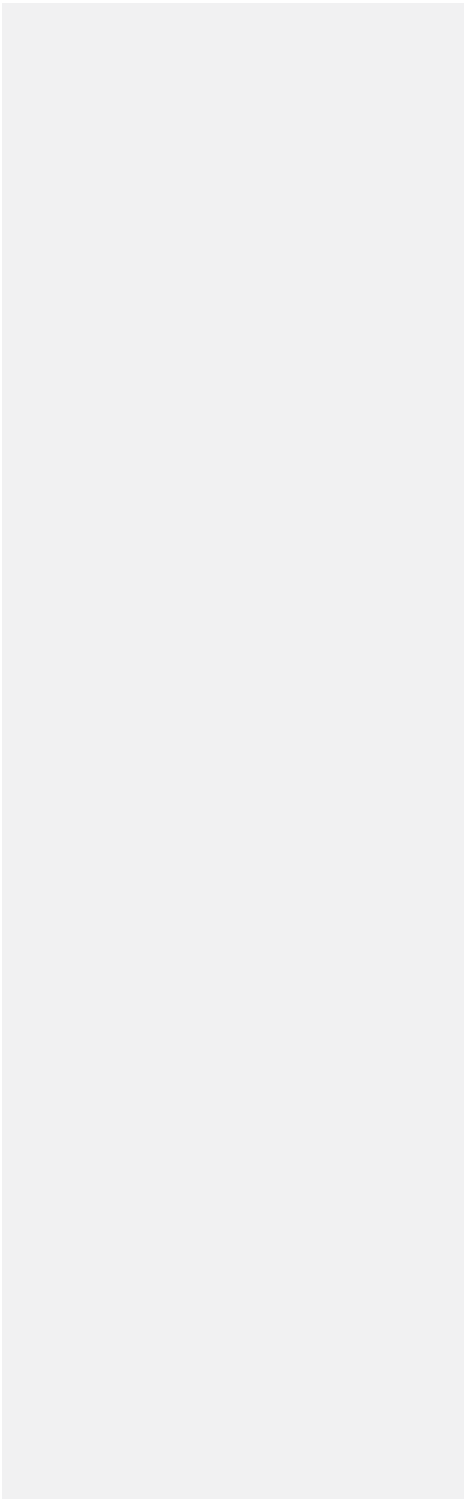
## 9. Budget and Resources

This budget should be considered indicative only. A more accurate budget will be prepared along with the detailed action plan in early 2020. Several assumptions are made in preparing this budget.

1. Primarily using internal resources for graphics design, photography, videography and engagement.
2. Advertising restricted largely to local media outlets.
3. Using internal facilitators for engagement events.

Product	Notes	Budgeted Cost
Advertising	Newspaper	<del>\$1,000</del> 300
	Social Media	<del>\$4</del> 2,000
	Radio	<del>Free</del> In-house
	Cinema (3 weeks starting 13/02/19)	\$1,440
	Video Production	<del>\$1,000</del> In-house
	Other Digital ( <a href="#">Stuff</a> , <a href="#">Giggle TV network</a> , <a href="#">Neighbourly</a> )	<del>\$600</del> 1,000
<del>Document – Design &amp; Print</del>	<del>Full</del> Consultation Document / <del>Other</del> Printing	<del>\$2,500</del> 8,000
	<del>Banners / Posters / Advertising</del> Full Document / <del>Other</del> Printing	\$1,000
	Graphic Design	<del>\$2,000</del> In-house
	Photography	In-house
	Historical Images	\$200
Engagement Events	Event Space Hire – 4 weeks	\$690
	<del>Banners / Posters / Display Printing</del> Collateral – <del>Design &amp; Print</del> Consultation Document	\$3,000
	Cover Letters / Invites	\$300
<b>TOTAL</b>		<b>\$18,930</b>

Merged Cells



TRIM 200121006874

## 10. Measures of Success

### Outputs:

- Distribution of the Consultation Documents
- Number and reach of advertisements
- Number of people reached through engagement events
- Number of media releases and responses to media enquiries
- Number of conversations had with business and land owners
- Number and reach of social media postings
- Number and variety of stakeholder events
- Number of collaborative meetings with our partners

### Outcomes:

- Feedback from our partners and key stakeholder on engagement during the consultation process
- Feedback from businesses and land owners in the Rangiora Town Centre on the consultation process
- Quantity and quality of submissions received
- Number of people attending engagement events, including drop-ins
- Number of people attending the hearings
- Quantity and quality of comments and engagement on social media
- Volume and integrity of media coverage of the Rangiora Town Centre Strategy, especially during the consultation phase

## 11. Debrief

A debrief should be held following the adoption of the final Strategy and should look at:

1. What worked?
2. What didn't work?
3. How can we communicate the results of the process to our stakeholders and community?
4. How can we learn from this process?

## 12. Communications Timeline

2019	Mid Jan	20 Jan – 26 Jan	27 Jan – 2 Feb	3 Feb - 9 Feb	10 Feb – 9 Mar	Early 2020
					Public Consultation	Hearings
Acquire imagery for documents and advertising.	<a href="#">Script / Write Advertising</a>	<a href="#">Design &amp; Book Script / Write Advertising</a>	Design Web Layout Deliver Content for Web Page	Set up <a href="#">EngagementsEngagement</a> space.	Engagement Events	Revisions made to Strategy.
Early Public Engagement	Book Engagement Space	<del>Design Engagement Space</del>	Produce Video	Media Briefing <a href="#">6<sup>th</sup>/7<sup>th</sup> February</a>	Advertising Starts	Council adopts Final RTC Strategy
Caxton Quote for Documents	<a href="#">Write Consultation Document</a>	<a href="#">Finalise Layouts</a>	<del>Draft Ready for 28 Jan?</del> <a href="#">Send Draft to CR &amp; Boards Documents ready for Council Agenda</a>	<b>Council Approves Draft RTC Strategy for Consultation</b>	Distribute Documents	Media Release
Writing Draft Documents	Design Draft Plan Layout & Consultation Document Layout	<del>Revise</del> <a href="#">Finalise Draft CD Content RTC Strategy &amp; Consultation Document</a>	<del>Design Collateral</del> <a href="#">Finalise Layouts</a>	Deliver Files to Printer <a href="#">5<sup>th</sup> February</a>	Visit Businesses	
Begin Consultation Document	<a href="#">Revise Draft CD Content</a> <del>Design Collateral</del>	Write Mailouts	<del>Design Engagement Space</del> <a href="#">Finalise Draft RTC Strategy &amp;</a>	Deliver Video to cinema	Website & Submission Form Live	Update Website

			<a href="#">Consultation Document</a>			
Detailed Comms Action Plan		<a href="#">Book Advertising</a>	<a href="#">Design Advertising</a>	Mailouts to stakeholders.		Update Stakeholders

**WAIMAKARIRI DISTRICT COUNCIL**

**REPORT FOR DECISION**

**FILE NO and TRIM NO:** CPR 06 / 200128011059

**REPORT TO:** Council

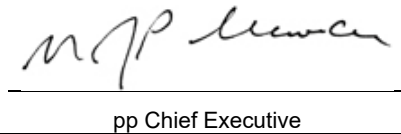
**DATE OF MEETING:** 4<sup>th</sup> February 2020

**FROM** David Rowland, Property Assets Advisor Leasing & Facilities  
Rob Hawthorne, Property Manager

**SUBJECT:** Leasing and Licence Management Strategy for Rural Grazing Land

**SIGNED BY:**  
(for Reports to Council,  
Committees or Boards)

  
\_\_\_\_\_  
Department Manager

  
\_\_\_\_\_  
pp Chief Executive

**1. SUMMARY**

- 1.1. The purpose of this report is to gain approval from the Council to implement and create a Leasing and Licence Management Strategy and Policy for Rural Grazing Land across the Council's extensive rural grazing land holdings, to ensure consistency, transparency and equity is applied.
- 1.2. It is proposed that the new policy will ensure that the Council has in place cost effective processes to manage rural grazing land owned or managed by Council for the current and future benefit of the Council and the community. It will ensure fairness, transparency and equity in the management of Council landholdings as well as meeting its legislative requirements particularly under the Local Government Act, Reserves Act, Ngai Tahu Claims Settlement Act 1998 Act and all other legislation and regulations pertinent to such land.
- 1.3. Council currently has in excess of 490 Leases and Licences of which around 265 are solely for Rural Grazing, Road crossings and Occupation/Grazing of Legal Road. The other 230 are Reserves, Commercial or Community based Leases and Licences.
- 1.4. There is no established policy or consistent guidelines around the administration and management of any of these 265 Leases and Licences which are primarily rural grazing occupational licences of low monetary value. Currently each application is considered on its merits and granted approval as required but on an ad-hoc basis.
- 1.5. Independent advice has been sought and obtained from The Property Group who over the past 18 months have analysed the leasing/licence practices of other councils and substantive New Zealand land holders similar to the Waimakariri District Council.
- 1.6. They have also under taken a review of our own past and current practices. This review is detailed in the attached report which includes a number of specific recommendations that generally are supported and will be adopted as part of the implementation of any new policy.
- 1.7. The proposal is to implement what is considered current best practise by utilising a set of policy and operational guidelines as is common with other Councils and organisations.



- 1.8. An efficient locality and land use base is intended for rent setting with independent valuation benchmarking. An enhanced inspection and review processes would be established with a 5 year rotation for agreements based on defined areas, associated with each Community Board Area.
- 1.9. Standardisation of agreements to a modern Gross Lease form with consistent start dates minimise a range of risks for Council and improve the efficiency of the operation by lowering both transactional and lease management effort required.
- 1.10. Adoption of the staff recommendations would enable the Council and its staff to apply sound business practices and limit any commercial and reputational risk that may be associated with managing a mixed and diverse land portfolio scattered widely throughout the District.
- 1.11. A targeted consultation in line with Section 82 of the Local Government Act is proposed whereby effected parties are consulted on the proposed policy and implementation plan. This would extend to Community Boards and current lease and licence holders.

Attachments:

1. Draft Rural Grazing Land Policy (Trim: 20012801633)
2. Strategy Investigation Leasing and Management of Rural Grazing Land - The Property Group (Trim: 200117005532)

## 2. **RECOMMENDATION**

**THAT** the Council:

- (a) **Receives** report No. CPR 06 / 200128011059
- (b) **Adopts** in principal the policy and strategies as detailed in this report to ensure that the Waimakariri District Council complies with its obligations to rate payers and the public as defined under the Local Government Act 2002.
- (c) **Notes** that this recognises that the leasing of Council landholdings needs to be completed in a manner that is consistent with the principles of the legislation and the behaviours expected to prudently manage public property.
- (d) **Approves** that the policy, report and proposals including the new proposed fee structure will be referred to Community Boards for their observations and feedback to staff and will also be scrutinised via a targeted consultation in line with Section 82 of the Local Government Act and the Annual Plan process prior to final approval by Council.
- (e) **Implements**, following targeted consultation and the Annual Plan process, strategies and procedures detailed in this report for all Rural Grazing Leases and Licences, noting that sites will be managed on a 5 years rotation associated with Community Board Areas and rental types.
- (f) **Adopts**, in principle following the targeted consultation and the Annual Plan process, a new charging regime whereby annual gross rentals will be set as follows;
  - i. Rental charges would be based on an annual valuation of various land classes as outlined in this report along with anticipated holding costs such as rates
  - ii. A minimum annual rental would be set for all new Leases and Licences at the amount of \$250.00 per annum including GST, and that this fee is CPI indexed with effect from 1 July yearly.
  - iii. However, the rental for each site will be subject to specific site management and works / restoration negotiations as may be required, and approved under the Delegations framework.

- (g) **Adopts** in principle following the targeted consultation and Annual Plan consultation process a new charging regime whereby a non-refundable establishment charge of \$100 plus GST for each new Lease/Licence of rural grazing land and that the fee be CPI indexed effective on the 1 July yearly.
- (h) **Notes** the new minimum rent and establishment charge referred to in 2. (f) and (g) of this report is not intended to be applied to existing leases / licences over the first 5 years.
- (i) **Notes** that implementation will see all new leases or licences fall into line with the policy from 1 July 2020, including minimum charges. However;
  - i. only 20% of the existing portfolio (approximately 52 agreements) would change in the first year. This allows for any site specific considerations to be assessed and negotiated with affected parties.
  - ii. Approximately 20% of the existing portfolio would change to the new policy setting each year, with all to be in line with the new policy within 5 years.
  - iii. It is intended to initiate the implementation plan in the Oxford / Ohoka Ward where the large proportion of the current leases and licences are located.

### **3. BACKGROUND**

- 3.1. Current management practice, for many decades has been to administer each rural grazing leases / licences on an ad-hoc individual one off basis, be that for initial establishment, rent view and other documented reviews. The rental values are of low monetary value and the existing process is not effective and is a very time consuming process.
- 3.2. It is considered that there are more efficient and practical approaches for this to occur given the considerable time and effort that is currently spent on the management and administration of the Councils rural grazing land.
- 3.3. As precursor to this review Council Rural Grazing Lease and Licence agreements have been updated over the last 12 months and now reflect modern leasing / licencing practices. These more effectively limit the risk exposure that Council has under many of the older licences that are in place. In particular the new agreements more appropriately deal with the requirements under new Health and Safety legislation. However many current, active agreements are on old contract forms and lack appropriate legal rigour.
- 3.4. If the proposed changes promoted in this report are adopted the new form of agreement would need to be adapted slightly to align with those changes. However, regardless of Council's decision there is need for most existing leases / licences to be changed to modern agreement form.
- 3.5. Any Policy submitted for Council approval will ensure all matters relative to the granting or renewal of Council Leases and Licences will comply with its obligations under the Local Government Act 2002, Reserves Act 1977 and the behaviours expected to prudently manage public property. The policy will consider its Purpose, Scope, Matters for specific consideration, and the Management of leases including renewal/Expiry and or Extensions.
- 3.6. Attached to this report is a table titled "Rural Grazing Land - Summary of Proposed Policy (Draft)". This table outlines details of proposals being considered including operational concepts as it relates to how the implementation should proceed if approved.

### **4. ISSUES AND OPTIONS**

- 4.1. **Issues:**

- 4.1.1. The Council has a fiduciary obligation to maximise through best practice the return on its landholdings whilst endeavouring to minimise the costs associated with managing a portfolio of generally small areas with low \$ revenue.
- 4.1.2. While these considerations are still relevant, it is acknowledged that there can and will be other non-financial outcomes that should be factored into any application, such as managing risks including for example health & safety, reputational and the environmental impacts of land use.
- 4.1.3. Council as a prudent landowner should set and have clear, consistent and fair guidelines around how it manages its Leases and Licences.
- 4.1.4. In general, Council is well structured and staffed to manage in house its landholdings however the adoption of a Leasing/Licence Policy would assist staff apply best practice in an equitable and transparent manner.
- 4.1.5. A review of all Rural Licences shows the tenure of around 70 sites are held as 'Reserves" however these are held under a mix of classifications such as Gravel or Plantation reserves with few that could be regarded as "Esplanade Reserves" or similar. The granting of new Licences will require to meet the requirements of the Reserves Act 1977.
- 4.1.6. Most of the portfolio are low value sites with modest areas. However, there are only a few sites less than 500m2 with most being around 1 ha or greater.

#### 4.2. Options:

- 4.2.1. To continue to operate our current Leasing and licencing practices is not an option as it is inadequate, leaves Council exposed to various risks, is time consuming and not cost effective, given that it generates minimal \$ rent. There is also no provision for the Council to charge a lease or licence establishment fees or at best a minimum \$ annual rental.
- 4.2.2. By adopting the recommendations in this report Council will establish a Leasing/Licencing Policy for its considerable rural land holding clearly outlining to our Communities and the Public matters Council will consider when assessing any application for a Lease or Licence. It will also improve considerably the day to day functions of the Property Office dealing with leasing/licencing functions.
- 4.2.3. The proposal will initiate an establishment \$ charge along with a standardise and equitable rental approach that is transparent and establish what is considered best practice
- 4.2.4. It is estimated that it may take up to 5 years to review all current leases/licences, implement the new rental process, and improve management practices which would then place the portfolio on a sound commercial footing. There are adequate staff resources within the Property Team to undertake the programmed yearly inspections in a timely manner given also that the majority of the administrative functions will be able to be systems generated.
- 4.2.5. The distribution of leases / licences by Community Board Area is as follows:

Kaiapoi-Tuahiwi	32
Oxford-Ohoka	132
Rangiora-Ashley	76
Woodend-Sefton	21

- 4.3. As part of the review of all Licences the opportunity will be taken over the 4-5 year programme to individually reassess each sites land status, zoning and tenure for lease management purposes as well as to determine if there is an ongoing need / reason to retain the land as part of our landholdings.

- 4.4. Consultation will be needed with internal business units should it be initially considered that any site has the future potential for “sale”. If that transpires a detailed site report and business case would be submitted for Council consideration.
- 4.5. There is also a high probability during contact with all licence holders that similar “sale” enquiries may be made. This would also initiate a review of ongoing ownership rationale.
- 4.6. The Management Team have reviewed this report and support the recommendations.

## **5. COMMUNITY VIEWS**

### **5.1. Groups and Organisations**

- 5.1.1. It is proposed that all Community Boards would be briefed on the proposed Strategies and implementation changes contained in this report with their observations sought and conveyed back to Council prior to implementing any changes.

### **5.2. Wider Community**

- 5.2.1. An appropriate public engagement process would occur through the Annual Plan notification and submission process.

## **6. IMPLICATIONS AND RISKS**

### **6.1. Financial Implications**

- 6.1.1. One existing lease produces revenue of \$16,500 however as mentioned earlier in the report the majority of the Lease/Licences produce low revenue. The majority of the (265) Leases/licences produce on average an annual fee of under \$235 each and this includes 147 or 56.3% which are at zero \$ rent.
- 6.1.2. Once fully implemented additional annual revenue of over \$35,000 is likely to be generated to offset management and other holding costs associated with the ownership and administration of this land class.
- 6.1.3. Administrative overheads associated with processing any invoice such as rates due on a grazing lease can cost more than the amount claimed. The move to a systemised approach to lease management and the Gross Lease structure is also likely to generate transactional cost savings and reduced staff time.
- 6.1.4. The proposal to establish a minimum annual rental for all new Leases and Licences at \$250.00 including GST has been calculated on the basis of low rural land values of \$5000 per Ha capitalised at a rental return rate of 5%. Staff considered that this is at the very low end of the rate per Ha and is equitable and can be further validated when valuation advice is available.

### **6.2. Community Implications**

- 6.2.1. There are no anticipated implications to the wider community that result from the recommendations in this report. However, the proposal does set clear parameters to the Community and the general public that the Council has an established consistent policy applicable to any rural grazing Lease or Licence arrangements.

### **6.3. Risk Management**

- 6.3.1. Staff anticipate that a range of significant risks associated with the ownership and leasing of Council land for grazing purposes will be substantially mitigated as a result of the recommendations in this report.

- 6.3.2. The Property Group have provided external commentary surrounding risk identification / mitigation and these will be adopted as a practical approach to risk mitigation as part of the overall implementation.
- 6.3.3. Some customers uncomfortable with the proposal to implement rental increase may make representation to Elected Members. It is unknown as to what level of concern may be generated. However, the relatively low sums involved and discretionary options available to individuals to not lease land suggest the level of concern may be modest.
- 6.3.4. In addition, it is considered that any issues can be managed effectively through consultation and negotiation allowed for in the policy i.e. where the holding costs for Council and / or the lessee are high relative to rentals indicated by the minimum rental charge or valuation based rent.
- 6.3.5. A further mitigation relates to the minimum rental charge not being applied to existing leases or licenses over the first five years of the implementation period.
- 6.3.6. A key risk mitigation being proposed under new agreements is ensuring that all Leases / Licences have in place appropriate Public Liability Insurance (\$1m). Without this there is ongoing risk exposure and liability for the Council. This will be managed at Lease/Licences establishment and again at renewal should that occur after 5 years. There could well be resistance to this provision however it is considered to be a non-negotiable condition of our documentation.
- 6.3.7. As noted in clauses 4.3 and 4.4 the review of the Lease / Licences process may generate potential land sales activities as each site is reviewed in more detail. The various mechanisms through which Council came into the ownership of its land holding has an impact on the required disposal process. In many cases it may not be economic or practical to entertain a sale. The cost to investigate historical titles and the like can be an expensive and possibly uneconomic exercise.
- 6.3.8. Examples of this could be that the land is a "Reserve" and subject to the constraints of the Reserves Act, or land subject to the offer back process under the Public Works Act, Ngai Tahu Claims Settlement Act or land controlled and managed on behalf of the Crown.
- 6.3.9. In the first instance any land held in "Fee Simple" with a well-documented history associated with its acquisition will be the focus of land sale investigations. Balancing this, there may be circumstances where the added value of a parcel of land to an adjoining owner is significant and depending on the potential values involved may also justify the investment required to investigate and declassify a parcel of land held in 'Reserve' or some other constrained land tenure.

#### 6.4. **Health and Safety**

- 6.4.1. The enhanced inspection regime and contractual arrangements proposed by the recommendations in this report improve Council's response to Health & Safety related risks associated with rural grazing leases.
- 6.4.2. The Property Group have provided external commentary surrounding Health & Safety risk identification / mitigation and these will be adopted as a practical approach to risk mitigation as part of the overall implementation and in relation to specific properties.

## 7. **CONTEXT**

### 7.1. **Policy**

This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy. .

## 7.2. Delegations

- 7.2.1. Any new policy that is submitted for consideration and approved by the council to be effective will require appropriate delegations to be given to the Chief Executive Officer and approved staff. Existing delegations will also be reviewed and incorporated into recommendations to Council.
- 7.2.2. There will be instances where ongoing holding costs to Council make it imprudent to not lease / licence certain land holding regardless of the rental able to be negotiated. Examples included where the cost to undertake fencing, weed management, mowing or site remediation is high relative to the area or quality of the site and where there are few parties able to or interested in leasing the property. New delegation are likely to recommend a degree of flexibility for approved staff to authorise Leases / Licences at Nil or reduced \$ rental values. Any change to delegations will be approved by Council.

# Rural Grazing Land Policy

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## 1. Introduction

This Policy provides certainty across the Council's extensive rural grazing land holdings, to ensure consistency, transparency and equity is applied when granting a lease of licensing agreement.

There has been no previous established policy or consistent guidelines around the administration and management of any of the Council's rural grazing, road crossing and legal paper road leases and licences. These are primarily rural grazing occupational licences of low monetary value. Currently each application is considered on its merits and granted approval 'as required' and on an *ad hoc* basis.

## 2. Policy context

Rural grazing lease and licence agreements are being updated to reflect modern leasing and licencing practices as they more effectively limit the risk exposure that Council has under many of the older licences that are in place.

In particular, the new agreements more appropriately deal with the requirements under new Health and Safety legislation. However, many current and active agreements lack appropriate legal rigour.

Current management practice has been to administer each rural grazing lease or licence on an ad-hoc individual one off basis, be that for initial establishment, rent view and other documented reviews. The rental values are of low monetary value and the existing process to administer is not effective and is a very time consuming process.

Over half of the Council's lease and licence agreements are solely for rural grazing, road crossings and occupation (and/or grazing) of paper roads. The remainder are reserves, commercial or community-based leases and licences.

## 3. Definitions

**Lease** means to provide exclusive possession of a defined area of land, for a fixed period (or series of periods) of time, usually (but not necessarily) for rent. The lessee is responsible for maintenance and insurance of the defined area of land for the duration of the lease.

**Licence to Occupy (Licence)** means a licence which provides permission to use land for an agreed purpose. A licence does not usually confer a right to exclusive possession of the land. Responsibility for maintenance and insurance is negotiated. Licences are always issued for occupation for whatever purpose of legal road as the public have a right at all times to pass and repass over the road.

**Gross lease/licence** means where a flat dollar rental is determined to include not only rent but associated cost of occupation, such as rates, taxes, insurance and utilities as appropriate

## 4. Policy objective

The Waimakariri District Council needs policy in this area to guide how to cost effectively manage rural grazing land owned or managed by Council for the current and future benefit of the Council and the community.

The Policy is about ensuring fairness & equity, transparency & to mitigate risks in the management of Council landholdings. It also ensures the Council meets its legislative and regulatory requirements.

## 5. **Policy statement**

### 5.1. **Lease Provisions**

Each standardised lease or licence document will have a five year term and 1 July start date. Documents are processed on a rolling basis across the five years.

*Note: 20 per cent are processed with start dates of 1 July 2020, 20 per cent 1 July 2021 etc.*

### 5.2. **Term of lease / licence**

The standard term for rural grazing land shall be five years, with **no** right of renewal.

Where current lease commitments exist, transitional arrangements may be required to migrate existing leases / licences to the new agreements and a spread of commencement dates - so that roughly 20 per cent expire each year on a rolling basis.

Some land tenure types and/or circumstances (such as paper roads) will need to allow for shorter or longer termination arrangements e.g. one month for paper roads.

Shorter or longer lease periods may also be granted by Community Board recommendation or Council resolution as needed.

### 5.3. **Renewal**

No Right of Renewals are provided for grazing leases or licences, unless specifically granted by Community Board recommendation or Council resolution as needed.

### 5.4. **Expiry**

In general, existing leases and licences for rural grazing land may be renegotiated with the existing party on expiry. Generally a formal inspection / onsite meeting will be scheduled during the fourth year of the lease term and agreement to a new lease approved by the end of the fourth year (12 months prior to expiry).

Exceptions to this may occur where:

- Council is dissatisfied for whatever reason with a lessee's performance, or for any reasons does not consider a new lease to be appropriate
- The lessee does not wish to renew the lease
- The lease area is subject to redevelopment or a change of use
- There is known interest from other parties in leasing the land, in particular from adjoining property owners, if so a contestable process will be entertained.

### 5.5. **Termination**

Council reserves the right to terminate the agreement at its sole discretion in line with lease provisions. In addition Council can terminate the agreement if there are breaches of the lease terms by the lessee / licensee.

The termination notice shall be supplied in writing (including by email or other telegraphic communication if known) with a one month period to vacate the land and remove any



improvements rightly belonging to the lessee / licensee.

Where a breach results in a serious Health and Safety breach the notice period can be reduced to one day.

#### **5.6. Rent setting period**

Rents will be set in writing prior to the five year lease term commencing, with rent paid on an annual basis in advance, from 1 July (once transitioned).

#### **5.7. Gross lease**

Agreements will be on a fixed-term Gross Lease / Licence basis. This will include

- A benchmarked, per hectare, market rent (based on land classifications - see below)
- Additional annual charges such as Rates (a forecast average over the lease / licence term)
- An allowance for property specific issues (if any) by negotiation.

#### **5.8. Rental classifications**

Rental levels will be established by an annual District rental valuation for various rural grazing land classes. This will be provided by 1 November in each year and advised to Community Board in December of each year. These classifications may include land types (to be finalised) such as the following:

<b>Land type</b>	<b>Pasture state</b>
1. Marginal grazing land (e.g. contour, bush or weed cover, poor or no soil cover or other noted impediments to use for grazing purposes)	Marginal
2. Hill country	Reasonable
3. Hill country	Poor
4. Fattening land	Reasonable
5. Fattening land	Poor
6. Land capable of use for dairy farming as a run-off or from adjacency	Reasonable
7. Land capable of use for dairy farming as a run-off or from adjacency	Poor
8. Land within or in close proximity to urban areas	Variable

## **6. Links to legislation, other policies and community outcomes**

- *Local Government Act 2002*
- *Reserves Act 1977*
- *Ngai Tahu Claims Settlement Act 1998*
- Responsibilities under current Health & Safety legislation and all other legislation and regulations pertinent to rural grazing land

### Community Outcomes

- The Council in partnership with Te Ngāi Tūāhuriri Rūnanga, continue to build our relationship through mutual understanding and shared responsibilities
- The impacts from land use activities are usually only short term and/or seasonal
- Our rural areas retain their amenity and character

## 7. *Adopted by*

Management gave approval to the Property Unit to develop this Policy.

## 8. *Review*

This Policy is to be reviewed every six years or sooner on request.

### *Schedule*

#### Note 1

- *Council holds rural property under various forms of tenure and these may have a bearing on specific clauses within each lease or licence*
- *In all cases the provisions of legislation and associated regulations shall take precedence over specific provisions of the policy or Community requests*

#### Note 2

- *In general rural grazing land leases or licences will prohibit the construction of structures such as buildings*
- *Where buildings have at some time in the past been constructed on the land (or part of the land) Council will actively pursue the removal of these structures*
- *Where an exception to this is considered, approval of the construction of any buildings on the land will be subject to Council approval and specific removal conditions, as well as undertakings such as Bank / Insurance Bonds*

#### Note 3

- *Other constructed improvements made by the lessee or licensee such as fencing, tracks and water supply will generally be permitted at Council's sole discretion (subject to compliance with legislation, regulation, any other relevant approval process and Council's requirements) but with no compensation payable on the expiry or early termination of the lease or licence*
- *The proposed improvements or program of improvements will be detailed in writing, as necessary and form part of the lease/licence agreement \* approval will be required in writing, in advance of any works commencing*



**Waimakariri District Council**

**Strategy Investigation**

**Leasing and Management of Rural**

**Grazing Land**



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## Strategy Investigation: Leasing and Management of Rural Grazing Land

### Executive Summary

Waimakariri District Council (“Council”) engaged The Property Group Limited (“TPG”) to carry out a strategy investigation into the administration and management of land owned, vested in or managed by Council as the administering body and used for grazing or other agricultural purposes (“Rural Grazing Land”).

Council has advised that it does not have a consistent policy or guideline around the administration and management of Rural Grazing Land. This creates a potential for lack of consistency and equity in the leasing, licencing and management of Rural Grazing Land and exposes Council to various risks.

Council owns and manages a large property portfolio comprising of a mix of land use and land tenures. Council intends to develop a policy to efficiently manage leases and licences of Rural Grazing Land and to ensure consistency and equity across the Rural Grazing Land portfolio.

This report focusses on the management of Rural Grazing Land owned, vested in or managed by Council. It seeks to form an evidence base to assist Council in developing the policy. It particularly focusses on promoting efficient, cost effective management and establishing consistent and fair rents. It also seeks to ensure that Council is meeting its responsibilities under the Local Governments Act 1974 and 2002, Reserves Act 1977, Ngai Tahu Claims Settlement Act 1998 and the Public Bodies Leasing Act 1969 and any other relevant legislation.

## 1. Introduction

### Purpose

TPG has been engaged by the Council to provide a report for the purpose of reviewing and providing strategic advice on the administration and management of Rural Grazing Land owned, vested in or managed by Council. The objectives of the report are as follows:

- Assist in ensuring consistency and equity in the letting and managing of leases and licences of Rural Grazing Land
- Assist strategic management of leases and licences over Rural Grazing Land
- Consider the current and future use of Rural Grazing Land for Council and the wider community
- Explore options to create a cost-effective way of managing leases and licences of Rural Grazing Land and to benchmark against other government agencies
- Provide a framework for valuation of the portfolio of Rural Grazing Land to establish consistent rental levels and a mechanism for annual rent reviews.
- To ensure the Council meets all legislative requirements under the governing legislation;
  - Local Governments Act 1974 and 2002
  - Reserves Act 1977
  - Public Bodies Leases Act 1969
  - Ngai Tahu Claims Settlement Act 1998
  - Any other relevant legislation

### Background

Council has advised that it does not have a consistent policy or guideline around the administration and management of Rural Grazing Land. This creates potential for a lack of consistency and equity in the leasing, licencing and management of Rural Grazing Land. While this presents issues in relation to the efficient management of the leases and licences internally, it also exposes Council to adverse public reaction should the public begin to query the process.

Council owns and manages a large property portfolio. This comprises of approximately 440 leases and licences of Council Property, 83 individual airfield leases at the Rangiora Airport, 600 hectares of forestry land, 112 pensioner units and 11 rental houses along with a number of commercial leases.

## Scope

The findings of the report will assist the Council to develop a robust policy and management framework for the letting of Rural Grazing Land. The intended users of the policy include but not limited to;

- All Council Officers involved in the negotiation and preparation of leases and licences regarding Rural Grazing Land
- The Councillors and appropriate Community Advisory Boards
- Any individuals, community groups, sporting clubs or social clubs who intend to obtain a lease or licence over Rural Grazing Land on more than an informal occasional basis.

## 2. Analysis of Current Practice and Perceived Risks

### Management

The current approach to managing leases and licences is reactive. When a request for a lease or licence is made, if approved the commencement date typically becomes the date the agreement is signed. While this is appropriate, it does not promote efficiency as over the portfolio it generates numerous different critical dates for rent reviews, renewals, expiries and inspections.

As these critical dates must be processed individually it results in higher administration time and costs. A streamlined, proactive approach is required to increase efficiency and cost effectiveness.

### Licence Agreement Template

Presently, there are a number of variations of templates that are used to record the licence agreements. As a rule, these have been rolled over each year on the same template. This has been efficient however changes to legislation and requirements have not been incorporated (i.e. Health and Safety at Work Act 2015) which exposes Council to a level of risk and liability. The current agreements form a solid base, however, to avoid any loopholes or any ambiguity regarding roles and responsibilities of each party, it is recommended that the agreements be reviewed and restructured.

We understand Council have engaged Shehan de Silva of Corcoran French to review and prepare a standard licence template. The report aims to inform and assist with the formation of a robust template.

### Establishing Rent

There has been a lack of consistency identified in the process to establish market rentals for leases and licences over Rural Grazing Land. There are also a number of historic 'hand-shake agreements' whereby it was agreed that the Lessee/Licensee shall carry out works on the land in lieu of rental. The majority of these 'hand-shake agreements' are not recorded on Council files. As these have not been recorded, in many cases the nil rental has been rolled over, over several years.

Additionally, while some of the hand-shake agreements were honoured and the work was completed, in many cases there are no records of the works being completed at all

The lack of consistency has presented issues in Councils ability to justify historic rental fees and the ability to establish and justify new, increased rentals. This is primarily in relation to not having justified grounds to base new rentals off historic fees. This has come to the forefront in recent times with Lessee's/Licensee's querying a rental increase when they've previously occupied the land at minimal or no cost. There is a level of exposure to risk in the form of adverse public reaction, should the public query the process and discrepancies in rent. There have been several cases within the last 12 months where this has transpired.

This signifies the need to establish a fair, equitable method of determining base rents and implementing rent reviews. This will ensure that Council is able to defend, and support queries or issues raised in relation to rental fees.

### **Improvements in Lieu of Rental**

Historically, many Lessee's/Licensees have elected to undertake improvements on the Rural Grazing Land in exchange for a discounted or nil rental fee. Improvements include but are not limited to maintaining hedge rows, fixing and replacing fences and general upkeep and maintenance. In theory this can be beneficial to both parties. This is in the sense that the Lessee/Licensee obtains the use of the land effectively for little or no rental, and Council saves on maintenance outgoings, fire risk is minimised through grazing long grass and various other benefits directly related to the negotiation.

While the intent of the agreement is beneficial to both parties, the issue lies in whether each party fulfils their obligations. This is particularly in relation to whether the Lessee/Licensee has completed the improvements as agreed. Historic files show that in many cases where negotiations for improvements in lieu of rental have been agreed the agreed improvements either haven't been completed or haven't been recorded as being completed. The agreements then roll over or are renewed for a number of years on the same nominal rental even though the benefit to Council has long since passed. To ensure each party fulfils their obligations, a prescriptive record of the agreed works is required.

### **3. Comparative Assessment of Other Local Authority and Government Agency Policies/Guidelines**

A comparative assessment of other Local Authorities and Government Agency's policies and guidelines relevant to the leasing and licencing of Rural Grazing Land or similar has been undertaken. The Local Authorities investigated included Selwyn District Council (SDC), Hurunui District Council (HDC) and Ashburton District Council (ADC). The Government Agencies investigated included Land Information New Zealand (LINZ), New Zealand Transport Agency (NZTA) and Department of Conservation (DOC).

A summary of lease and/or licence provisions for SDC, HDC, and ADC is attached as Appendix 1.



## Local Authorities

It was found that the three local authorities being SDC, HDC and ADC had comparable objectives provide consistent and equitable framework for leasing and licencing Council-owned or managed property.

Upon further research it was also found that while the Local Authorities had guidelines for standard terms and conditions, they did not appear to have a robust system or policy in place for leasing and managing Rural Grazing Land.

ADC was the most comparable as the policy has been developed to focus on managing small rural reserves in a fair, reasonable and equitable manner when they are not required by Council. For the purpose of the policy 'Council owned or managed reserve' was defined as being a land parcel managed by Council, classified for gravel extraction, plantations or other miscellaneous purposes and also included other small parcels of land held by Council in rural areas. The policy had a focus on establishing a consistent and equitable procedure for charging fees associated with the use of small rural reserves. The basis of this was charging an establishment fess when a lease or licence is granted as well as annual fee for the use of the Rural Grazing Land. It states the annual fee will be based on the current or intended usage of the property, though it does go into further description as to how the amount is determined, i.e. whether a valuation is undertaken.

## Land Information New Zealand

Land Information New Zealand (LINZ) conveyed that similar concerns that Council have within the management and leasing of Rural Grazing Land are prominent in LINZ's portfolio. This was particularly with leases or licences throughout the country that have been in existence for some time and have been rolling over on a 'very modest rental'.

LINZ informed that Colliers International (Colliers) managed most applications to use LINZ land on LINZ's behalf. Colliers determine rent by either using existing rents that are paid for similar pieces of land or activities (based off internal databases) or by engaging a registered valuer. A registered valuation will be obtained to determine a rent if the parcel of land is large or the activity unusual. However, LINZ stated that ultimately there is no established process for determining rent and no system whereby land is categorised to streamline the process.

Colliers provided a Rental Assessment Guideline as attached in Appendix 2 that was composed by LINZ in 2012. Where applicable, the Rental Assessment Guideline is still used to assist in determining a rental with a Consumer Price Index (CPI) adjustment being applied to account for the age of the data.

The Rental Assessment Guideline outlines ranges of rental rates per hectare and rental rates per stock unit (where applicable) for varying classifications of land, for different regions throughout the country. The classifications of land range from grazing dry stock, horticultural, irrigated and unirrigated land.

### **Department of Conservation**

- Department of Conservation (DOC) manages a portfolio with similarities to that of Council' portfolio of Rural Grazing Land.
- DOC informed that they operate what is called a 'Price Book' for most commercial activities on conservation land which included grazing.
- Where the total grazing activity fee is expected to be greater than \$17,000 pa, the method DOC uses to establish a rental is to apply a fee of 7.5% of the gross annual revenue.

In this instance an independent valuation is required. The grazing activity fees for the second and third year(s) of your concession will be increased by 2% annually.

Where the total grazing activity fee is expected to be between \$8,500 - \$17,000, there are a few options on which the fee may be based including;

- The value of the land
- Anticipated value of the crops being planted
- Number of stock/value of stock being grazed.

Rural Grazing Land will generally obtain a lesser rental than DOC land however a similar method would be suitable to apply to Rural Grazing Land.

### **New Zealand Transport Agency**

Stephen Cottrell of the New Zealand Transport Agency (NZTA) informed that while they do not have a formal policy in relation to leasing out NZTA land, they have robust agreement templates. The short form template, as attached as Appendix 3, has been adopted for analysis as it is comparative to Councils requirements.

It incorporates a stringent clause in relation to the Health and Safety at Work Act 2015 as well as prescriptive clauses to be inserted specifically for rural land uses including grazing/pastoral and horticultural attached as Appendix 4.

## **4. Underlying Land Tenure of Rural Grazing Land**

Council holds rural property under various forms of tenure, and these may have a bearing on specific clauses within each lease/licence. In all cases the provisions of legislation and associated regulations shall take precedence over specific provisions of the policy where appropriate.

It is vitally important that Council understands the status of the land in its portfolio, as this will have a bearing of the restraints and legislative requirements for leasing/licencing

The main types of land status include;

- Freehold, this can include;
  - General Land held for no specific purpose
  - Freehold land held for a specific purpose (e.g. Public Works)
- Land held under the Reserves Act 1977, this can include;
  - Reserves Vested in Council
  - Crown derived Reserves Vested in Council in Trust for specified purposes
  - Crown derived Reserves with Council appointed to control and manage.
  - Unformed Legal Road

Refer Appendix 5 for a full description of Reserve Types.

Council may need to develop variants of the standard template to cater for specific legislative requirements arising from the land status of each parcel.

Reserves are particularly important to consider, as decision making powers for Crown derived Reserves rest with the Minister of Conservation. The Minister has delegated the certain powers to the Local Authority as authorised by the Instrument of Delegation dated June 2013.

When making decisions for Crown derived Reserves under delegation, Council must be mindful that they are acting in the Ministers capacity rather than its capacity as the Local Authority. This may require two separate resolutions in some instances;

- The first as the Local Authority
- The second as the Ministers delegate.

The line between two processes often gets confused by Councils around New Zealand.

An important distinction of Crown derived Reserves which were owned by the Crown as at 21 November 1997, is that they are subject to the Ngai Tahu Claims Settlement Act. The provisions of Part 9 “Right of First Refusal” will need to be considered in respect of any long-term leases and or disposal of Crown derived Reserve.

### **The Treaty of Waitangi as it Applies to Reserve Administration**

The Department of Conservation Reserves Act Guide notes that;

*Administering bodies under the Reserves Act derive their authority over reserves from the Act. Accordingly, in performing functions and duties under the Act, the administering body has a duty similar to the Crown’s to interpret and administer the Act to give effect to the principles of the Treaty of Waitangi. As the obligation relates to the administration of the Act, all reserves administered under the Reserves Act – whether they derive from the Crown or otherwise – are subject to the s.4 of the Conservation Act obligation.*

*An administering body must consult with and have regard to the views of iwi or hapu before undertaking action and making decisions about reserves for which it is the administering body. In some cases, the administering body may be able to make an informed decision without consultation. It should ensure that it gives proper consideration to all relevant information within its possession. Care is also needed in identifying whether there are gaps in information. If so, it should consider whether it could arrive at a better decision by undertaking consultation first.*

Given this obligation Council may wish to consider the merits of consulting with iwi on the draft policy. The policy should also consider situations where the requirements of the Ngai Tahu Claims Settlement Act may apply.

### **Unformed Legal Road**

Auckland Transport (AT) has a well-documented guide for the management of unformed roads.

#### [Auckland Transport Management of Unformed Road Policy.](#)

It is important to note that unformed legal roads have the same status as any other legal road. Road rules apply, the public has the same right to use them, and the adjoining landowners are obliged to respect public use.

Utility service providers have the same rights to use unformed legal roads for their infrastructure that they have regarding formed roads. Therefore, the leasing or licencing of unformed roads need to reflect these inherent rights.

The AT provisions for issuing licenced is embedded in the section relating to encroachments, and summarised as follows;

In terms of specific licence Encroachments will be considered on a case by case basis.

### **Lease/ Licence Terms and Transfer for Legal Road**

The term of the lease will not normally exceed Twenty (20) years however longer terms may be approved if the specific circumstances warrant a longer term. The lease shall include a condition allowing AT to terminate the lease and require removal of the foundations or structure if required for public purposes, upon 6 months' notice.

The term of the licence should not exceed Five (5) years and shall include a condition allowing AT terminating the licence and requiring removal of the foundations or structure if required for public purposes. AT must provide 6 months' notice of the termination and all costs are to be borne by the licence holder.

Licences and leases will not automatically transfer to a new adjoining landowner; they cannot be sold or traded. A replacement encroachment licence/lease in the new adjoining landowner's name may be granted when AT is notified about the change of ownership.

### **Lease/Licence Fees and Charges**

A non-refundable application fee which is payable to AT for the purpose of assessing the encroachment and, where appropriate issuing a lease/licence and/or preparing and registering an encumbrance (where required).

An encroachment administration fee which is charged for any changes to existing leases/licences.

An annual lease fee for the use of the airspace or subsoil. For surface a per square metre rate is chargeable on the rural road encroachments. This is calculated on the adjoining lands rateable land value and divided by the land area to obtain a per square metre rate which is applied to the adjoining encroachment area.

Market rental will be charged for commercial and residential encroachments. The market rental will be determined by an independent valuer appointed by AT. The fee associated with the valuation will be paid by the lease applicant/holder. In the case of airspace and subsoil leases, land value per square metre of the road will be assumed to be the same as the land value per square metre (highest and best use) on each side or an average if two different uses or values.

## 5. Recommendations

### Rural Grazing Land Management

The need to adopt a proactive, streamlined approach to managing Rural Grazing Land has been identified. The recommendations to achieve this are as follows:

#### Application Form

Develop a user-friendly, informative application form to provide to the prospective Lessee/Licensee when applying for a lease/licence with a one-off administrative fee. This will streamline the process of entering into a new lease or licence and ensures all relevant detail captured.

A draft application form is attached as Appendix 6.

#### Division of Portfolio

Group the portfolio into four logical blocks and undertake a rolling annual assessment of successive blocks with CPI adjustments to the balance of the blocks where required.

As new leases and licences are entered into it would be beneficial to set critical dates such as rent reviews to coincide with the block valuation dates.

#### Steps to transition and divide:

1. Identify and schedule all parcels of Rural Grazing Land. Consider using GIS as a platform to assist with management.
2. Classify Rural Grazing Land as to purpose and quality to provide a benchmark against the baseline valuations.
3. Group into logical blocks for annual valuation purposes

### Lease / Licence Agreement Specifications

The current agreements form a solid base, however, to avoid any loopholes or any ambiguity regarding roles and responsibilities of each party, it is recommended that the agreements be reviewed and restructured.

A SWOT analysis of a gross lease and net lease has been undertaken to determine which lease type should be adopted.

**Gross Lease**

*A gross lease is where a flat rental is determined to encompass rent and all costs associated with ownership, such as taxes, insurance, rates and utilities.*

<i>Strengths</i>	<ul style="list-style-type: none"> <li>- Provides the ability to capture all expenses up front.</li> <li>- Minimises administration time and costs as it is one set fee meaning one collective payment.</li> <li>- It's easier for Lessee's/Licensee's</li> <li>- Theoretically should be minimal OPEX as it is bare land.</li> </ul>
<i>Weaknesses</i>	<ul style="list-style-type: none"> <li>- The estimated gross rental may be less than the actual expenses resulting in a loss for Council. However, the risk is minimal as the leases/licenses are typically for vacant rural land.</li> </ul>
<i>Opportunities</i>	<ul style="list-style-type: none"> <li>- Minimize administration time and costs for Council.</li> </ul>
<i>Threats</i>	<ul style="list-style-type: none"> <li>- Inaccurately forecasting the OPEX and setting the gross rent lower than the outgoings.</li> <li>- Inaccurately forecasting the OPEX and setting the gross rent lower than the outgoings for a long-term lease/licence.</li> </ul>

**Net Lease**

*A net lease is where a lessee pays a portion or all the taxes, insurance fees and maintenance costs for a property in addition to rent.*

<i>Strengths</i>	<ul style="list-style-type: none"> <li>- The ability to recover 100% of outgoings as the Lessee/Licensee pays directly.</li> </ul>
<i>Weaknesses</i>	<ul style="list-style-type: none"> <li>- Higher administration costs as separate billing must occur and increases double handling.</li> </ul>
<i>Opportunities</i>	<ul style="list-style-type: none"> <li>- Net leases are typically drafted in the format to favour the landlord.</li> </ul>
<i>Threats</i>	<ul style="list-style-type: none"> <li>- Potential that there are additional administration costs that are not recovered in the base rent.</li> <li>- Potential that additional administration costs exceed OPEX recovered.</li> </ul>

**Recommendation:**

That Council adopts a gross lease policy for leases and licenses of Rural Grazing Land. Overall a gross lease is considered to be the most efficient as it will minimise administration time and costs. The level of risk in relation to not recovering the actual operating expenses is anticipated to be minimal. The rationale being that typically there are no significant operating expenses associated with bare land blocks used for grazing.

**Recommended Lease / Licence Provisions**

A baseline of recommended lease/licence provisions are set out in Appendix 7. These have been determined through the investigation in Section 3 (Comparative Assessment of Other Local Authority and Government Agency Policies/Guidelines) and consultation with the Property Manager and the Property Assets Advisor – Leasing and Facilities from Council.

**6. Establishing Rent****Strategy**

Standard practice would be to obtain a market valuation however it is not feasible to undertake a market valuation for each individual parcel of Rural Grazing Land. The cost of the valuation would likely be greater than what could be recovered in the rental.

An efficient and effective method would be to assess the value of the Rural Grazing Land against a set of variables and classify the reserves into qualitative categories i.e. poor, average, good.

Rent will be established by an annual District rental valuation for various rural grazing land classes, provided by 1 November each year and approved by the Community Board in December each year.

These classifications may include the following;

- Marginal Grazing Land (e.g. contour, bush/weed cover, poor or no soil cover or other noted impediments to the use of grazing)
- Hill country reasonable pasture
- Hill country poor pasture
- Fattening land reasonable pasture
- Fattening land poor pasture
- Land capable of use for dairy farming as a run-off or from adjacent reasonable pasture
- Land capable of use for dairy farming as a run-off or from adjacent good pasture
- Land within, or in close proximity to urban areas.



- Variables to consider may include but are not limited to the following;
- Area
- Shape (uniform, irregular)
- Location
- Soil type/crop growth
- Existing fencing
- Shelter
- Accessibility to water for irrigation and/or stock water
- Carrying capacity of stock/ stock units per hectare
- Accessibility
- Number of owners it would benefit i.e. does it adjoin multiple properties or is it land locked and only useful to one adjoining owner (ability to tender)

### **Benefits**

- Establishment of process to set rental
- Easy to keep a schedule of rural grazing land classifications
- Distribute cost of valuation over three years
- Establish a per hectare rate that is simple to apply over a range of scenarios and property types.

### **Improvements in Lieu of Rental**

Historically, many Lessee's/Licensees have elected to undertake improvements on the Rural Grazing Land in exchange for a discounted or nil rental fee. Improvements include but are not limited to maintaining hedge rows, fixing and replacing fences and general upkeep and maintenance. In theory this can be beneficial to both parties. This is in the sense that the Lessee/Licensee obtains the use of the land effectively for little or no rental, and Council saves on maintenance outgoings, fire risk is minimised through grazing long grass and various other benefits directly related to the negotiation.

While the intent of the agreement is beneficial to both parties, the issue lies in whether or not each party fulfils their obligations. This is particularly in relation to whether the Lessee/Licensee has completed the improvements as agreed. Historic files show that in many cases where negotiations for improvements in lieu of rental have been agreed the agreed improvements either haven't been completed or haven't been recorded as being completed. The agreements then roll over or are renewed for a number of years on the same nominal rental even though the benefit to Council has long since passed.

As this can be beneficial to both parties it is essential to develop a process that allows for the flexibility and differing nature of what 'improvements' entail. A method to ensure that improvements are completed, and a mechanism to ensure that Council can recover any losses if the improvements aren't completed needs to be established.

An effective way to achieve this would be to append a Schedule of Improvements to the lease /licence that prescribes the expectations the Council has of the Lessee/Licensee and provides a mechanism to recover any losses if the Lessee/Licensee does not fulfil their obligations.

### **Schedule of Improvements**

The benefit of providing non-standard items in a schedule means that the standard licence template can be used in the majority of cases, rather than having to create bespoke licences. This is considered a more costs effective option than the alternative process of drafting bespoke licences.

Various issues which could be considered in the schedule;

- Agreed specific details of improvements to be undertaken and obligations of both parties prior to entering the agreement.
- Set a date for completion of improvements.
- Set up an alert system on TechnologyOne (Council's existing software used to manage leases and licences) to ensure that an inspection of the works is undertaken and where appropriate, signed off.
- Insert a clause that provides for Council to recover the rent that would've been charged if improvements were not planned to be undertaken. This would provide a mechanism that if the improvements are not completed by the due date the Lessee/Licensee will pay the rental for the whole term retrospectively.
- To further ensure works are completed the term may be renewed only if the works have been completed on or before the completion date.

### **Assignment**

Where leases / licences have been granted to adjoining owners, or the lessee/licensee circumstances change (e.g. sale of the property) it may be in the parties' interest to assign the lease / licence to the new adjoining owner.

The assignment, transfer or sub-lease of a lease or licence would only be permitted at the Council's sole discretion (subject to compliance with legislation, regulation, any other relevant approval process and Councils requirements).

Costs associated with assignment are to be borne by the incumbent lessee/licensee.

Where Council declines to approve an assignment of lease, Council should consider aligning any new leases with the expiry date of the previous lease to that it aligns with the other leases in the relevant block of properties.

## **Construction/ Improvements**

In general, rural grazing land leases and licences will prohibit construction of structures such as buildings. Where buildings have at some time in the past been constructed on the land (or part of the land) Council will actively pursue the removal of these structures. Where an exception to this is considered, approval of the construction of any buildings on the land will be at Council's sole discretion.

Other non-structural improvements constructed by the lessee or licensee such as fencing, tracks and water supply will generally be permitted at Councils sole discretion (subject to compliance with legislation, regulation, any other relevant approval process and Councils requirements) but with no compensation payable on the expiry or early termination of the lease or licence.

Other improvements made by the lessee/ licensee such as soil fertility, weed management, pasture quality, land drainage or other similar improvements will generally be permitted at the Councils sole discretion (subject to compliance with legislation, regulation, any other relevant approval process and Councils requirements ) but with no compensation payable on expiry or early termination of the lease or licence.

Any proposed improvements or program of improvements will be detailed in writing and formally approved by Council in writing, in advance of any work commencing, and attached as a schedule to the lease/licence document.

## **7. Risk Identification and Mitigation**

### **Identification of Risk Categories Health & Safety**

Health and safety is a risk paramount to any organisation and WDC has responsibilities as a property owner, landlord, employer and tenant. New Zealand's key work health and safety legislation is the Health and Safety at Work Act 2015 and regulation made under that Act.

To ensure that Council minimises risks under the Health and Safety at Work Act 2015 in relation to the letting of Rural Grazing Land it is paramount that an all-encompassing clause is included in the policy and lease documents to ensure all parties are aware of their responsibilities, and mitigate liability where possible under the Health and Safety at Work Act 2015.

### **Environmental**

This can be defined as the 'actual or potential threat of adverse effects on living organisms and the environment by effluents, emissions, wastes and resource depletion'.

As the Rural Grazing Land is primarily used for grazing stock and/or cropping land contamination, contamination of waterways, over stocking and poor pasture management resulting in depletion of

soil quality become prominent risks. Inappropriate handling and disposal of hazardous materials that are used as part of agricultural systems i.e. sprays and pesticides are key causes of environmental risks.

### **Contractual**

Contractual risk focuses on the scope of work that is agreed and the delivery of these key areas and functions.

Active management and regular review of leases and licenses is encouraged to ensure contractual obligations are met, particularly where works are being completed by the Lessee/Licensee in lieu of rental and any prescribed legislative or regulatory obligations.

### **Financial**

This relates to any of the various types of risk associated with finance such as inappropriate use of delegations, unforeseen financial cost implications, not realising true rental potential etc.

While there is risk in not achieving market rent, there is also potential risk in introducing a market-based rental for Rural Grazing Land due to perceived unaffordability of rent potentially resulting in vacancies which results in an increase of maintenance costs.

### **Operational**

Operational risk is the prospect of loss resulting from inadequate procedures, systems and policies that disrupt business processes.

Council is governed by procedures, systems and policies as a means of leading and guiding employees through day to day practices. Effective use, knowledge of the TechnologyOne's capabilities and regular reviews of the systems in place.

### **Compliance**

Compliance risk involves risk of potential losses and legal penalties due to failure to comply with laws and regulations.

Having standard, relevant clauses within agreements will ensure compliance with current legislative and regulatory requirements and minimise risk to Council.

### **Reputational Risks**

Reputational risk is the risk of loss resulting in damages to an organisations reputation.

Local Government Authorities are often under public scrutiny. Specifically, to Rural Grazing Land there is potential adverse public reaction from historic lease/licence holders that have had nominal rentals for a period of time and are required to pay market rent upon rent review.

## Monitor and Mitigate

Implementation of a robust leasing policy will assist in mitigating the risks above.

To further mitigate risk, the risk to each individual parcel of Rural Grazing Land could be assessed using a likelihood versus consequence risk matrix and evaluated against legislative and regulatory requirements to determine whether the inherent risk is at acceptable levels. Establishing, monitoring and maintaining a site-specific risk register containing all of the Rural Grazing Land contained in Council's portfolio would enhance the effective mitigation of risks. This could be captured by using a GIS portal.

Understanding the Land Status is a key input to ensuring compliance with legislative requirements and mitigating risk arising from inappropriate use of delegations.

## 8. Further Recommendations

### GIS Property Management Tool

Consider benefits of GIS Property Management Tool to efficiently manage leases and licences. Benefits include but are not limited to:

- Can sit as a layer within Council's existing GIS so would require minimal investment.
- The establishment of a single source of truth for property, lease and asset management systems that enables a complete overview of all operational requirements and stakeholders
- The provision of automated dashboard reporting on a regular or ad-hoc basis. Various built in tools to support workflows (including remote access), ability to review, edit, maintain and export data from within this application
- Automatic alerts for rent reviews, renewals, expiry dates, inspection dates etc.
- Simplifying the annual valuation review process against the updated benchmark properties
- Simple identification and classification of various classes of properties noted above

### Identify Disposal Potential

Identify opportunities to consolidate or dispose of any underutilised assets i.e. stop road & sell to adjoining owner – eliminates maintenance obligations from the Council. This will maximise efficiency and productivity of portfolio.



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Senior Property Consultant

Date: 16 January 2020

Date: 16 January 2020

## 9. Appendices

### Appendix 1 – Examples of Existing Lease/Licence Provisions

<b>Selwyn District Council</b> <b>Operational Policy Manual - L2 Leasing &amp; Licensing</b> Reviewed by Council – 22 May 2019	
<b>Term</b>	<ol style="list-style-type: none"> <li>1. The terms of lease for all Council land held as freehold shall be for a period appropriate to the site use as agreed between the land and the lessee</li> <li>2. Determination of the appropriate terms of lease shall take into account any future uses proposed for the property.</li> <li>3. The terms of lease/licenses for Council land held as reserve under the Reserve Act 1977 shall be consistent with the leasing provisions pertained in Schedule 1 of the licence provisions under Section 74.</li> <li>4. For grazing of land held under the Reserves Act 1977 the stated agreement will be a licence to occupy reserves temporarily issued in accordance with Section 74 of the Reserves Act 1977 for a period not exceeding 5 years.</li> </ol>
<b>Renewal</b>	<ol style="list-style-type: none"> <li>1. At the expiry of the 'term' of the lease, the Council may offer, in the first instance, the right of renewal to the existing lessee. Lease/licence renewal shall only be considered where the conditions and terms of the lease/licence have been complied with the lease or licence for the parcel of land that they have previously occupied, at whatever 'revalued rental' the Council feels is appropriate. Such revaluation shall be completed by a registered valuer for leases/licenses with an annual rental of \$1,000 or greater. For annual rentals below \$1,000 a CPI based adjustment will apply.</li> <li>2.             <ol style="list-style-type: none"> <li>a) Where a new lease or licence is to be prepared, terms and conditions may be negotiated with the prospective tenant where it is agreed that improvements such as fencing, tree removal, or levelling are required to enable the property to be occupied.</li> <li>b) The negotiation can include providing rental holidays in lieu of works being complete by the Lessee.</li> </ol> </li> </ol>
<b>Review</b>	<ol style="list-style-type: none"> <li>1.             <ol style="list-style-type: none"> <li>a) For lease/licenses with a term not exceeding 5 years the rental shall be reviewed at the time of renewal in accordance with the Leases and Licences Rental Review Policy (L208).</li> </ol> </li> </ol>

	<p>b) Rental shall be revalued through a market valuation process</p> <p>c) Rental holidays can be provided in accordance with the Leasing Policy – Renewal of Leases and Licence L202</p> <p>2.</p> <p>a) For lease/licences with a term exceeding 5 years the rental shall be reviewed at periods not exceeding 3 years or as otherwise specified in the lease agreement. Such reviews of rental shall be carried out at the Council’s discretion.</p> <p>b) Rental revaluation should be completed by a registered valuer where CPI based adjustment is not specified in the lease or licence.</p> <p>c) Rental holidays can be provided in accordance with the Leasing Policy – Renewal of Leases and Licence L202</p>
<b>Expiry</b>	Not specified
<b>Termination</b>	<p>1. Should Council seek to terminate or 'call in' a lease or licence during the currency of its term for any reason other than failure to comply with the terms of the lease or licence, it should do so in writing stating the reason for termination and giving the current lessee the right of appeal within 60 days of receipt of that letter. Such appeals shall be considered by the Council.</p>
<p><b>Hurunui District Council</b>  <b>Leasing of Property Policy</b>  <b>Adopted: 17 August 2017</b></p>	
<b>Term</b>	<p>1. The standard term for land rental shall be three years with a right of renewal.</p>
<b>Setting Rent</b>	<p>1. Land rental for council property shall be based on market valuations with the following exemptions:</p> <p>a) The land is subject to tender.</p> <p>b) The Council, or their delegate, reduce the land rental on application.</p> <p>c) The occupiers are non-profit community groups who meet all outgoings associated with their activities on application to the Council or their delegate.</p> <p>2. With the exception of licences to occupy and licences to graze, a professional valuation is obtained prior to reaching an agreement with a prospective tenant. This also applies in respect of rent reviews and renewals.</p>
<b>Renewal</b>	<p>1. With the exception of licences to occupy and licences to graze, a professional valuation is obtained prior to reaching an agreement with a prospective tenant. This also applies in respect of rent reviews and renewals.</p>



Review	<p>1. A rent review shall be conducted either at the end of each term or at a lessor period as stipulated in the lease agreement.</p> <p>No right of renewals. See 'expiry' below</p>
Expiry	<p>1. In general, existing leases and licences may be renegotiated on expiry. Exceptions to this may occur where:</p> <p>a) Council is dissatisfied with a lessee's performance, or for any reasons does not consider a new lease to be appropriate.</p> <p>b) The lessee does not wish to renew the lease.</p> <p>c) The lease area is subject to redevelopment.</p> <p>d) The lease is for grazing purposes, in which case it may be tendered upon expiry. Where a lessee wishes to surrender a lease or does not renew it, and intends to sell the improvements e.g. building, to a prospective new lessee, each party to the transfer must have Council approval to prevent the sale of buildings on Council-owned land to unsuitable tenants. If approval is not sought or given, Council is under no obligation to grant a lease.</p>
Termination	Not specified

<p><b>Ashburton District Council</b>  <b>Council Owned or Managed Rural Reserves</b>  <b>Adopted 14 December 2017</b></p>	
Term	Not specified
Fees	An establishment fee will be charged when the Licence to Occupy is granted, as well as an annual fee for the use of the reserve. Where a licence is sought the applicable fee will be set based on the current or intended usage of the small rural reserve [or other small parcels of land located within rural areas].
Renewal	Not specified
Review	Not specified
Expiry	Not specified
Termination	<p>Council reserves the right to terminate a Licence to Occupy if resource consent conditions are breached. Council may revoke a Licence to Occupy if the use of the reserve is required.</p> <p>The notice period required will be specified in each individual licence document at the discretion of the Commercial Manage</p>

**Appendix 2 - LINZ Rental Assessment Guideline**

## Appendix B - updated April 2012

Type of land	Rental range																	
	Southland		Otago		Canterbury		Westland		Tasman		Manawatu/Southern NI		Central NI		East Coast NI		Northland	
	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U	\$ Per ha	\$ Per S.U
Grazing - dry stock	100-300	10-25	20-150	5-15	150-250	13-15	50-200		200-300	15-17	100-225	15-25	100-225	15-25	80-200	15-25		
Grazing - finishing	350-500	25-35	150-250	15-20	250-350	20-24	100-300		300-350	22-27	175-300	18-30	175-300	18-30	180-350	20-30		
Normal rotation arable/sheep dry land	500-650	35-45	250-400	20-25	350-450	22-26	n/a								300-700			
Normal rotation arable/sheep irrigated	500-650	35-45	400-620	25-30	700-900		n/a								300-700			
Dairy support irrigated or high natural rain	700-900	45-60	620-740		1000-1200		500-800		800-1100		650-1300		500-1300		600-750			
Dairy milking irrigated or high natural rain	1050-1250	70-85	900-1250		1250-1600		800-1000		1200-1450		750-1500		800-1500		700-1000			
Horticultural (unirrigated but water available - irrigated)									1500-3000						700-1200			
Short term irrigated/high natural rain - high value crops	1500-2000	100-140	1100-1500		1500-2500		n/a		1750-3500		900-2000		900-1800		800-1600			

## Rental percentages

3 - 4%  
These rural rental rates are based on 3 to 5 year rent review periods

2.5 - 3.5%  
1.5 - 3%  
4.5 - 5%  
4.5 - 5%  
2.5 - 3.5%  
1.5 - 3.5%  
2 - 4%

Type of land - descriptions

## Grazing - dry stock

These units are generally on very light land\* or hard steep hill country. They are lower producing in terms of lambing/calving % (than finishing) and only produce weaner cattle and store lambs which finishing units buy and finish to killing/export weights for the works. These units are often at the mercy of finishing buyers, low schedule rate and drought effects.

## Grazing - finishing

These units are on much better country and/or are irrigated. They have their own breeding ewes and cows and finish all surplus stock to prime/killing weights and may also or exclusively buy store stock from the above to finish. Their profitability is generally significantly better.

## Normal rotation arable/sheep dry land

Typical 'mixed cropping' units. Have breeding ewes and sometimes cows which they run utilising crop stubble/residues etc in an integrated way. In good years will finish and sometimes buy in extra stock to finish. Their crops are usually cereal ones and are often a small % of area but can do better and achieve better yields in notably good years.

## Normal rotation arable/sheep irrigated

Often on same country as above, but irrigation (border dyke or spray) significantly improves capability of soils especially lighter ones. Allows more flexibility, more intensive cropping, more oil, small seed and higher value crops as well as finishing own stock and buying in extra (for finishing).

## Dairy support irrigated or high natural rain

These units are a recent development and usually occur around dairy areas. This has become its own bonafide system of farming, allowing good profit margins but still relying on good farm management. They are generally contracted by closeby dairy farmers to raise their heifer calves, winter dry cows and/or grow and provide supplementary feed. The dairy support farmer can sell his own stock and most of his plant, and gets paid regularly on a contract, weight gain or dry matter of feed provided basis.

## Dairy milking irrigated or high natural rain

Has been the traditional farming unit on heavier soils, better rainfall areas; however has now become much bigger (many are 350 ha and 1000 cows plus), and have shifted on to light (and cheaper) land where larger areas are available under irrigation where the lighter soil produces well without winter pugging problems. They have tended to use dairy support blocks with their own land used only as a milking platform.

## Horticultural (unirrigated but water available - irrigated)

Traditional areas needing climate, shelter, soils etc. Scale now important and including new crops indoors. Mostly citrus, pip and stone fruit. Other fruits, berries etc.

## Short term irrigated/high natural rain - high value crops

Emerged on good land (high quality free draining soils) almost always under irrigation. Grow a mix of cereal, small seeds (grasses and clovers), vegetable seed and oil crops, through to potatoes and other vegetables for processing - canning, freeze dry or freezing a la Watties, McCains, Talleys etc. Finishing stock are worked into the rotation depending on opportunity. Replaced small growers selling direct at roadside and market direct to supermarket chains and export fresh, making scale essential.

\* Light land is generally of lower fertility, dries off quickly (drought prone) is often stony and or shallow. It can perform well under irrigation.

Indicative rental parameters for urban land

Land suitable for a residence 3.5 - 6%

Land suitable for commercial or industrial use 5.5 - 7%

These urban rental rates are based on 5 to 7 year rent review periods

<b>NZTA – Short Form Licence to Occupy</b>	
<b>Term</b>	Not specified
<b>Renewal</b>	Not specified
<b>Review</b>	<p>The Transport Agency may review the Licence Fee on [<i>review dates</i>], and give you notice of the new Licence Fee. If you do not accept the Transport Agency’s proposed new Licence Fee, you may terminate this Licence by giving [<i>period</i>] months’ notice in writing.</p> <p>Note: Notice period is not specified.</p>
<b>Expiry</b>	Not specified
<b>Termination</b>	Due to its overriding statutory obligations, the Transport Agency may terminate this Licence at any time by giving you not less than one (1) months’ notice in writing. You are not entitled to any compensation for any such early termination.
<b>H&amp;S at Work</b>	<p>1 You must comply with all relevant legislation, regulations and bylaws affecting the Land and your use of it and must not cause or allow any act on the Land that would cause nuisance or annoyance to any neighbouring property, or any contamination of the Land. You must, at your own cost, obtain and comply with all resource consents, permits and other planning approvals required for the use of the Land described in clause 6.</p> <p>Without limiting your obligations under this clause 8, you must do all things necessary as the occupier of the Land to comply with the Health and Safety at Work Act 2015 (<i>HSW Act</i>) including:</p> <ul style="list-style-type: none"> <li>(i) ensuring, so far as is reasonably practicable, that the Land and anything arising from the Land are without risks to the health and safety of any person;</li> <li>(ii) notifying the Transport Agency immediately if the you become aware of any hazard or risk on the Land, or in the vicinity of the Land, which might, or may have the potential to, harm any person and for which the Transport Agency would be liable to remedy;</li> <li>(iii) developing, implementing and at all times during the term of this Licence maintaining a programme promoting the health and safety of people on the Land and a system of auditing such programme, and upon receiving a written request by the Transport Agency you will provide reasonable details of the programme implemented by you and access to that system; and</li> <li>(iv) complying with any notices issued by the regulator unless the work required by a notice would otherwise be work required to be undertaken by the Transport Agency under this Licence.</li> </ul> <p>1.2 You must, no later than 14 days after the termination or expiry of this Licence, leave the Land in the same condition it was in at the commencement of this Licence</p>

### Appendix 3 – NZTA Short Form Licence to Occupy

	<p>2     <i>You must, at your own cost and to the Transport Agency's satisfaction by <b>[date]</b>, <b>[describe any safety-related works required by the Transport Agency]</b>. If the Transport Agency requires you during the term of this Licence to take further action to prevent any adverse impact of your use of the Land on users of the State Highway, you will promptly comply with that requirement at your own cost and to the Transport Agency's satisfaction.</i></p>
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## Appendix 4 – NZTA Specific Clauses for Rural Occupation

### HORTICULTURAL USE

9 You agree that:

- (a) *you will repair, maintain and keep in the same good order, condition and repair as they were at the commencement date of this Licence:*
  - (i) *the Land and any buildings;*
  - (ii) *all fences, ditches, bridges, stockyards, gates; and*
  - (iii) *all water reticulation and/or irrigation systems, pumps, and other plant, equipment fittings and fixtures on the Land.*
- (b) *you will at your own cost:*
  - (i) *provide and maintain a proper method of disposal of all effluent.*
  - (ii) *control all weeds, pests and vermin on the Land and apply fertiliser to the Land;*
  - (iii) *keep the orchard areas free and clear of all noxious weeds and comply with the provisions and requirements of the Biosecurity Act 1993, provided that you shall only use recognised sprays for weeds;*
  - (iv) *undertake a maintenance weed control programme in respect of the remainder of the Land and ensure that there is no increase in the incidence of noxious weeds on that part of the Land;*
  - (v) *comply with all notices and do all things necessary or properly required for the keeping down or destruction of rabbits and any other noxious pests on the Land including (without limitation) comply with the provisions of the Biosecurity Act 1993;*
  - (vi) *cultivate and manage the whole of the Land in a good and husband like manner, according to the most approved methods of horticulture followed in the district, and keep the whole of the Land in good condition;*
  - (vii) *at least annually open all ditches, drains and water courses on the Land and ensure they remain clear and unobstructed;*

- (viii) *keep all hedges on the Land (if any, but not including shelter belts) in the same order and condition as at the commencement date of this Licence;*
- (ix) *except where such action forms part of your orchard management or maintenance programme, not cut down or damage any trees or shrubs growing on the Land without the Transport Agency's prior written consent;*
- (x) *keep the orchards and nurseries on the Land properly cultivated, planted, stocked and in neat order, and preserve and keep well  
pruned, trained and fertilised all plants, trees, bushes, vines and shrubs. In the case of kiwifruit, you must ensure that the proportion of male vines remains at an optimum level, and that there is no increase of male vine growth allowed in the final year of the term as a result of inadequate pruning;*
- (xi) *properly trim, maintain and care for all shelter belts;*
- (xii) *at the end or prior determination of the period of this Licence leave the entire Land, and any improvements on the Land, in as good a condition as it was at the commencement date of this Licence, less any proper allowance for:*
  - *fair wear and tear in respect of improvements;*
  - *the ageing of the plants, trees, bushes, vines and shrubs; and;*
  - *damage to the plants, trees, bushes, vines and shrubs, and/or to the Land, by natural disaster or events beyond your control.*
- (c) *the Transport Agency shall be entitled to engage an appropriate horticulture and/or agriculture consultant to carry out periodic inspections of your operations on the Land to confirm compliance with the terms of this Licence. The Transport Agency will be entitled to recover the consultant's fees from you and will issue a tax invoice for the amount due for this purpose under clause 5 of this Licence.*

#### GRAZING/PASTORAL USE

9 You agree that:

- (a) *you will, at your own expense and in a proper and workmanlike manner and to the  
Transport Agency's reasonable requirements:*

- (i) *stock the pasture on the Land in accordance with the rules of good husbandry generally recognised in the area, without overstocking the Land or de-pasturing more stock than the Land will reasonably carry.*
  - (ii) *provide and maintain a proper method of disposal of all effluent;*
  - (iii) *control all weeds, pests and vermin on the Land and apply fertiliser to the Land;*
  - (iv) *at least annually open all ditches, drains and water courses on the Land and ensure they remain clear and unobstructed;*
  - (v) *keep all hedges, shelter belts, gardens, plant beds, nurseries, orchards and shrubberies properly cultivated, planted, stocked, manured, trimmed and in neat and tidy condition, and replant with equivalent stock any such vegetation that dies;*
  - (vi) *keep, maintain and repair all fences, tracks, ditches, bridges, stockyards, gates, effluent system, water reticulation and/or irrigation systems, races, crossings, culverts, gateways and trough surrounds on the Land;*
  - (vii) *take all reasonable steps to protect the Land and all improvements or other property of the Transport Agency from any damage by you, your employees or agents, or your livestock or machinery; and*
  - (viii) *regularly remove all rubbish (including any dead animals) from the Land and maintain and farm the Land in a good husband like manner.*
- (b) *you will not:*
- (i) *store fertiliser on the Land;*
  - (ii) *cause or bring about any contamination of the Land;*
  - (iii) *light any fires on the Land without the prior consent of the Transport Agency, which it may, in its discretion, withhold, and where consent is given you will comply with all applicable bylaws, regulations and statutes;*
  - (iv) *plough, crop, cultivate, dig, make hay or otherwise disturb the pasture of the Land, cut shelter belts or otherwise create or bring about the cause of any waste of the Land;*
  - (v) *cut down or damage any trees or shrubs growing on the Land without the Transport Agency's prior written consent;*
  - (vi) *bring dogs (other than working dogs) or firearms onto the Land; or*
  - (vii) *call on the Transport Agency to meet or contribute to the cost of providing water to the Land.*
- (c) *you are solely responsible for maintaining the welfare of any livestock, and will, at your sole expense, take all reasonable steps to ensure that:*
- (i) *the livestock are at all times in a fit and healthy condition;*



- (ii) *the condition of the livestock is inspected by a competent agency at intervals of no more than 6 months, and a copy of the resulting inspection report is made available to the Transport Agency upon request; and*
    - (iii) *the livestock are provided with adequate feed and water at all times.*
- (d) *you are solely responsible for ensuring that, at all times:*
  - (i) *the fencing is adequate to keep the livestock within the Land; and*
  - (ii) *the livestock do not breach the fencing or stray from the Land.*
- (e) *your obligations under clause 9(d) include obligations to regularly inspect and at your sole cost to promptly maintain and repair and if necessary, replace all or part or parts of the fencing. You acknowledge and agree that the Transport Agency shall have no liability for the fencing under the Fencing Act 1978 or under any other legislation or byelaw and agree that you will not directly or indirectly require (or take any steps that would impose such a requirement) the Transport Agency to replace or contribute towards the cost of the replacement or repair of any part of the fencing.*
- (f) *you will erect a sign, the content and location of which is to be agreed with the Transport Agency in advance, stating your name and contact telephone number.*

## Appendix 5 – Summary of Reserve Types

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### Reserves Act 1977

The Reserves Act 1977 provides a statutory framework for the management and preservation of areas of public land for the benefit of the public. The Act also provides for the classification of reserves, relative to their purpose.

The Reserves Act 1977 has three main functions

1. To provide for the preservation and management, for the benefit and enjoyment of the public, areas possessing some special feature or values such as recreational use, wildlife, landscape amenity or scenic value. For example, the reserve may have value for recreation, education, as wildlife habitat or as an interesting landscape.
2. To ensure, as far as practicable, the preservation of representative natural ecosystems or landscapes and the survival of indigenous species of flora and fauna, both rare and commonplace.
3. To ensure, as far as practicable, the preservation of access for the public to the coastline, islands, lakeshore and riverbanks and to encourage the protection and preservation of the natural character of these areas.

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### Reserve Classifications

*Reserve  
Classifications*

<b>Recreation (s17)</b>	Includes sports fields and land used for passive recreation for the physical welfare and enjoyment of the public and the protection of the natural environment.
<b>Historic (s18)</b>	Includes historic buildings, archaeological, cultural, educational or other special interests.

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<b>Scenic (s19)</b>	Established to protect and preserve in perpetuity for their intrinsic worth and for the public benefit, enjoyment and use, such qualities of scenic reserve
<b>Nature (s20)</b>	Includes the protection and preservation of indigenous flora, fauna or natural features.
<b>Scientific (s21)</b>	The principal purpose of these reserves is the protection and preservation in perpetuity of areas for scientific study, research, education and the benefit of the country.
<b>Government Purpose (s22)</b>	A mixed category providing and retaining areas for such government purposes as specified
<b>Local Purpose (s23)</b>	Includes land held for education, social, community purposes, halls, esplanade, Plunket rooms, drainage, segregation strips, road and other miscellaneous purposes.

#### **Delegations of Minister's Powers Under Reserves Act**

The Reserves Act Guidelines list the various powers delegated to councils who administer reserves. The online version of the delegation has been superseded by instrument of delegation dated 12 June 2013.

The delegations in the Instrument of Delegations apply only where Council is the administering body of the relevant reserve by virtue of a vesting or an appointment to control and manage.

#### **Summary of Relevant Powers**

**s48A (1)** Consent or refuse consent to administering body granting a licence over a vested reserve to any person or department of State –

- (a) To erect, maintain and use buildings, dwellings, masts and other structures, and plant and machinery; and

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(b) To construct, maintain, and use tracks and engage in other works

For any of the purposes specified in section 48A (1).

**s48A (3)** Approve terms and conditions determined by the administering body.

**s54(1)** Give or decline to give prior consent to administering body, in the case of a recreation reserve vested in it, to grant leases for any of the purposes specified in paragraphs (a), (b), (c) and to grant a lease or licence for any of the purposes specified in paragraph (d) and to exercise all powers of the Minister referred to in the First Schedule that pertain to leases under s 54(1)(a),(b),(c) and (d).

**s72(1)** To enter into and agree the terms of a lease or other agreement for the farming of a recreation or local purpose reserve.

**s73(1)** Consent or decline prior consent to an administering body granting a lease of a recreation reserve in the circumstances specified in s73(1), where the reserve is vested in the administering body, and consent or decline prior consent to an administering body granting a lease in the circumstances specified in section 73(1) in all other cases.

Exercise all powers of the Minister referred to in the First Schedule that pertain to leases under s73(1).

**s73(3)** Form opinion as to whether recreation reserve is not likely to be used for purpose of a recreational reserve

Consent or decline consent to administering body granting leases of whole or part of reserve vested in administering body.

Grant or decline to grant leases of whole or part of reserve held under an appointment of control and manage.

Exercise all powers of the Minister referred to in the First Schedule that pertain to leases under s 73(3).

**s73(5).** Consent or decline consent in writing to a member of an administering body becoming the lessee of any land under the control of that body

**s73(6)** Consent or decline consent to granting of a licence to occupy a historic, scenic or scientific reserve.

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## Iwi Consultation

Any administering body of any reserve, including DOC and any council, when undertaking any statutory action on any reserve must consult with the local Iwi as well as public advertising as set down in the Reserves Act. This is because the Reserves Act is subject to the requirements of s4 of the Conservation Act 1987, which states: “This Act shall be so interpreted and administered as to give effect to the principles of the Treaty of Waitangi”.

The Conservation Act is the “umbrella” Act for the Reserves Act, National Parks Act 1980 and many other statutes that MoC hold powers under. s4 extends Treaty principles to all of these other Acts.

### Leasing Implications

- If a new lease over a council owned recreation reserve under s54(1) of the Reserves Act is to be publicly advertised, then local Iwi consultation must also be completed
- All proposed leases require public notification as set out in s119 of the Act unless the lease is in conformity with and contemplated by an approved management plan or a resource consent has been granted for the activity following public notification
- The lease/licence must be advertised once in a newspaper circulating the area in which the reserve is situated and in such other newspapers (if any) as the administering body decide
- s119(1)(b) requirements apply in all cases except national reserve where s119(1)(a) applies.

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## Reserve Types Covered by the Report

The Reserve types covered by the report include the following:

### Recreation Reserves (s17)

Includes sports fields and land used for passive recreation for the physical welfare and enjoyment of the public and the protection of the natural environment.

### Leasing of Recreation Reserves for farming, grazing, afforestation, or other purposes (s73)

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A recreation reserve that is not currently used for the recreational purposes that it is classified for as set out in s17 may be able to be leased for the use of farming, grazing, afforestation or other purposes. The recreation reserves may be granted by the administering body with the prior consent from the Minister.

**Implied Terms Lease of Recreation Reserves (use aligns to purpose)**

- Term no more than 33 years but may be renewed
- Improvements must revert to Lessor at end of term
- There are restrictions in the Ngai Tahu Claims Settlement Act for Crown derived reserves that provide for a maximum term of 35 years with no right of renewal.

**Implied Terms for Lease of Recreation Reserves for farming, grazing and afforestation (s73)**

- This section is used when the recreation reserve is not being used for the purpose for which it was classified i.e. awaiting development for recreational purposes so leased out for grazing to maintain the area in the interim.
- This still requires public notification under s119 & 120 and the lease will still be subject to the provisions as set out in Schedule 1

**Terms for Licences to Occupy reserves temporarily pursuant to s74 allows:**

- Administering body can grant a licence to occupy for the effective management of the reserve for grazing, gardening, cutting, felling or removing timber or other similar purposes on recreation, historic, scenic or local purpose reserve.

- 
- Requires public notification, however this does not apply to government purpose or local purpose reserves.
  - This section allows for short term licences on local purpose reserve without public notification. The term cannot exceed 10 years.

### **Local Purpose Reserves (s23)**

Includes land held for education, social, community purposes, halls, esplanade, Plunket rooms, drainage, segregation strips, road and other miscellaneous purposes.

### **Leasing of Local Purpose Reserves (s61)**

The administering body in case of local purpose reserves is a leasing authority of that reserve for the purposes of the Public Bodies Leases Act 1969 (PBLA)

### **Public Bodies Leasing Act 1969**

- s6 of the PBLA does not apply to leases of farmland
- Under s8 PBLA leases are required to be sold by public auction or public tender, however leasing authority may offer land for lease at a rent determined by the leasing authority under s9 of the PBLA after calling for public applications

#### S11 PBLA

(a) a tenancy for farming purposes for any term not exceeding 5 years, without right of renewal, in accordance with the provisions of s12:

(b) a lease for a term of 21 years or 33 years, as the leasing authority decides, with a perpetual right of renewal for the same term as that of the original lease, at a rent to be determined by valuation in accordance with the provisions of Schedule 1.

#### s12 PBLA Short Tenancies for Farming Purposes

- tenancy can be granted with or without public consultation/tender.

---

**Definitions**

For the avoidance of doubt the terminology stated throughout the policy is defined as per the below;

Rural Grazing Land: Any land administered by Council that has a Reserve Status.

Gross Lease: A gross lease is where a flat rental is determined to encompass rent and all costs associated with ownership, such as taxes, insurance, rates and utilities.

Instrument of Delegation: Legislation which confers an express power of delegation on a person usually requires that power to be exercised in writing, that is, by making a written instrument

Lease: Provides exclusive possession of a defined area of land, for a fixed period (or series of periods) of time, usually (but not necessarily) for rent. The lessee is responsible for maintenance and insurance of the defined area of land for the duration of the lease.

Licence to Occupy (Licence): A licence provides permission to use land for an agreed purpose. A licence does not usually confer a right of exclusive possession of the land. Responsibility for maintenance and insurance is to be negotiated.

Minister: Minister of Conservation

Net Lease: A net lease is where a lessee pays a portion or all of the taxes, insurance fees and maintenance costs for a property in addition to rent.

Stock Grazing Right: Leases/Licences for grazing purposes only unless otherwise specified in the terms and conditions.

---



**Appendix 6 – Draft Application Form for Licence to Occupy - Rural  
Grazing/Horticulture**

**Application for Licence to Occupy - Rural  
Grazing/Horticulture**

Applicants Contact

details: (Please Print)

Name: \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_

Phone \_\_\_\_\_ Cell \_\_\_\_\_

Email: \_\_\_\_\_

Purpose for Licence to  
Occupy (please tick where  
applicable)

1	Grazing - Cattle		5	Grazing - Other Please specify	
2	Grazing - Sheep		6	Horticulture	
3	Grazing – Horses		7	Erect Cattle stop on Road Reserve	
4.	Other Please specify				

Location of Property

Reserve Number (if applicable)	Road name	Area	Legal Description
Attach relevant Google aerial imagery here.			

Applicants signature

Date

Print full name

**Note:**

- A \$xxx.xx fee is payable for the licence application
- Please attach a detailed sketch of the area concerned including distances in metres from a known point, e.g. boundary fences, intersections etc. if the whole parcel is not required.
- Fencing and other improvements may be negotiable in lieu of rental (at Council's discretion).

<b>For office use</b>	Tech 1 Reference:	
Requires council Resolution (circle: Y / N)	CPR Reference:	
Date inspected:		
Debtor Number:		\$TBC
Comment:		
Signed:	Council Officer:	

## Appendix 7 – Recommended Lease/Licence Provisions

<b>Recommended Licence Provisions</b>	
<p>Agreements will be on a fixed term Gross lease/licence basis which will include:</p> <ul style="list-style-type: none"> <li>a) Benchmarked per ha market rent (based on land classifications)</li> <li>b) Additional annual charges i.e. rates (a forecast average over the term of the lease/licence)</li> <li>c) Allowance for property specific issues (if any) by negotiation at the discretion of the Property Manager.</li> </ul>	
Term	<p>The standard term for Rural Grazing Land shall be five years with no rights of renewal.</p> <p>Shorter or longer terms may be granted by Community Board recommendation or Council Resolution.</p>
Setting Rent	Rent will be set in writing prior to the 5-year lease term commencing.
Payment of Rent	Rent will be paid annually in advance on the 1 <sup>st</sup> July (once transitioned).
Renewal	No rights of renewals provided for grazing leases or licences, unless otherwise granted by Council Resolution.
Review	Block market valuation or CPI adjusted every year.
Expiry	In general, existing leases and licences for rural grazing land may be renegotiated with the exiting Lessee/Licensee on expiry.

	<p>A formal inspection will be scheduled during the 4<sup>th</sup> year of the lease term and agreement to a new lease be approved by the end of the 4<sup>th</sup> year (12 months prior to expiry).</p> <p>Exceptions to this may occur where:</p> <ul style="list-style-type: none"> <li>a) Council is dissatisfied with a lessee's performance, or for any reasons does not consider a new lease to be appropriate.</li> <li>b) The lessee does not wish to renew the lease.</li> <li>c) The lease area is subject to redevelopment or a change of use</li> <li>d) There is known interest from other parties in leasing the land, in particular from adjoining property Owners.</li> <li>e) The land classification requires the land to be tendered.</li> </ul>
Termination	<p>Council reserves the right to terminate the agreement at its sole discretion in line with lease provisions. In addition, Council can terminate the agreement if there are breaches of the lease terms by the lessee/licensee.</p> <p>The termination notice shall be supplied in writing (including by email or other telegraphic communication) with a one-month period to vacate the land and remove any improvements rightly belonging to the lessee/licensee.</p> <p>Where a breach results in a serious H &amp; S breach the notice period can be reduced to one day.</p> <p>Note: Some land tenure types and/or circumstances will need to allow for shorter or longer termination arrangements to enable Council to retain occupation should the land be required for a work and to ensure Council is meeting the requirements of relevant legislation and regulation.</p>



## 10. References

### Websites

- **Ashburton District Council**

<https://www.ashburtondc.govt.nz/SiteCollectionDocuments/Policies/Council%20Owned%20or%20Managed%20Rural%20Reserves.pdf>

- **Auckland Transport**

<https://at.govt.nz/about-us/working-on-the-road/road-processes-for-property-owners/unformed-legal-roads-paper-roads/>

- **Department of Conservation**

<https://www.doc.govt.nz/about-us/our-role/legislation/reserves-act/>

<https://www.doc.govt.nz/get-involved/apply-for-permits/managing-your-concession/ongoing-concession-fees/#grazing>

- **Hurunui District Council**

[https://www.hurunui.govt.nz/repository/libraries/id:23wyoavbi17q9ssstcjd/hierarchy/Support\\_Services/Policies/Council%20land%20and%20property/Leasing-Council-Property-Policy-FINAL-17.08.2017.pdf](https://www.hurunui.govt.nz/repository/libraries/id:23wyoavbi17q9ssstcjd/hierarchy/Support_Services/Policies/Council%20land%20and%20property/Leasing-Council-Property-Policy-FINAL-17.08.2017.pdf)

- **Local Authority Property Association**

<https://www.lapa.co.nz/wp-content/uploads/2016/07/0945-wood-LAPA-reserves-presentation-2012-22773460-v-1.pdf>

- **Selwyn District Council**

[https://www.selwyn.govt.nz/\\_data/assets/pdf\\_file/0013/13261/Policy-Manual-2019.pdf](https://www.selwyn.govt.nz/_data/assets/pdf_file/0013/13261/Policy-Manual-2019.pdf)

## Personal

- **Company: Colliers International**  
Employee: Rose Quirk  
Role: Corporate Solutions
- **Company: Land Information New Zealand**  
Employee: April Hussey  
Role: Manager, Land and Property
- **Company: New Zealand Transport Agency**  
Employee: Stephen Cottrell  
Role: Property Manager
- **Company: DOC**  
Employee: Deirdre Ewart  
Role: Business Support Manager
- **Company: Waimakariri District Council**  
Employee: Rob Hawthorne  
Role: Property Manager
- **Company: Waimakariri District Council**  
Employee: David Rowland  
Role: Property Assets Advisor - Leasing & Facilities

**WAIMAKARIRI DISTRICT COUNCIL****REPORT FOR DECISION**

**FILE NO and TRIM NO:** WAT-03 / 191206172141


**REPORT TO:** Utilities and Roothing Committee


**DATE OF MEETING:** 19 December 2019

**FROM:** Colin Roxburgh, Water Asset Manager

**SUBJECT:** Adoption of Drinking-water Commitment Statement and Approval of Draft Water Safety Plan for Woodend Pegasus

**SIGNED BY:**  
(for Reports to Council, Committees or Boards)

  
 Department Manager

  
 Chief Executive

**1. SUMMARY**

- 1.1 This report is to request that the Utilities and Roothing Committee:
- Recommend that Council adopt the proposed commitment statement relating to drinking-water.
  - Approve the Woodend Pegasus Water Safety Plan for submission to the Council's Drinking-water Assessor.
- 1.2 Under the Health Act 1956, as amended by the Health (Drinking Water) Amendment Act 2007, water suppliers must:
- a. Prepare a Water Safety Plan (WSP) for each water scheme supplying drinking water to more than 500 consumers.
  - b. Ensure each supply complies with the Drinking-water Standards for New Zealand.
- 1.3 Under new requirements released by the Ministry of Health, each Water Safety Plan must contain a 'commitment statement' that is endorsed by the organisation's senior leadership. This must outline how the organisation is committed to its obligation to provide safe drinking-water.
- 1.4 A draft statement has been prepared, for the Council's adoption. It is proposed that this is signed by the Mayor, Utilities portfolio holder, Chief Executive and Manager of Utilities and Roothing.
- 1.5 In recognition of the requirement that senior leadership involvement in drinking-water safety be elevated, it is also recommended that all WSPs be approved by the Utilities and Roothing Committee prior to adoption going forward, rather than being approved at a staff level.
- 1.6 The Woodend Pegasus WSP has been prepared under the new framework and is attached to this report for the Utilities and Roothing Committee's approval prior to submission to the Drinking-water Assessor.

**Attachments:**

- i. Woodend Pegasus Water Supply Water Safety Plan December 2019 (TRIM 191023148220)

## 2. **RECOMMENDATION**

**THAT** the Utilities and Roothing Committee:

- (a) **Receives** report No. 191206172141.
- (b) **Notes** that each public drinking-water supply that Council manages is required to have a Water Safety Plan, as a requirement of the Health (Drinking-water) Amendment Act.
- (c) **Notes** that as part of the new Water Safety Plan Framework, each Water Safety Plan must contain a statement endorsed by the senior leadership of the organisation, confirming the organisation's commitment to providing safe drinking-water.
- (d) **Notes** that the Waimakariri District Council is committed to providing safe drinking-water to approximately 47,000 residents on one of its 12 public water supplies currently, and that with this responsibility comes significant consequences if this obligation is not adequately fulfilled.
- (e) **Recommends** that the Council adopts the commitment statement below, on behalf of the organisation.

### Commitment Statement

The Waimakariri District Council is committed to managing its community drinking-water supplies to ensure that consumers consistently receive a safe and reliable supply of high-quality drinking-water, and that the relevant legislation and standards are met.

This commitment will be met through the Council maintaining oversight of its water systems, and being accountable for its performance. This encompasses the day to day operation and maintenance, the identification and delivery of required upgrades, and long term strategic planning to ensure that both current and future needs are met.

Specifically, Council staff and its nominated contractors will ensure that this commitment is met through the following core areas:

- **High Standard of Care:** At all points along the supply chain from source water to consumer a high standard of care will be embraced to manage water quality.
- **Ownership and Responsibility:** A culture of collective ownership and responsibility is required throughout relevant members of the organisation.
- **Continuous Improvement:** Council staff at all levels will be encouraged to raise issues and develop improvements to systems, to continuously improve the systems used to ensure the safety of drinking-water in the district.

- (f) **Notes** that commitment statement will be signed by Mayor, Utilities portfolio holder, Chief Executive and Manager Utilities and Roothing.
- (g) **Approves** the Woodend Pegasus Water Safety Plan for submission to the Council's Drinking-water Assessor.
- (h) **Notes** that at the time this report was published, no Water Safety Plans had been approved under the new framework within New Zealand, and it is likely that changes will be required prior to final approval of the plan by the Drinking-water Assessor, and that staff will report back to the Utilities and Roothing Committee if significant changes are required.
- (i) **Circulates** this report to the Council and to the Community Boards for their information.



### **3. BACKGROUND**

- 3.1. Under the Health Act 1956, as amended by the Health (Drinking Water) Amendment Act 2007, water suppliers must:
  - a. Prepare a Water Safety Plan (WSP) for each water scheme supplying drinking water to more than 500 consumers.
  - b. Ensure that each supply complies with the Drinking-water Standards for New Zealand.
- 3.2. In December 2018 the Ministry of Health released the WSP Framework outlining the new requirements of WSP's.
- 3.3. The WSP Framework stipulates "organisational support and long-term commitment by senior leadership is the foundation to implementing an effective system for providing safe and secure drinking-water."
- 3.4. In May 2019, the Ministry of Health released a WSP Handbook outlining how to meet the WSP expectations of the Ministry of Health. The handbook details the specific requirements that must be included in a WSP.
- 3.5. The publication of both documents occurs in a context of change for the three waters sector. Both the Havelock North Drinking-water Inquiry and the Department of Internal Affairs Three Waters Review are expected to result in significant change and tighter regulations around the delivery of safe drinking water.
- 3.6. Part of the new requirements for WSP's is the inclusion of a drinking water commitment statement outlining the Council's commitment to deliver safe drinking water. The commitment statement must be endorsed by senior leadership of the water supplier, to demonstrate that the organisation as a whole understands the responsibility as a water supplier, and is committed to owning this responsibility.
- 3.7. While there are many staff across Council that are involved in the delivery of safe drinking-water to residents connected to Council schemes, there is currently no specific overarching statement outlining this commitment.

### **4. ISSUES AND OPTIONS**

#### Commitment Statement

- 4.1. The statement below has been prepared to summarise the commitment that it is proposed that Council makes towards drinking-water. The intention is to succinctly outline this responsibility towards safe drinking-water, but also be meaningful at both an individual staff level as well as to Council's senior leadership.

### Commitment Statement

The Waimakariri District Council is committed to managing its community drinking-water supplies to ensure that consumers consistently receive a safe and reliable supply of high-quality drinking-water, and that the relevant legislation and standards are met.

This commitment will be met through the Council maintaining oversight of its water systems, and being accountable for its performance. This encompasses the day to day operation and maintenance, the identification and delivery of required upgrades, and long term strategic planning to ensure that both current and future needs are met.

Specifically, Council staff and its nominated contractors will ensure that this commitment is met through the following core areas:

- **High Standard of Care:** At all points along the supply chain from source water to consumer a high standard of care will be embraced to manage water quality.
- **Ownership and Responsibility:** A culture of collective ownership and responsibility is required throughout relevant members of the organisation.
- **Continuous Improvement:** Council staff at all levels will be encouraged to raise issues and develop improvements to systems, to continuously improve the systems used to ensure the safety of drinking-water in the district.

- 4.2. The above statement was initially based on a document within the WSP Handbook, but has been tailored to be more succinct and to be specific to Waimakariri.
- 4.3. The example statement within the handbook was comprehensive, but due to the large amount of content there is a risk that it may not be thoroughly read and understood by relevant staff. The draft Waimakariri specific statement is intended to reflect the required culture towards drinking-water quality management that all staff should take, rather than prescribe the detail of exactly how this should be done.
- 4.4. The proposed drinking-water commitment statement is also intended to align with key Council values, in particular *"We'll do better every day"* and *"We'll take responsibility"*.
- 4.5. It is recommended that the above statement be adopted by Council, following a recommendation from the Utilities and Roothing Committee, for inclusion in all future WSPs.
- 4.6. It is proposed that this is signed by the Mayor, Utilities portfolio holder, Chief Executive and Manager Utilities and Roothing.
- 4.7. Once adopted and included within a WSP, the WSP will be submitted to the Council's Drinking-water Assessor (DWA) for approval.
- 4.8. Once the statement is adopted by the Council, steps will be taken to ensure that the statement is visible within the organisation. Examples of how this may be done are:
  - Inclusion within all future Water Safety Plans.
  - Include statement on posters at key office sites with operational water supply staff (similar to other Council values posters), or at water supply headworks sites, or both.

#### Approval of Water Safety Plans

- 4.9. Consideration has also been given to approval of the Council's WSPs prior to submission to the Council's DWA. Previously the final step of approval has been for the Council's 3 Waters Manager to sign-off the documents.
- 4.10. Given the expectation that senior management of water suppliers have greater oversight of this function, it is proposed that the Utilities and Rooding Committee be the final stage for approval of WSPs prior to submission. This will add an extra step in the approval process, but will ensure greater visibility of the risks of water supplies to Council's Management Team and elected members.
- 4.11. The alternative options for approval of Water Safety Plans would either be at staff level (either 3 Waters Manager, or Manager Utilities and Rooding), or at Management Team Level. The option of these plans being approved by the Utilities and Rooding Committee rather than at staff level is to ensure a greater level of ownership and oversight from elected members as well as staff, given the importance of the obligation to provide clean and safe water.

#### Woodend Pegasus Water Safety Plan Approval

- 4.12. The previous Woodend WSP expired in August 2019. Council staff have been working on a revised water safety plan for the combined Woodend Pegasus water supply under the new WSP framework. It was originally intended to submit the Woodend Pegasus WSP following feedback on the Waikuku Beach WSP, such that any feedback could be incorporated into this WSP. This approach was discussed with the Drinking-water Assessor but has not been formally documented or agreed. Council is therefore at risk of not having an approved WSP in place for the Woodend Pegasus water supply.
- 4.13. Given the experiences of other councils submitting WSPs under the new framework, it is very likely that the first version submitted will not be accepted by the DWA, and some further work will be required. In particular, focus is being put on how it is demonstrated that the reticulation network is safe without the use of residual disinfection in the system.
- 4.14. Staff will report back following the submission of the document to the DWA to inform the Utilities and Rooding Committee either that the plan has been accepted with minor modifications, or for approval of an updated version if significant changes are required.
- 4.15. The final version of the Woodend Pegasus Water Safety Plan will be presented back to the Utilities and Rooding Committee for adoption of the approved plan.
- 4.16. The Management Team have reviewed this report and support the recommendations.

## **5. COMMUNITY VIEWS**

### **5.1. Groups and Organisations**

No groups or organisations have been consulted regarding the commitment statement contained within this report.

### **5.2. Wider Community**

The wider community has not been consulted regarding the contents of this report.

## **6. IMPLICATIONS AND RISKS**

### **6.1. Financial Implications**

Adopting the proposed commitment statement does not have any direct budgetary implications. While there are significant costs associated with the supply of safe water, this is already a core function of Council with or without the statement contained within this report.

#### 6.2. **Community Implications**

This statement reinforces Council's commitment to provide safe and reliable drinking-water to the communities within the district, so that residents can be confident that their water is safe to drink.

#### 6.3. **Risk Management**

The supply of drinking-water is an essential service that is relied upon by a large number of people, and with this comes inherent risk if not managed adequately. The proposed commitment statement acknowledges this level of responsibility that comes with this risk, and aims to reinforce the required level of commitment to adequately manage this.

#### 6.4. **Health and Safety**

This commitment statement aims to improve the health and safety within the district, by working to continuously improve the safety of the Council's public water supplies.

### 7. **CONTEXT**

#### 7.1. **Policy**

This matter is not a matter of significance in terms of the Council's Significance and Engagement Policy.

#### 7.2. **Legislation**

The Health (Drinking-water) Amendment Act is relevant in this matter.

#### 7.3. **Community Outcomes**

The following community outcomes are relevant in this matter:

##### SERVICES

*k. Core utility services are provided in a timely and sustainable manner*

- Council sewerage and water supply schemes, and drainage and waste collection services are provided to a high standard.

#### 7.4. **Delegations**

While not specifically identified within the Utilities and Roothing Committee's jurisdiction, this matter generally falls within the scope of the Utilities and Roothing Committee's responsibility.




Water Safety Plan


# Woodend Pegasus Water Supply

Prepared by Waimakariri District Council  
December 2019



Prepared by:  Jigyasa Dhakal Graduate Engineer

Reviewed by:  Mark Andrews Utilities Project Team Leader

 Colin Roxburgh Water Asset Manager

 Kalley Simpson 3 Waters Manager

Approved by:  Gerard Cleary Manager Utilities & Roading

**Formally approved for submission by Utilities & Roading Committee on the:**

PDU Project Number: PD001622  
 Published: 10 December 2019  
 File / Record Number: WAT-05-23-03 / TRIM 191023148220

Revision Number	Prepared By	Trim Number	Date
1	Oana Macarie	091216039197	December 2009 (Pegasus only)
2	Oana Macarie	131216116993	December 2013 (Pegasus only)
3	Jigyasa Dhakal	180321030530	March 2018 (Pegasus only)
4	Jigyasa Dhakal	191023148220	December 2019 (Woodend and Pegasus)

## Executive Summary

This Water Safety Plan (WSP) has been prepared in accordance with the New Zealand Drinking-water Safety Plan Framework (2018), and the Handbook for Preparing a Water Safety Plan (2019) in order to manage the safety of the Woodend Pegasus water supply, and to demonstrate compliance with Section 69Z of the Health (Drinking-water) Amendment Act.

This WSP embodies the six fundamental principles of drinking-water safety in New Zealand:

- Principle 1: A high standard of care must be embraced,
- Principle 2: Protection of source water is of paramount importance,
- Principle 3: Maintain multiple barriers against contamination,
- Principle 4: Change precedes contamination,
- Principle 5: Suppliers must own the safety of drinking-water, and
- Principle 6: Apply a preventive risk management approach

The WSP has been developed through collaboration between asset managers, operators, and engineers, and has been approved by the Waimakariri District Council's (WDC) Utilities and Roading Committee. The WSP will be reviewed every five years, or upon any significant changes to the water supply. This WSP will be available publicly on the Council's website and also held on site at the headworks sites to support the operators in making effective decisions on the management of the supply.

In developing this WSP, the key process involved assessing the water supply in its current configuration and completing a risk analysis. Where the residual risk was deemed to not be acceptable, additional works have been identified and included in the [improvement plan](#) for the water supply.

### Overview of the Woodend Pegasus water supply:

The Woodend Pegasus drinking-water supply is a predominantly on-demand supply serving Pegasus, Woodend, and Tuahiwi. The total registered population is 7,325, and this value is expected to increase by approximately 208% in the next 50 years. The primary headworks for this supply is on Atkinson Lane, Pegasus which obtains water from six secure wells in Woodend and a secure well in Pegasus (PW1). There is also a non-secure backup well on Chinnerys Road available for emergencies. Water obtained for this supply is filtered through a biological sand filter for manganese and iron removal. The water that is delivered to Pegasus is chlorinated, while the water delivered to the Woodend-Tuahiwi part of the supply is unchlorinated.

Historically, an additional bore Pegasus Well 2 (PW2) was used to supply Pegasus. This bore was decommissioned following the presence of Arsenic within the source. An additional decommissioned well exists in the Chinnerys Road headworks. This non-secure well has been capped and is no longer in use.

In the future, an additional bore (which has been drilled but not developed (EQ4)) within the Woodend borefield will be used to accommodate the growth demand. An additional bore had also been considered at Bramleys Road in Tuahiwi however due to potential drawdown impacts on neighbouring wells, this well is no longer being considered as an option for future growth demand.

The Woodend section of the scheme has a backup headworks site at Chinnerys Road, Woodend, which has a decommissioned biological sand filter and back-up chlorine dosing system. The Chinnerys Road headworks can supply Woodend only and has a non-secure backup well which can supply the Chinnerys Road headworks

during emergency situations. Currently, all source water is first pumped to the Pegasus treatment plant for manganese and iron removal. From here the Pegasus water is chlorinated and distributed into the reticulation, while the Woodend water is delivered to the Chinnerys Road headworks which is used as a reservoir and pump station for the Woodend reticulation.

Figure 1 illustrates the locations of the headwork buildings within the Pegasus and Woodend and areas.

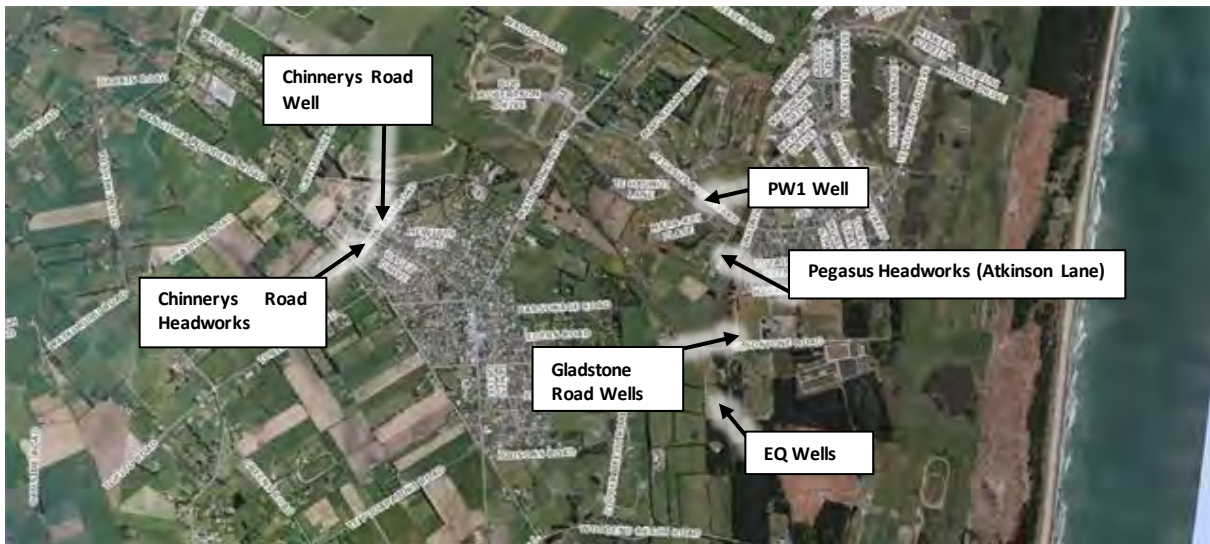


Figure 1: Locations of the drinking-water supply sites

The supply complied with the bacterial and protozoal requirements of the Drinking-water Standards for New Zealand (DWSNZ) for the last compliance year (2018-19). The secure groundwater obtained from the primary wells is filtered for aesthetic purposes only. Chlorine dosing equipment is installed at both headworks sites. With the anticipated changes to remove secure bore water as a means of protozoal compliance from the DWSNZ, designs are complete for the installation of a UV treatment system to operate at the Pegasus headworks to provide an additional barrier against contamination and to achieve compliance with the anticipated future standards. While this project is budgeted for and designed, it will not progress further until future requirements are more certain to ensure that future treatment systems align with future standards.

The Woodend water supply scheme was originally developed in 1975 and the separate Pegasus water supply scheme was developed in 2007. In 2019, the Pegasus and Woodend schemes joined to accommodate the demand from the Ravenswood development (1,500 lot subdivision to the north of Woodend), to improve the resilience of the two schemes and to improve the reliability of the aesthetic treatment process. The physical joining of the schemes is currently limited to the conveyance of source water between the secure wells, Pegasus Headworks and the Woodend Reservoir and pumping station (Chinnerys Road Headworks) locations. The distribution networks downstream are initially separate, however these will join in the future via the Woodend and Ravenswood reticulation.

A summary of the components making up the Woodend Pegasus water supply is provided in Table 1.



Table 1: Drinking-Water Supply Components

Supply	Zone	Plants	Sources
Pegasus PEG001	Pegasus PEG001PE	Pegasus (Primary) TP02780	<b>Pegasus Well 1</b> (Primary) G01759
			<b>EQ1</b> (Primary) G01946
			<b>EQ2</b> (Primary) G01947
			<b>EQ3</b> (Primary) G02085
			<b>EQ4</b> (Future)
	Woodend PEG001WO		<b>Gladstone Road Well 1</b> (Primary) G01166
			<b>Gladstone Road Well 2</b> (Primary) G01916
			<b>Chinnerys Road</b> (Backup) TP00211

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## 1. Commitment to Drinking-Water Quality Management

Council staff have prepared the following commitment statement towards drinking-water. This statement was endorsed by the Council's Utilities and Roading Committee at their December 2019 meeting.

Commitment Statement	
<p>The Waimakariri District Council is committed to managing its community drinking-water supplies to ensure that consumers consistently receive a safe and reliable supply of high-quality drinking-water, and that the relevant legislation and standards are met.</p> <p>This commitment will be met through the Council maintaining oversight of its water systems, and being accountable for its performance. This encompasses the day to day operation and maintenance, the identification and delivery of required upgrades, and long term strategic planning to ensure that both current and future needs are met.</p> <p>Specifically, Council staff and its nominated contractors will ensure that this commitment is met through the following core areas:</p> <ul style="list-style-type: none"> <li>• <b>High Standard of Care:</b> At all points along the supply chain from source water to consumer a high standard of care will be embraced to manage water quality.</li> <li>• <b>Ownership and Responsibility:</b> A culture of collective ownership and responsibility is required throughout relevant members of the organisation.</li> <li>• <b>Continuous Improvement:</b> Council staff at all levels will be encouraged to raise issues and develop improvements to systems, to continuously improve the systems used to ensure the safety of drinking-water in the district.</li> </ul>	
<b>Signatures</b>	Mayor _____ Dan Gordon
	Chief Executive _____ Jim Palmer
	Manager Utilities and Roading _____ Gerard Cleary

### 1.1. Supporting Principles, Plans, Strategies and Policies

The Council's commitment to drinking-water is embedded within the organisation through the following principles, strategies, plans, policies and bylaws. At a higher level are overarching principles that the organisation is guided by, down to water supply specific strategies, plans and policies.

A list is provided in Table 2.

**Table 2: List of supporting documentation**

Principles	Description
Tā mātou mauri –our principles (TRIM 180323031595)	The overarching principles which the organisation is guided by in decision making and day to day functions.
Community Outcomes	Description
Community Outcomes (TRIM 170524052750)	The Local Government Act defines community outcomes as: <i>“outcomes that a local authority aims to achieve in meeting the current and future needs of communities for good quality local infrastructure, local public services, and performance of regulatory functions.”</i>  Community outcomes are Council's statement of what they are trying to achieve, which also helps inform the rationale for service delivery, performance measures and targets, alongside Council's strategic direction.
Core Planning Documents	Description
<a href="#">Infrastructure Strategy</a> (TRIM 171129129930)	The Infrastructure Strategy demonstrates how the Council will manage our major assets and address the key issues over the next 30 years. Key issues identified within the 2018 document included: <ul style="list-style-type: none"> <li>• Catering for population growth.</li> <li>• Meeting increasing standards for drinking-water.</li> <li>• Assessing the risks arising from natural hazards.</li> <li>• Ensuring the renewal of assets are adequately planned for.</li> </ul>
<a href="#">Activity Management Plans</a> (TRIM 170724076981)	The Council's Activity Management Plans (AMPs) are key strategic documents that describe all aspects of the management of assets and services for an activity (including technical and financial) over the lifecycle of the asset in the most cost-effective manner to provide a specified level of service.  There is a standalone document for each public water supply which the Council manages.
Bylaw	Description
<a href="#">Water Supply Bylaw 2018</a> (TRIM 181109132673)	To protect, promote and maintain public health and safety through the provision of water services in the Waimakariri District.
Policies	Description
<a href="#">Backflow Prevention</a>	This policy sets out how Council is to protect its supplies from the risk of backflow, in line with obligations under the Health Act.
<a href="#">Water Supplies - Residential 4A-4B Zones</a>	This policy ensures that privately developed water supplies or extensions to existing supplies are designed and constructed to the required standards.

<a href="#">Applications for Extension to Water Supply and Sewage Disposal</a>	The purpose of this policy is to effectively manage and operate the extension of water and wastewater assets without putting excessive burden on existing schemes.
<a href="#">Transfer Surplus Water Units on Restricted Water Supplies</a>	This policy enables water units to be allocated more efficiently on the schemes that do not have spare capacity available to supply the growing community needs.
Risk Register (TRIM 151223167626)	The purpose of the risk register is establish a central repository for all WDC risks and to reduce loss of knowledge about how we manage specific WDC risks when staff change jobs/roles. Currently this risk register is being updated into a software system to smooth the risk identification process. The WSP Risk Checklist will remain a standalone document to this, however all items identified as high risk within the updated water safety plans will be uploaded to the Council's Risk Register.
Strategies	Description
Chlorination Strategy (TRIM 170411035457)	This strategy seeks to protect the public by ensuring all potable water supplied by the Council to its customers are safe from bacterial contamination, while still respecting the community's choices regarding the level of service in regard to the degree of treatment versus aesthetic considerations.
Generator Strategy (TRIM 131219118904)	The aim of this strategy is to address generator requirements in a potential events occurrence (eg snow, high winds, flooding, lightning, and heavy rainfall) for all 3 Waters sites, including details of fuel requirements and fuel storage for each generators.
<a href="#">Water Conservation Strategy</a> (TRIM 100520016879)	The key aim of the Water Conservation Strategy is to provide targets, initiatives and a monitoring regime to achieve higher levels of water conservation within the WDC community water supplies.

## 1.2. Stakeholders

All stakeholders who could affect, or be affected by, decisions or activities to do with the drinking-water supply are identified in the following table, along with the mechanisms and documentation that are used to keep stakeholders engaged and informed.

**Table 3: External stakeholders**

Stake Holder	Communications/ Engagement Plan
Residents / Scheme Members	<p>Residents and property owners connected to a Council water scheme are communicated with through a series of channels, for a range of scenarios:</p> <ul style="list-style-type: none"> <li>• <b>Response to Customer Complaints:</b> Customer complaints are tracked through the Council's <a href="#">service request system</a>. There are target response times which vary depending on the nature of the issue. The number of issues and responses are tracked and reported on as part of Council's performance measures.</li> <li>• <b>Community Notices:</b> These are sent out on specific issues, on a case by case basis. This may be to inform residents of planned construction works, or operational issues</li> <li>• <b>Special Consultative Procedures (SCP):</b> Council generally undertakes a SCP to gain community input where a significant change to a level of service is being considered, or when several options are being considered. For example they have been conducted in the past when considering joining schemes, or when assessing water treatment options.</li> <li>• <b>Long-Term Plan and Annual Plans:</b> Each year Council prepares either an Annual Plan or a Long Term Plan to gain feedback from the community on significant projects, and rates for the coming year or years. Residents are able to make either written or oral submissions which are considered by Council before adopting the budgets for the coming year/s.</li> </ul>

Stake Holder	Communications/ Engagement Plan
	<ul style="list-style-type: none"> <li>• <b>Text / Email Alert System:</b> There is a text /email alert system which can communicate with all residents with their details registered on a given scheme in a very short amount of time. This historically has been used for issuing and lifting boil water notices, and could be used in the event of a water shortage or other significant operational issue in the future.</li> <li>• <b>Website and Social Media:</b> The Council's website and social media pages are used to provide key information to residents and inform residents of operational issues (in addition to other engagement options above).</li> </ul>
Elected Members (Mayor, Councillors and Community Board Members)	Each Community Board, Council Committee, or the full Council are communicated with through formal reports to keep elected members informed or where a decision is sought, or through a briefing for a less formal discussion where a decision is not required.
Environment Canterbury (ECan)	<p>ECan are communicated with in the following ways:</p> <ul style="list-style-type: none"> <li>• <b>New Consents or Renewal of Consents:</b> This is through the submission of resource consent applications by Council to ECan.</li> <li>• <b>Compliance with Existing Consents:</b> Council submits data to demonstrate compliance with water take consents, or informs ECan of any known breaches of consent.</li> <li>• <b>Activities within Community Drinking-water Protection Zone (CDWPZ):</b> If an activity is proposed within a CDWPZ, ECan may request information from the Council on how the proposal may affect the water supply.</li> <li>• <b>General Discussion on Regional Issues:</b> These are discussed between key Council and ECan staff via the Canterbury Drinking-water Reference Group (CDWRG).</li> </ul>
Drinking-water Assessors (DWAs)	<p>The DWAs communicate and works with Council in the followings ways:</p> <ul style="list-style-type: none"> <li>• <b>Water Safety Plan (WSP) Preparation and Submission:</b> Council prepares WSPs for each scheme and submits them to the DWA. The DWA reviews the plan for compliance, and reports back to the Council with any required changes or clarifications.</li> <li>• <b>Implementation and Submission of WSP:</b> The DWA assesses that the Council is implementing each WSP, including requesting information from the Council, and visiting the scheme. This results in a report being presented to Council, which may include recommendations or corrective actions being required.</li> <li>• <b>Assessing Treatment System or Secure Bore:</b> If a new treatment system is modified, or a new source is constructed, the Council will submit information to the DWA to demonstrate compliance of the infrastructure with the relevant section of the DWSNZ. The DWA will then report back to Council to confirm whether the infrastructure complies, or whether any changes are required.</li> <li>• <b>In Response to a Transgression or Event:</b> If there is an event or transgression that occurs on any scheme, the Council will communicate with the DWA in accordance with the relevant <a href="#">incident plan</a>, and agree on any necessary remedial actions.</li> <li>• <b>Other Clarifications:</b> The Council may contact the DWA for any other clarification of either the Health Act or DWSNZ on an as required basis.</li> </ul>
Fire and Emergency New Zealand (FENZ)	<p>Council communicates with FENZ in the following ways:</p> <ul style="list-style-type: none"> <li>• <b>Updating gazetted firefighting zone boundaries:</b> As schemes grow or zones are adjusted, Council provides information to FENZ to update their systems.</li> <li>• <b>Fire Hydrant Audits:</b> From time to time FENZ may carry out audits or testing on fire hydrants. In this event any defects found will be passed on to Council staff to rectify.</li> <li>• <b>Capital works:</b> the fire service are notified during capital works when hydrants become unavailable, or during water shut downs.</li> </ul>



Stake Holder	Communications/ Engagement Plan
High Risk Users	The Council's Water Unit hold a list of residents who use dialysis machines, and are therefore reliant on the water supply system. This list is available on Water Unit staff members' tablets so that they are aware it any shutdown affects one of these customers. There is scope to extend this information to other critical customers in the future.

### 1.2.1. Operations and Management Team

All staff within Council involved in the operation, maintenance and management of the supply are divided into several categories, within two Council departments.

#### Utilities and Roading Department:

The Utilities and Roading department of Council is managed by Gerard Cleary, Manager Utilities and Roading. This department contains two relevant teams with some level of responsibility over water supplies:

**3 Waters Team - Asset Management and Operational Responsibility:** The 3 Waters Team within the Utilities and Roading Committee of Council is responsibility for all functions relating to the management, operation, maintenance, compliance and reporting for the district's water supply schemes.

**Project Delivery Unit - Engineering Support:** The 3 Waters Team is supported with professional services predominantly through the Council's internal consultant the Project Delivery Unit. Where there are insufficient resources, or where specialist expertise outside of the Project Delivery Unit is required an external consultant may be used.

#### Finance and Business Support:

The Finance and Business Support department of Council is managed by Jeff Millward, Manager Finance and Business Support. There is one unit within this department with direct responsibilities relevant to water supply operation:

**Water Unit – Operation and Maintenance:** The Water Unit are contracted by the 3 Waters Team to operate and maintain the Council's three waters facilities sites. The Water Unit was formed within its current structure in 1998. The reticulation teams and water operators from all the Borough Councils joined together to undertake reticulation, maintenance and operational works within the Waimakariri District. The local knowledge and in-house skills provided by the Water Unit make them invaluable for the operation of the Council's drinking water supplies.

The department managers report to the Council's Chief Executive. All Council staff are accountable to the Chief Executive who is responsible to the elected officials comprising the Council (the Mayor and Councillors) who are ultimately responsible for all functions of Council, including drinking-water.

Key individual staff responsibilities are listed in Table 4 and Table 5.

**Table 4: Key Water Unit staff involved in the operation and management of WDC drinking water supplies.**

Staff	Role	Qualification	Responsibility
Richard Cookson	Water Unit Manager		Responsibility for the planning and operations and performance of the Water Unit, who are a division of the Council. Charged with the operation, repair and maintenance of the Council's water supplies; as well as

Staff	Role	Qualification	Responsibility
			running internal laboratory and external laboratory suppliers, to analyse samples taken by Water Unit staff.
Daniel Burt	Reticulation Supervisor	National Certification in Water Treatment Level 4 National Certificate in Water Reticulation Level 4 IANZ Approved Signatory	Team Leader at Water Unit responsible for delivery of capital projects assigned to the Water Unit, and assistance with maintenance of reticulation as required.
Phil Drozdowski	Reticulation Supervisor	National Certificate in Water Reticulation Level 4 New Zealand Certificate in Infrastructure Works (Contract Management) Level #6	Team Leader at Water Unit responsible for operation and maintenance of water reticulation.
Darryn Williams	Technician Team Leader	National Certification in Water Treatment Level 4 NZQA US17891 Undertake sampling and site analysis for water treatment IANZ Approved Signatory	Team Leader at Water Unit responsible for team of technicians who operate the three waters facilities sites throughout the district, and signatory to the Water Unit laboratory. Assistance with preparation of Water Safety Plan.
Les Clarke	Water and Wastewater Technician	Grade C Certificate Water Treatment	Operation of three waters facilities sites throughout the district.
Josh Palmer	Water and Wastewater Technician	Training to obtain National Certificate in Water Treatment.	Operation of three waters facilities sites throughout the district.
Kirk Hindmarsh	Water and Wastewater Technician	Enrolment process underway for National Certification in Water Treatment Level 4	Operation of three waters facilities sites throughout the district.
Bevan Stack	Water and Wastewater Technician	Training to obtain National Certificate in Water Treatment.	Operation of three waters facilities sites throughout the district.
Susan Dalzell	Laboratory Technician	NZQA US17878 US17890 Undertake sampling and site analysis for water treatment IANZ Approved Signatory	Primary water sampler and signatory at Water Unit laboratory.