

**BEFORE INDEPENDENT HEARING COMMISSIONERS APPOINTED BY THE
WAIMAKARIRI DISTRICT COUNCIL**

IN THE MATTER OF

The Resource Management Act 1991 (**RMA** or
the Act)

AND

IN THE MATTER OF

Hearing of Submissions and Further
Submissions on the Proposed Waimakariri
District Plan (**PWDP** or **the Proposed Plan**)

AND

IN THE MATTER OF

Hearing of Submissions and Further
Submissions on Variations 1 and 2 to the
Proposed Waimakariri District Plan

AND

IN THE MATTER OF

Submissions and Further Submissions on the
Proposed Waimakariri District Plan by
Momentum Land Limited

**EVIDENCE OF MARK DAVID ALLAN
ON BEHALF OF MOMENTUM LAND LIMITED
REGARDING STREAM 12E REZONING OF LAND**

DATED: 3 May 2024

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INTRODUCTION

- 1 My full name is Mark David Allan.
- 2 I hold the qualification of Bachelor of Resource and Environmental Planning (Hons) from Massey University.
- 3 I have been employed by Aurecon since 2004 where I currently hold the position of Director – Environment and Planning.
- 4 My previous work experience includes more than 20 years in the field of resource management, both in the public and private sector. The majority of this has been in land development (residential, commercial and industrial), infrastructure and telecommunications in the Greater Christchurch area and wider South Island, involving the preparation and oversight of resource consent applications, plan change requests and submissions on district plan reviews, and providing expert planning evidence in respect of the same.
- 5 This evidence is provided in support of the submissions of Momentum Land Limited (**Momentum** or **MLL**) to rezone approximately 35ha (310 Beach Road and 143, 145 & 151 Ferry Road – **the Site**) in northeast Kaiapoi from Rural Lifestyle Zone (**RLZ**) to Medium Density Residential Zone (**MRZ**) subject to an Outline Development Plan (**ODP**) through the Proposed Waimakariri District Plan (**PWDP**) and Variation 1 to the PWDP. My role has been to provide the required statutory analysis of the rezoning request.
- 6 I am familiar with the location and immediate surroundings of the Site.

CODE OF CONDUCT

- 7 I have read the Environment Court's Code of Conduct and agree to comply with it. My qualifications as an expert are set out above. The matters addressed in my evidence are within my area of expertise, however where I make statements on issues that are not in my area of expertise, I will state whose evidence I have relied upon. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed in my evidence.

SCOPE OF EVIDENCE

- 8 I have prepared evidence in relation to:
 - (a) the Site and its context;
 - (b) the relief sought by Momentum, i.e., MRZ and ODP (**the Proposal**);

- (c) the effects of the Proposal;
- (d) statutory documents – various planning instruments that sit beneath the RMA;
- (e) Part 2 matters – key provisions from Part 2 RMA; and
- (f) Section 32AA evaluation.

9 In preparing my evidence I have considered the following:

- (a) the Momentum submissions / further submissions on the PWDP and Variation 1, and the submissions of others relevant to the Proposal;
- (b) the evidence prepared by:
 - (i) Mr Bruce Weir – urban design
 - (ii) Mr Danny Kamo – landscape
 - (iii) Mr Fraser Colegrave – economics
 - (iv) Mr Richard Brunton – flooding
 - (v) Mr Andy Carr – transport
 - (vi) Mr Manu Miskell – infrastructure
 - (vii) Mr Geoffrey Dunham – rural productivity
 - (viii) Ms Annabelle Coates – ecology
 - (ix) Ms Anna Sleigh – geotechnical
 - (x) Mr Mark Morley – contamination
- (c) the National Policy Statement on Urban Development 2020 (**NPS UD**), the Canterbury Regional Policy Statement (**CRPS**), the PWDP, the Waimakariri 2048 District Development Strategy July 2018 (**WDDS**), and the Greater Christchurch Spatial Plan 2024 (**Spatial Plan**); and
- (d) the evidence for Momentum regarding Hearing Stream 10A (airport noise issues) prepared by:
 - (i) Professor John-Paul Clarke – aeronautic acoustic
 - (ii) William Reeve – acoustic
 - (iii) Fraser Colegrave – economics
 - (iv) Patricia Harte – planning, and

(v) Brian Putt – planning.

SUMMARY OF EVIDENCE

- 10 The Proposal will enable a yield in the order of 1,000 dwellings at a density of between 20-30 dwellings/ha¹, with subdivision and development guided by an ODP.
- 11 In summary, my evidence, informed by the technical evidence, concludes that:
- (a) the Site is within the 'Christchurch tier 1 urban environment', as defined by the NPS UD and depicted on Map A (dashed line) of the CRPS and Map 1 (solid line) of the Spatial Plan;
 - (b) the Site is identified for future residential growth and development in (chronologically) the Greater Christchurch Urban Development Strategy 2007, the Land Use Recovery Plan, the CRPS, the WDDS, the PWDP and, most recently, the Spatial Plan;
 - (c) strong population growth in the District is projected to continue into the foreseeable future, causing strong and sustained growth in demand for additional housing that cannot be met by that provided for in the PWDP. New urban areas like the Site need to be enabled as soon as possible to keep pace with demand;
 - (d) the Proposal will increase housing development capacity in a location and manner that will support the existing development patterns in Kaiapoi, achieve a more compact and consolidated urban form, and increase connectivity with wider Kaiapoi;
 - (e) The Proposal will enable a variety of homes that meet the needs of different households in the District, achieve good internal and external urban design outcomes, and support reduction in greenhouse gas (GHG) emissions².
 - (f) MRZ-enabled development of the Site will have effects on landscape character and visual amenity values that are acceptable in the context of the RLZ and anticipated urban growth in this area.

¹ Urban design evidence of Mr Weir, para 47(c) and (d); economic evidence of Mr Colegrave, para 26

² Based on draft GHG emissions evidence for Momentum that I have sighted.

- (g) the Site is not considered economically viable from a rural land use and productivity perspective, and in any event is not considered highly productive land under the NPS HPL³;
- (h) the Site is suitable for MRZ-enabled development from both a geotechnical and contamination perspective;
- (i) the Site and the Proposal have, or will enable, good internal and external transport connections across multiple modes;
- (j) feasible options are available to service the Site with all the necessary infrastructure, with the subdivision / land use consent process being the appropriate time to assess and determine servicing-related aspects in detail;
- (k) flood risk can be appropriately managed and mitigated such that the post-development Site is not considered a high hazard area and there is minimal additional inundation effect on other land and property;
- (l) exposure to 50 dBA aircraft noise is acceptable and will not cause future residents and visitors high annoyance or curtail future operations of Christchurch Airport;
- (m) the Proposal will not result in detrimental effects on ecological values, and will likely achieve increased botanical values, indigenous vegetation cover, and habitat for native fauna;
- (n) the Proposal enables more efficient land utilisation than the outcome contemplated by RLZ, and overall MRZ is more appropriate for a location where the strategic spatial planning framework has long-foreshadowed urban growth and development; and
- (o) the Proposal is consistent with relevant statutory planning instruments including the NPS-UD, the CRPS and the PWDP, and will give effect to these in a more effective and efficient way than RLZ.

THE SITE AND ITS CONTEXT

12 The Momentum submissions relate to the following blocks of land at north Kaiapoi (collectively **the Site**, Figure 1) that Momentum has a contract to purchase:

³ Clause 3.5.7(b), NPS HPL

- (a) approximately 28.5ha at 177 Ferry Road (**North Block**); and
- (b) approximately 6ha at 310 Beach Road (**South Block**).



Figure 1: The Site (Source: Grip)

- 13 The existing character of the Site and its urban context are comprehensively described in the evidence of Messrs Weir (urban design)⁴ and Kamo (landscape)⁵, and in the Transportation Assessment appended to Mr Carr's transport evidence. I have adopted the descriptions of the Site and receiving environment as contained in that evidence.
- 14 The Site is subject to flood hazard overlays in the PWDP (Non-Urban Flood Assessment, Urban Flood Assessment and Coastal Flood Assessment) and located within a High Hazard Area (flooding) as defined in the CRPS, as described in the evidence of Mr Brunton (flooding)⁶.
- 15 The entire South Block and part of the North Block lie within the 50dBA airport noise contour as identified in the operative Waimakariri District Plan, the PWDP and Map A of the CRPS.
- 16 The Site forms part of the Kaiapoi Development Area (**KDA**) as described in Part 3 (New Development Areas) of the PWDP, is located within a Greenfield Priority

⁴ Urban design evidence of Mr Weir, paras 31-38

⁵ Landscape evidence of Mr Kamo, paras 16-32

⁶ Flooding evidence of Mr Brunton, paras 83-86

Area or Future Development Area on Map A of the CRPS, and identified for proposed residential growth in Figure 12 of the WDDS and Map 14 of the Spatial Plan (copies of the relevant maps / figures from spatial planning strategies and statutory plans since 2007 are included in **Attachment 1**).

- 17 In this context, the Site is adjacent to existing urban development with physical connections enabled to infrastructure and transport networks. Subject to the appropriate mitigation of flood risk and potential reverse sensitivity effects (airport noise complaints), the Proposal represents a logical extension of existing urban form as anticipated by the various strategic spatial and statutory planning frameworks relating to growth in Greater Christchurch generally and Kaiapoi specifically.

THE PROPOSAL

- 18 The Proposal seeks to rezone the Site from RLZ to MRZ with future subdivision and development guided by an ODP⁷. MRZ-enabled development of the Site would yield approximately 1,000 dwellings⁸. The South Block and that part of the North Block affected by the airport noise contour would be subject to a 200m² minimum lot size (as per the airport noise contour qualifying matter notified by Variation 1).

- 19 Key features of the ODP are summarised below:

North Block

- (a) A new public road network connecting with existing roading in Beachgrove to the south, Magnolia Boulevard to the west and the balance of the Future Development Area to the north;
- (b) A neighbourhood centre at the intersection of primary connector roads and in close proximity to Beachgrove;
- (c) Stormwater management reserve area as an extension of the McIntosh's Reserve to the east of Beachgrove; and
- (d) Recreational amenities (reserves, pedestrian / cycle links) that complement stormwater management areas and connect with the South Block (via paper road) to create integrated open space amenity.

⁷ Urban design evidence of Mr Weir, Appendix A: East Kaiapoi Outline Development Plan

⁸ Urban design evidence of Mr Weir, para 47(c) and (d); economic evidence of Mr Colegrave, para 26

South Block

- (e) Local road connections to Beach Road;
 - (f) Pedestrian / cycle links along Beach Road frontage and connecting within the North Block (via paper road); and
 - (g) Stormwater conveyance around the perimeter to connect with adjacent stormwater reserve and provide landscape buffer to neighbouring school and residential properties.
- 20 In addition to the ODP, future subdivision and development of the Site will be managed in accordance with the provisions of the PWDP, most relevantly those contained in the Medium Density Residential Zone, Subdivision, Transport, Natural Hazards and Earthworks Chapters. I have reviewed these provisions in the context of the Proposal and, in combination with the ODP, consider them appropriate for assessing and managing environmental effects associated with MRZ-enabled development of the Site.

MERITS OF THE PROPOSAL – ASSESSMENT OF EFFECTS

Residential Land Supply

- 21 Mr Colegrave’s evidence assesses the need for the Proposal under the NPS UD, its eligibility for early release under the PWDP’s ‘certification’ criteria, the likely economic costs and benefits of the Proposal, and the likely impact of the proposed neighbourhood centre (North Block) on nearby centres.
- 22 Mr Colegrave notes the District’s strong population growth in recent years *is projected to continue well into the foreseeable future, which is causing strong and sustained growth in demand for additional housing*⁹. At the same time, *housing in the district is becoming increasingly unaffordable*¹⁰. He considers these circumstances give context to the NPS UD directive that high growth areas like the District provide “at least” sufficient feasible / realisable capacity “at all times” to meet future housing demand, including for stand-alone and attached dwellings in both new and existing areas.
- 23 Mr Colegrave considers the latest housing capacity assessment (**HCA**) is unreliable on the basis that it fails to test sufficiency for different dwelling types in new and existing locations, as required by the NPS UD. He points to the high

⁹ Economic evidence of Mr Colegrave, para 10

¹⁰ Economic Evidence of Mr Colegrave, para 80

concentration of new development that has occurred on the urban periphery of Kaiapoi since 2010, a situation he considers likely reflects the challenge of making intensification in provincial areas like Kaiapoi financially viable. And the fact the consented stages of Beachgrove represent the only significant area of undeveloped residential land left in Kaiapoi.

- 24 Essentially, Mr Colegrave does not consider the plan enabled capacity associated with the application of new Medium Density Residential Standards and Policy 3 (building height) of the NPS UD will be delivered. Consequently, he has identified a looming shortfall in greenfield capacity for standalone homes in the District, adding "*The proposal helps plug this looming gap in feasible capacity by providing quality, master-planned housing that is in step with market demand*"¹¹.
- 25 Mr Colegrave considers the Proposal gives effect to a range of local and national strategies and policies, while ensuring the efficient functioning of the local housing market. Influential is that the Proposal enables significant housing development capacity and supporting commercial activity within the Kaiapoi Development Area under the PWDP, which implements the strategic direction and form for future urban growth espoused in the Greater Christchurch Urban Development Strategy 2007 and subsequent spatial and statutory planning documents.
- 26 The Proposal will deliver economic benefits associated with a substantial, direct boost in the District's dwelling capacity. As noted above, it will help to narrow the gap between likely future supply and demand. And by being more responsive to growth in demand, the rate at which district house prices grow over time will reduce, contributing to affordability¹² and, therefore, consistency with the NPS UD (Objective 2). This benefit is further compounded by the Proposal's ability to unlock further development of the balance of the Kaiapoi Development Area / Future Development Area to the north¹³.
- 27 Other benefits of the Proposal identified by Mr Colegrave include the provision of a range of lot sizes and housing typologies (consistent with Policy 1, NPS UD); the creation of critical mass to gradually improve the range and viability of local service provision, with a corresponding reduction in retail spend leakage

¹¹ Economic evidence of Mr Colegrave, paras 69-72

¹² Economic evidence of Mr Colegrave, paras 77-79

¹³ Economic evidence of Mr Colegrave, paras 83, 84

to Christchurch City; achieving a high level of infrastructure efficiency that will avoid unnecessary financial risks and cost for WDC while helping keep the costs of new homes as low as possible; the generation of significant one-off economic stimulus associated with construction activity; ongoing employment associated with the neighbourhood centre contributing to the District's employment self-sufficiency;¹⁴

28 I also consider the single ownership (subject to contract) of the Site by a willing and able developer is a relevant factor, whereby the capacity enabled by the Proposal is likely to be converted to market supply in a timely manner compared to other Development Areas under fragmented ownership.

29 The main potential economic cost of the Proposal is the loss of land for rural production. Mr Colegrave refers to Mr Dunham's evidence on the productive potential of the Site, and quantifies the economic cost of forfeiting the land for rural uses. Having estimated the annual economic activity the Site could theoretically sustain if used solely for rural production, Mr Colegrave considers the values for revenue, GDP, employment and wages / salaries to be negligible compared to the substantial boost in employment provided by the Proposal¹⁵.

30 Mr Colegrave describes the size and function of the proposed neighbourhood centre in the context of the nearest existing centres, being the Kaiapoi Key Activity Centre and the Waimak Junction large format retail area. He considers it highly unlikely that the Proposal will cause adverse effects on the vitality of either of these centres, given the proposed centre is of a small scale, will grow organically over time in response to demand, and will fulfil a different (and complementary) role and function¹⁶.

31 Overall, the economic evidence is that MRZ-enabled development of the Site represents a significant boost in residential supply, which will help keep pace with housing demand in the District and contribute to affordability, as required by the NPS UD. The Proposal will generate a wide range of enduring economic benefits and avoid any material economic costs.

¹⁴ Economic evidence of Mr Colegrave, paras 86-94, 97, 102, 103 and 105

¹⁵ Economic evidence of Mr Colegrave, paras 112-117

¹⁶ Economic evidence of Mr Colegrave, para 131

Character, Amenity and Landscape

- 32 The Proposal will inevitably change the character, amenity and landscape of the Site and its immediate setting. The nature, extent and appropriateness of this change has been assessed in the technical evidence of Messrs Weir (urban design) and Kamo (landscape, visual and character). Collectively, their evidence concludes that the Proposal and MRZ-enabled development of the Site is appropriate in the context of the established urban form and character of Kaiapoi and its interface with the openness of the semi-rural setting.
- 33 It is relevant to consider changes in the character and amenity of the area in terms of Policy 6 of the NPS UD, which recognises that such changes are not, of themselves, an adverse effect. Both experts consider the Proposal presents a logical extension of the established residential character of Kaiapoi, and a more appropriate development outcome than RLZ, particularly in light of the urban outcome anticipated in the Kaiapoi Development Area.
- 34 The ODP has been designed to ensure MRZ-enabled development integrates with neighboring development, with the nature and scale of development being generally consistent and compatible with that already established in the immediate area. It appropriately addresses key site constraints, including the boundary with rural land to the east (through the substantial open space buffer associated with the realigned and enhanced McIntosh Drain), the potential for inundation during high rainfall events (through raising ground levels and stormwater management) and the potential for airport noise reverse sensitivity effects (through more restrictive residential density associated with qualifying matter - airport noise). The Proposal will integrate with existing and future roading and three waters infrastructure and enable a range of lot sizes and housing typologies that meet the needs of the community without compromising amenity values.
- 35 Mr Weir observes the Proposal will increase development capacity in a manner that is supportive of existing development patterns in Kaiapoi while increasing connectivity with wider Kaiapoi, supporting a more compact urban form and encouraging modal shift towards public and active transport. I consider these elements to be consistent with the fundamentals of a well-functioning urban environment.

- 36 Overall, any effects of the Proposal in terms of character, amenity and landscape matters are considered acceptable for the reasons set out in the technical evidence, and in the context of the NPS UD (vis-à-vis Objectives 2 and 4, Policies 1, 6 and 8). The Proposal will not erode Kaiapoi's urban form or character, but rather will serve to reinforce it through MRZ-enabled development of the Site in accordance with the appropriately designed ODP.

Transport

- 37 Mr Carr has undertaken a Transportation Assessment to support his evaluation of the anticipated transportation effects of the Proposal, including the functionality of the road network, connectivity with the existing urban environment, and the availability of different transport modes.
- 38 Mr Carr has demonstrated that the traffic generated by MRZ-enabled development of the Site can be accommodated on the adjacent roading network. While some improvement schemes will be required, e.g., at the Williams Street / Beach Road / Smith Street roundabout, he has assessed these as being able to be accommodated within the legal road reserve.
- 39 There is nothing to indicate the increase in traffic flows on the road network as a result of the Proposal would have any adverse road safety effects. The relatively flat topography of the Site means the internal roading network can be readily designed to meet appropriate guides and standards.
- 40 The Site is well positioned to support active transport accessibility, being within 1km of Kaiapoi North School and 3km of Kaiapoi town centre. The existing frontage roads have suitable provision for the increased level of walking and cycling attributed to the Proposal. Further, the location of the proposed neighbourhood centre will be within 1km of all of the North Block, most of the South Block and all of the existing Beachgrove subdivision.
- 41 The ODP provides a high degree of compliance with the transport requirements of the PWDP. The internal roading network and connections to the frontage roads will be designed and constructed in accordance with the transport provisions of the PWDP, with which Mr Carr notes the ODP shows a high degree of compliance. Any areas of non-compliance can be appropriately assessed through the consent process, providing certainty that any required design improvements will be implemented.

- 42 Mr Carr's overall conclusion is that the Proposal can be supported from a traffic and transportation perspective and that there are no traffic or transportation reasons why MRZ-enabled development is not appropriate in this location.

Infrastructure

- 43 The evidence of Mr Miskell assesses the existing infrastructure capacity and new infrastructure requirements to service MRZ-enabled development of the Site. It is supported by civil engineering concepts to demonstrate how future subdivision and development can be serviced in accordance with WDC requirements. It confirms there are no servicing impediments to the Proposal.
- 44 The approach to stormwater management has been developed in conjunction with the flooding assessment undertaken by Mr Brunton. The design concept for the North Block involves a primary reticulation pipe network to collect and convey the 5-year ARI event, discharging to two new basins that will contain and treating the first flush volume (25mm rainfall) from impervious surfaces. McIntosh Drain will be realigned and enhanced to accommodate the basins. Stormwater exceeding the first flush volume will bypass the basins and discharge directly to the realigned McIntosh Drain.
- 45 For the South Block, primary reticulation will collect and convey the 5-year ARIs in a pipe network to a proprietary treatment device designed to treat the first flush volume (10mm/hr) on impervious surfaces. The network will discharge into swales around the perimeter of the block, which will be designed to accommodate the 200-year ARI event and minimize flooding in the surrounding area.
- 46 Secondary reticulation for the Site will be provided via overland flow paths contained within the road network and designed to contain the 50-year ARI event within prescribed limits on depth of surface flooding. Finished floor levels will be set with 500mm freeboard, based on Mr Brunton's modelling of the 200-year flood event.
- 47 Modification of the existing Moorcroft basin will allow for the proposed road connection to Magnolia Boulevard, as shown on the ODP.
- 48 Wastewater servicing can be managed via a combination of the remaining capacity within the existing low pressure sewer network established in the Beachgrove development and WDC's planned upgrade of the existing

Moorcroft wastewater pumpstation. Mr Miskell's analysis shows there is capacity within the existing low pressure network to service the remaining stages of Beachgrove and the future development of the Site. He refers to confirmation from WDC's Network Planning Team Leader that the Kaiapoi wastewater treatment plant has sufficient capacity to service MRZ-enabled development of the Site, and that incremental upgrades to the plant will be undertaken by WDC in response to increased demand over time and funded through development contributions.

- 49 WDC's Network Planning Team Leader has also confirmed there is sufficient source capacity in the Kaiapoi water supply scheme for future development, with upgrades planned for expected increased future demand. as does the Kaiapoi potable water network. Mr Miskell has described the proposed water supply network layout for the Site, the final design of which will be agreed upon with WDC during the consenting and detailed design phases.
- 50 Overall, the technical evidence demonstrates that the Site's environmental conditions and existing reticulated networks do not preclude the Proposal from a servicing perspective. The detailed design of three waters infrastructure will be appropriately addressed through the subdivision consent process and in consultation with WDC's development engineers.

Tāngata Whenua and Cultural Values

- 51 The Site is within the takiwā of Te Ngāi Tūāhuriri Rūnanga. Natural resources (water, mahinga kai, indigenous flora and fauna, cultural landscapes and land) are taonga to manawhenua, and integral to the history and identity of mana whenua. The protection of sites and areas of significance to Māori for the benefit of current and future generations is essential to the cultural identity of Kaiapoi and Greater Christchurch, so it is therefore important that urban development does not impact them.
- 52 The Site is subject to Historic & Cultural Overlays (Wāhi Tapu SASM 005 – silent file, Ngā Tūranga Tūpūna SASM 013 – cultural landscape of high coastal settlement) under the PWDP. The identification of these sites and areas of significance to Māori will ensure cultural values are appropriately addressed through the subdivision consent process (noting the matters of discretion where resource consent is triggered by activities within the overlays) and engagement with tāngata whenua.

Flood Management

- 53 Mr Brunton has undertaken a flood management assessment of the Proposal and MRZ-enabled development of the Site.
- 54 The Site is located within a High Hazard Area as defined in the CRPS (being subject to water depths greater than 1m in a 500-year flood event), and the Non-Urban Flood Assessment Overlay (North Block), Urban Flood Assessment Overlay (South Block) and Coastal Flood Assessment Overlay in the PWDP.
- 55 Mr Brunton outlines the proposed flood hazard mitigation for the Site, based on the results of his hydraulic modelling of surface flooding within the Site and surrounding area pre- and post-development of the Site. The proposed mitigation involves filling the Site to elevate ground levels above the existing flood level; specifying a minimum finished floor level above the 200-year event and incorporating an allowance for predicted climate change plus 500mm freeboard; and constructing a stormwater system to collect and convey Site-generated runoff to the receiving drainage system.
- 56 Under the post-development scenario, Mr Brunton's evidence demonstrates that modelled water depths within the Site during a 200-year event reduce to zero (from pre-development inundation water depths of 1-2m). While the surrounding area will experience a small increase in water depth as a result of displacement, Mr Brunton considers this will be indiscernible in the context of the 1-2m water depths experienced in the surrounding area during a 200-year event. Further, the Proposal will not cause any additional buildings within the surrounding area to be inundated in the 5-year to 200-year events, and only a small reduction in floor level freeboard to several existing buildings (yet still retaining sufficient freeboard as per the Building Code to protect them from inundation).
- 57 What Mr Brunton's evidence shows is that it is possible to alleviate the flooding risk on the Site with only minimal (and indiscernible) effect on the surrounding area. Provided the proposed surface flooding mitigation is implemented as Mr Brunton has described and modelled, the post-development Site will no longer be considered a High Hazard Area as defined in the CRPS. In addition, the behaviour of surface flooding in the area will not be significantly altered.
- 58 Because the PDWP identifies the Site as being subject to flood assessment overlays, Flood Assessment and Coastal Flood Assessment Certificates will need

to be sought from WDC as part of the subdivision consent application process, in accordance with Rules SUB-R4, NH-R1 & R2, NH-R15 & R16 and NH-S1 & S2 of the PWDP. The PWDP adopts a similar definition for high hazard areas as the CRPS, so it follows that the proposed flooding mitigation will similarly bring the Site under the high hazard threshold in the PWDP, in which case the Flood Assessment Certificates issued by WDC would specify the minimum finished floor level required for development.

59 Notably, "*raised building floor levels and raised land which are required to be raised to meet the requirements of a hazards assessment certificate*" are excluded from the PWDP definition of 'natural hazard mitigation works'. In this regard, it is my view that the proposed flooding mitigation can be legitimately considered by WDC when processing a request for a Flood Assessment Certificate. The relevant matters of discretion (NH-MD1, MD3 and MD4) usefully provide for (amongst other things) an assessment of:

- (a) the setting of minimum floor levels and minimum land levels (NH-MD1(1));
- (b) the frequency / extent any proposed building is predicted to be damaged (NH-MD1(2) a, taking into account proposed land and floor levels (NH-MD4(1));
- (c) the extent to which the proposal causes flood water displacement or flow path disruption onto other sites (NH-MD1(4));
- (d) the extent to which mitigation measures are proposed and their effectiveness (NH-MD1(5), NH-MD3(8));
- (e) any increase in the risk to life or property (NH-MD3(1)); and
- (f) the ability for flood water conveyance to be maintained (NH-MD3(6).

60 Based on Mr Brunton's specialist evidence, and the efficacy of the PWDP's natural hazard provisions, I consider flood risk can be appropriately managed at the subdivision consent stage and through appropriate design of landform and freeboard, such that significant adverse effects associated with flood hazard within the Site and surrounding area are avoided.

Ecology

- 61 The ecological evidence of Ms Coates identifies and evaluates the ecological features of the Site, assesses the potential effects of the Proposal on those ecological features, and recommends mitigation and enhancement measures.
- 62 Terrestrial vegetation and habitat on the Site are heavily influenced by agricultural activities, with managed pasture the dominant vegetation type. Freshwater values are limited to constructed drains (both farm and roadside), with the highly modified, but natural McIntosh Drain on the eastern boundary (but outside of the site). Instream values are limited due to the artificial nature of the channels, rural land use and lack of riparian vegetation.
- 63 While the Proposal will result in different pressures on ecological values, any Ms Coates considers any adverse effects on ecological values from MRZ-enabled development of the Site can be adequately mitigated at the consent stage. She notes that stormwater management and the development of greenspace to the east of the North Block through realignment of McIntosh Drain will significantly increase ecological values through riparian planting, provision of fauna habitat and stormwater management.¹⁷
- 64 The current legislative framework (e.g. NES for Freshwater; NPS for Indigenous Biodiversity and Freshwater Management; CRPS chapters relating to freshwater, ecosystems and indigenous biodiversity, and beds of waterbodies and their riparian zones; Wildlife Act) provides for additional surveys for indigenous lizards, nesting birds and freshwater fauna to be requested, or indeed required, as part of any subdivision consent process and prior to construction works.
- 65 Based on the ecological evidence, the Proposal is not expected to result in detrimental effects on ecological values. On the contrary, it is likely to enhance ecological values through increased botanical values, indigenous vegetation cover and habitat for native fauna.

Reverse Sensitivity

- 66 The entire South Block and part of the North Block is located under the 50dBA airport noise contour, as is the majority of the established urban area of Kaiapoi. The Proposal accounts for potential reverse sensitivity effects associated with the operations of Christchurch Airport by adopting 'qualifying matter – airport

¹⁷ Ecological evidence of Ms Coates, para 14 and 80

noise' introduced through Variation 1, which limits residential density to one dwelling / 200m². In this way, and with reference to the Spatial Plan in respect of strategic infrastructure, MRZ-enabled development under the airport noise contour will *"be carefully managed...to ensure the safety and wellbeing of residents, and to safeguard the effective operation, maintenance and potential for upgrades"*¹⁸ of the Airport.

67 I am familiar with the evidence for Momentum and Mike Greer Homes Limited in respect of Hearing Stream 10A (airport noise). I note the key findings of Patricia Harte (planning), which are based on the technical evidence of Messrs Colegrave (economics) and Reeves (acoustic) and Professor Clarke (aeronautic acoustic), as being:

- (a) The PWDP provides for noise sensitive activities (which include residential activities) as permitted activities in residential zones under the 50 dBA noise contour and (subject to achieving indoor sound levels) under the 55 dBA noise contour, an approach that is consistent with the operative District Plan and was supported by Marshall Day in their review of the PWDP noise provisions. Ms Harte considers this, coupled with the Council's practice of recording the potential for increased aircraft noise on LIM of properties within the 50 dBA, to be *"a balanced approach to providing for residential use under the 50dBA contour while limiting the potential for residents to be annoyed to the extent that they lodge complaints about aircraft noise."*
- (b) The fact that ECan has not lodged a submission opposing the Proposal could indicate that they are satisfied with the identification of the Site (as part of the wider Future Development Area) for future residential growth. Given the limited opportunities for land to be rezoned for residential purposes in Kaiapoi, such opportunities *"should be taken and their full potential recognised and provided for if at all possible"*¹⁹.
- (c) Through Variation 1, the Council has chosen to control Medium Density Residential development under the 50 dBA noise contour by way of a qualifying matter, effectively restricting development to a maximum density of one dwelling / 200m² site. Ms Harte agrees with this

¹⁸ Protecting Strategic Infrastructure, Spatial Plan, page 53

¹⁹ Stream 10A evidence of Ms Harte, para 26

approach to mitigating (rather than avoiding) potential adverse reverse sensitivity effects.

- (d) The NPS UD elevates housing shortage as a matter of national significant, and *"[does] not require or prioritize protection of strategic infrastructure when making planning decisions that contribute to well-functioning urban environments and enable a variety of homes that meet the people's needs in terms of type, price and location of households"*²⁰. Rather, decisions on urban development are to be integrated with infrastructure and planning decisions (Objective 6) and engagement with infrastructure providers is required (Policy 10(b)).
- (e) No potential issues associated with air noise contours were raised throughout the preparation of Plan Change 1 to the CRPS, which introduced the Future Development Areas now identified on Map A, indicating their suitability for greenfield development.
- (f) Based on the evidence of Professor John-Paul Clarke, *"it has not been established that it is necessary to avoid the activity of residential development or intensification within the 50 dB Ldn, CIAL airport noise contour, because that activity in that location is not likely to result in material harm."*²¹
- (g) *"the preferred approach in the Proposed Plan and Variation 1, of minimum lot size 200m², one house per site and LIM notice is better aligned with NPS-UD policies regarding integration of housing development with planned infrastructure, than is CIAL approach of preventing/avoiding residential development / intensification within the 50 dBA airport noise contour. In my opinion this approach is unlikely to result in reverse sensitivity issues for CIAL."*²²

68 I adopt Ms Harte's analysis and conclusions detailed in her evidence as they relate to Momentum's rezoning request. On this basis, I do not consider the Proposal raises any reverse sensitivity concerns that should preclude a decision in its favour.

²⁰ Stream 10A evidence of Ms Harte, para 40

²¹ Stream 10A evidence of Ms Harte, para 51

²² Stream 10A evidence of Ms Harte, para 56

Land Suitability

- 69 The Tonkin and Taylor Preliminary Site Investigation appended to Mr Morley's evidence (contamination) identifies the potential for contamination to be present in parts of the Site as a result of historical land uses. Mr Morley has outlined the further contaminated land investigations that will be undertaken prior to bulk earthworks, the results of which will determine controls and procedures to manage any contaminated land present that will be set out in a Site Management Plan and Accidental Discovery Protocol. Subject to these further investigations and management of contaminated land, Mr Morley concludes that the Proposal and MRZ-enabled development of the Site is appropriate from a contaminated land perspective.
- 70 The Tonkin and Taylor Geotechnical Reports appended to Ms Sleight's evidence (geotechnical) identify earthquake-induced liquefaction and static settlement as the key geotechnical-related natural hazards for the Site. In summary, Ms Sleight considers that mitigation measures can be designed to reduce the consequences of liquefaction to levels that correspond to a TC2 site, preloading will mitigate consolidation settlements, and ground improvement / foundation design will mitigate lateral spreading. Based on these measures, which are consistent with current good practice and a suitable response to the Site's conditions, Ms Sleight concludes that the Site is geotechnically suitable for the Proposal and future development is unlikely to accelerate, worsen or result in geotechnical-related hazards.
- 71 Mr Dunham as assessed the physical attributes and productivity of the Site to determine the impact of the Proposal on the productive potential of the Site for rural / rural lifestyle land uses. To summarise Mr Dunham's key findings, the soils on the Site are predominantly unusable for grazing and / or land management activities for 5-6 months of the year due to being waterlogged or having excessive moisture content; infrastructure is poor and requires significant upgrade to increase productivity; the location of and access to the Site is a major disincentive for agricultural services support, noting particularly the urban activities surrounding the South Block; there is no scale or sufficient land class diversity on the Site to manage and mitigate farming risk, and even at high stocking rates the financial returns are likely to be little better than breakeven; and no prudent land user is likely to assess the Site as a sustainable

and viable farming operation. On this basis, the loss of RLZ land is not considered an impediment for the Proposal.

Effects Conclusion

- 72 I consider that the actual or potential environmental effects of the Proposal will be akin to those already deemed acceptable through the progressive development and expansion of Kaiapoi (e.g. Beachgrove, Moorcroft Estate, Sovereign Palms) and the long-standing identification of northeast Kaiapoi as the strategic direction for urban growth. The changes to amenity values (including effects on urban form, landscape character and visual amenity) are not adverse when considered in the context of the established urban character of Kaiapoi and the positive effects of the increased housing supply enabled by the Proposal. The Proposal will achieve a consolidated urban form for Kaiapoi and any potential adverse effects of MRZ-enabled development on the Site are able to be appropriately avoided or mitigated.
- 73 For the reasons expressed in the technical evidence, which has informed my views, I am satisfied that the effects of the Proposal will be appropriate and acceptable, particularly in light of the efficacy of the PWDP's MRZ, Subdivision and Natural Hazard provisions and the ODP to guide development that is considerate of the receiving environment. I accept the Proposal signifies, in a zone sense, a fundamental 'shift' from RLZ to MRZ, however this is envisaged by the WDDS, the CRPS (Future Development Area), the PWDP (Kaiapoi Development Area and notified 'certification' mechanism) and most recently the Spatial Plan. The Proposal more closely reflects the established residential character of the Site's context, enables more efficient land utilisation than RLZ, and contributes significantly to rural residential land supply. It is therefore more appropriate than RLZ.
- 74 Influential to my finding the effects of the Proposal to be acceptable, and the Proposal being the most efficient, effective and appropriate way to achieve the objectives of the PWDP, are the contextual and locational factors of the Site. These include the identification of the Site for future urban development in all strategic spatial planning documents produced since 2007; the location of the Site within a future urban development area in both the CRPS and PWDP; the ability to mitigate flood risk and reverse sensitivity effects to acceptable levels; the accessibility to existing amenities (commercial, community, educational,

recreational) within a walkable catchment of the Site; the single ownership of the Site; and the identified need to enable the development of planned and anticipated greenfield land now in order that the PWDP keeps pace with housing demand into the long term.

STATUTORY DOCUMENTS

- 75 Section 74 of the RMA requires the PWDP be prepared in accordance with relevant national policy statements (**NPS**) and the CRPS ((1)(ea)) and with regard to any management plans and strategies prepared under other Acts ((2)(b)(i)).
- 76 Of the six current operative NPS, I consider the NPS UD to relevant to the Proposal. Based on the technical ecological and land productivity evidence, I do not consider the Proposal engages the NPS on Indigenous Biodiversity, Freshwater Management or Highly Productive Land. Other relevant plans and strategies include the CRPS, PWDP, the WDDS, Mahaanui Iwi Management Plan (**IMP**) and the Greater Christchurch Spatial Plan (**Spatial Plan**).

National Policy Statement on Urban Development

- 77 The NPS UD represents the Government's latest thinking on how to encourage well-functioning and liveable urban environments. It aims to remove barriers to the supply of land and infrastructure and make room for growth. It applies to all planning decisions that affect an "urban environment", and requires the Council, as a "Tier 1 local authority", to "provide at least sufficient development capacity to meet expected demand for housing and for business land over the short-term, medium-term, and long-term." This is directly applicable to Kaiapoi and the Site, which is within the Christchurch tier 1 urban environment (as defined in the NPS UD and with reference to the commonly used term "Greater Christchurch"). I therefore consider the NPS UD applies to the Proposal.
- 78 My assessment of the Proposal against the NPS UD is contained in **Attachment 2** and summarised below.
- 79 Giving effect to the NPS-UD involves:
- (a) having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future (Objective 1);

- (b) making planning decisions that improve housing affordability (Objective 2);
- (c) enabling more people to live in areas of an urban environment where there is high demand for housing (Objective 3);
- (d) recognizing that urban environments and their amenity values develop and change over time (Objective 4);
- (e) requiring decisions on urban development that affect urban environments to be integrated with infrastructure planning and funding decisions; strategic over the medium term and long term; and responsive to proposals that would supply significant development capacity (Objective 6);
- (f) using robust and frequently updated information about urban environments to inform planning decisions (Objective 7);
- (g) urban environments support greenhouse gas emission reductions and are resilient to the effects of climate change (Objective 8);
- (h) making planning decisions that contribute to well-functioning urban environments that have or enable a variety of homes that meet the needs of different households (in terms of type, price and location); have good accessibility; and support the competitive operation of land and development markets (Policy 1(b), (c) and (d));
- (i) Council providing at least sufficient development capacity to meet expected demand for housing over the short, medium and long terms (Policy 2);
- (j) when making planning decisions that affect the urban environment, regard is had to the planned urban built form anticipated by RMA documents that have given effect to the NPS UD, and the need to balance changes to amenity values against the benefits of increased housing supply and choice (Policy 6); and
- (k) a responsive approach to plan changes providing significant development capacity and contributing to well-functioning urban environments (Policy 8).

80 The NPS-UD directs the Council to provide for more housing to be built in places close to jobs, community services and public transport; and to respond

to market demand. Assessing the Proposal in isolation of this higher order document would not present an appropriately balanced or considered view of the environment in which the Site is situated, particularly acknowledging the identified shortfall in available greenfield land in Kaiapoi with a consequential impact on affordability and efficient land use.

- 81 Based on the nature and form of MRZ-enabled development on the Site, and considering the technical evidence, I consider the Proposal would contribute to a well-functioning urban environment, i.e., integrated with the established residential environment of Kaiapoi; located near commercial centres and employment opportunities and in an area of high demand for housing; adding significantly to development capacity; meeting the needs of the different households; good accessibility to public or active transport modes; supporting reductions in GHG emissions; and resilient to the effects of climate change. The Proposal takes advantage of the Site's shape and location to contribute to a compact, consolidated settlement pattern in a location that will readily integrate with its surroundings.
- 82 In terms of GHG emissions, I record that I have sighted draft technical evidence for Momentum on this subject, which assesses and compares the baseline lifecycle GHG emissions of a similar, average development elsewhere in the District (Reference Proposal) against the projected lifecycle GHG emissions of the Proposal. Based on the findings of the draft evidence, the Proposal supports reductions in GHG emissions through initiatives that reduce the direct upfront carbon impact of the infrastructure works; initiatives that facilitate lower carbon forms of transport and lower overall vehicle kilometres travelled; and the restoration of a 6ha ecological area with associated carbon sink impacts.
- 83 For these reasons, and having considered the technical evidence, it is my view that Proposal is consistent with a well-functioning urban environment, will meet the general directive of the NPS-UD, and will provide much-needed development capacity. In short, I consider it will give effect to the NPS-UD more than would RLZ.

Canterbury Regional Policy Statement

- 84 The CRPS identifies the significant resource management issues facing the region, and sets out objectives, policies and methods to resolve these. The CRPS provisions of relevance to the Proposal are those contained in Chapter 6

(Recovery and Rebuilding of Greater Christchurch) and Chapter 11 (Natural Hazards). While Chapter 5 applies to the entire region, the CRPS acknowledges that many issues associated with urban and rural residential development tend to be concentrated in the Greater Christchurch area, and for this reason the corresponding provisions are set out in Chapter 6 and take precedence.

85 My assessment of the Proposal against these provisions is contained in **Attachment 3** and summarised below. For completeness, I record my view that the Proposal is either consistent with, or not engaged by, the remaining chapters of the CRPS.

86 As illustrated in Attachment 1, the Site is in the Greater Christchurch sub-region and located within the identified Projected Infrastructure Boundary and a Future Development Area (**FDA**), the only such notation at Kaiapoi. Change 1 to the CRPS (operative May 2021) amended Map A to introduce the FDAs in response to an identified shortfall in housing development capacity.

87 As a general observation, I note that the drafting approach adopted in Change 1 to include FDA in Chapter 6 is one of cross-referencing to other CRPS objectives and policies that apply to Greenfield Priority Areas (**GPA**). For the most part this works adequately, however problems arise where the cross-referenced policy refers to GPAs but was not updated by Change 1 to refer to also to the FDAs. For example, Policy 6.3.12(3), which is the pivotal policy enabling urban development in the FDAs, refers to Policy 6.3.5 (Integration of land use and infrastructure), however Policy 6.3.5(4), which includes the Kaiapoi exemption for development within the 50 dBA, refers to GPAs but does not mention FDAs. Similarly, Policy 6.3.12(6) refers to objectives and policies in Chapter 11 (Natural Hazards), however Policy 11.3.1(6), which includes exemptions for new development within high hazard areas in Greater Christchurch, refers to areas identified as a GPA on Map A but does not mention FDAs.

88 The terminology and corresponding definitions for greenfield land also raises some ambiguity that, I contend, unnecessarily complicates the otherwise enabling intention of the Future Development Areas. For example, "residential greenfield area" (as used in Policy 6.3.5(4)²³) and "greenfield area" (as used in

²³ "Recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by ...4. Only providing for new development that does not affect the efficient operation, use,

Policy 6.3.7(6)²⁴) are not defined in the CRPS, whereas “Greenfield Priority Areas” and “greenfield development” are, with reference to the areas identified on Map A.

- 89 In the absence of a definition in the CRPS of “residential greenfield area” or “greenfield area”, the Oxford Dictionary defines such as “an area of land that has not yet had buildings on it, but for which building development may be planned”. This is exactly what the Future Development Areas identified on Map A and the Kaiapoi Development Area in the PWDP are. In this regard, the Proposal could be said to provide for new development within a “residential greenfield area identified for Kaiapoi”, or addressing housing affordability “by providing sufficient greenfield land to meet housing demand”. On this basis, the Proposal would be exempt from the ‘avoidance’ clause in Policy 6.3.5(4).
- 90 Given the circumstances in which Change 1 added the FDAs to Map A and introduced Policy 6.3.12 for the express purpose of providing for the rezoning of land within the FDAs as a direct response to projected shortfalls in feasible residential development capacity, the cross-referencing and terminology issues I have highlighted would appear to be drafting oversights rather than intentional.
- 91 Another observation is the CRPS’s response to addressing the issue of housing affordability, which is a fundamental objective of the NPS UD. I note that Policy 6.3.7(6)¹⁹ is the only instance that housing affordability is mentioned in the CRPS. To my mind the contrast in priority given to housing affordability between the CRPS and the NPS-UD²⁵ illustrates that the CRPS does not implement (or fully implement) the NPS-UD. Indeed, it is quite telling to note that housing affordability is not mentioned in Policy 6.3.11 (Monitoring and review), the related explanatory text or any other part of the CRPS.
- 92 Further lending support to this conclusion is the absence of any responsive planning criteria in the CRPS as required by Clause 3.8 of the NPS-UD, and the

*development, appropriate upgrading and safety of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn airport noise contour for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, **residential greenfield area identified for Kaiapoi**, or residential greenfield priority area identified in Map A (page 6-28) and enabling commercial film or video production activities within the noise contours as a compatible use of this land;...”;* Policy 6.3.5, CRPS

²⁴ “In relation to residential development opportunities in Greater Christchurch...6. Housing affordability is to be addressed by providing sufficient intensification and **greenfield land** to meet housing demand,...”, Policy 6.3.7, CRPS.

²⁵ vis-à-vis Objective 2 (planning decisions improve housing affordability), Clause 3.9 (monitoring requirements) and Clause 3.23 (analysis of how planning decisions affect housing affordability), NPS UD

explanatory text to Policy 6.3.12 which states that *"...Policy 6.3.12 provides for the re-zoning of land within the Future Development Areas, through district planning processes, in response to projected shortfalls in feasible residential development capacity over the medium term. Addressing longer term needs will be further considered as part of a comprehensive review of the Canterbury Regional Policy Statement scheduled to commence in 2021."* It is now 2024 and a review of the CRPS has yet to be notified.

- 93 I have identified Policy 6.3.12 as pivotal to the enabling of development within FDAs. It states *"Enable urban development in the Future Development Areas identified on Map A, in the following circumstances..."*. The accompanying explanatory text is also noteworthy, where it explains (second paragraph, my emphasis) that *"The Future Development Areas are important in providing certainty that additional residential development capacity is available to accommodate population and household growth over the medium and long term."* If development within FDAs cannot occur due to the 50 dBA noise contour (Policy 6.3.5(4)) or the high hazard area (Policy 11.3.3(6)), then the purpose of FDAs (i.e., certainty of additional development capacity) cannot be realised.
- 94 Further, my reading of the last paragraph of the explanatory text is that a key aspect of Policy 6.3.12 is to ensure that *"...development takes place in a coordinated way and the staging and timing of future development is managed to ensure transport and other infrastructure planning is integrated with the provision of additional housing."* Most of the criteria (sub-clauses) in Policy 6.3.12 are directed towards achieving this outcome and are satisfied by the Proposal.
- 95 For the above reasons, and against the backdrop of the NPS UD directive that at least sufficient development capacity is provided at all times to meet expected demand for housing, I consider the Proposal can be said to fall within the exemptions provided by 6.3.5(4) and 11.3.1(6) in respect of greenfield development identified on Map A that is under the airport noise contour and in a high hazard area, respectively.
- 96 Should the Panel reach a different conclusion that the exemptions are not applicable, I consider the Proposal complies with Policies 6.3.5(4) and 11.3.1(6), because the specific issues that these policies seeks to avoid (i.e., reverse sensitivity and high flood risk) will not occur for the reason that the effects of

the Proposal on airport operations and high flood hazard will be minimal, as demonstrated by Momentum's technical evidence prepared for Stream 10A and Stream 12E. It follows that I do not consider any material harm would arise from the Proposal regarding these specific issues.

97 And in the event the Panel disagree with this second interpretation, I consider the Proposal qualifies under the responsive planning decision regime provided by the NPS-UD (Policy 8 and Clause 3.8) because it will provide for significant additional housing capacity and contribute to a well-functioning urban environment. On this basis, the Proposal is able to be approved even if the Panel considers that urban development in this location is not explicitly anticipated by the CRPS.

98 In all other respects I consider the Proposal will ensure residential development that contributes to significantly to residential capacity and occurs in a managed way that integrates with the established urban form and infrastructure and transport networks at Kaiapoi. Overall, I consider the Proposal achieves consistency with Chapter 6 for the following reasons:

- (a) it will provide for residential development in a specified spatial area (FDA) at Kaiapoi in a way that will maintain the established urban character and amenity, protect people from unacceptable flood risk, enhance indigenous biodiversity, and not adversely affect the efficient operation of the Christchurch Airport (Objective 6.2.1, Policy 6.3.5);
- (b) it will achieve a consolidated urban form and settlement pattern, avoid unplanned expansion of the urban area at Kaiapoi, provide for the development of a FDA to meet anticipated demand and enable the efficient use of network infrastructure, encourage sustainable and self-sufficient growth of Kaiapoi, and give effect to the principles of good urban design (Objective 6.2.2, Policy 6.3.2);
- (c) development of the Site will be undertaken in accordance with an ODP that has been prepared in accordance with the relevant criteria under Policy 6.3.3;
- (d) Mr Carr's transport evidence demonstrates that the Proposal will contribute to an efficient and effective transport network (Policy 6.3.4);

- (e) it will deliver greenfield residential development in accordance with Map A that achieves prescribed residential net densities and contributes to housing affordability (Polic 6.3.7); and
- (f) it is enabling of development in a FDA that satisfies the criteria under Policy 6.3.12, specifically it responds to an identified need for further feasible development capacity through the zoning of land (1.), promotes the efficient use of urban land and supports the settlement pattern (2.), is aligned with the provision and protection of infrastructure (including Christchurch Airport) (3.), will occur in accordance with the ODP (4.), and the effects of flooding hazard can be appropriately mitigated (5.).

99 Overall, it is my view that the Proposal is consistent with providing a consolidated urban form and settlement pattern and sustainable growth at Kaiapoi, will meet the general intent for managed urban growth in the Greater Christchurch area, and will provide much-needed housing development capacity. The assessment demonstrates that the Proposal is broadly consistent with the key outcomes anticipated for FDA by the CRPS.

PWDP

100 The Proposal is assessed against the objectives of the PWDP in the Section 32AA Evaluation at **Attachment 4**. Based on that assessment, I consider the Proposal is generally consistent with the objectives of the PWDP relevant to MRZ-enabled development of the Site:

- (a) it will improve the quality of the natural environment in respect of the natural features and potential habitat identified on the Site (SD-O1 Natural environment, ECO-O1 Ecosystems and indigenous biodiversity, NATC-O2 and -O3 Natural character and freshwater bodies);
- (b) it enables development that will be consolidated and integrated with Kaiapoi's urban environment and provide a range of housing opportunities within an identified development area (SD-O2 Urban development);
- (c) it will provide good integration and connectivity with active transport modes and commercial, community and recreational facilities in Kaiapoi, convenient access to public transport networks, and will not

- affect the efficient and effective operation of strategic infrastructure (SD-O3 Energy and infrastructure);
- (d) being within an identified residential development area, the Site is not required to be managed for productive rural activities, and MRZ-enabled development represents more efficient utilisation of the land resource than RLZ (SD-O4 Rural land);
 - (e) the values of identified sites and areas of significance to Ngāi Tūāhuriri will be recognised and protected through the provisions of the PWDP and the consenting process (SD-O5 Ngāi Tahu mana whenua/Te Ngāi Tūāhuriri Rūnanga);
 - (f) the ground conditions and flooding hazard can be readily managed through detailed design to ensure natural hazard risk is appropriately mitigated and acceptable (SD-O6 Natural hazards and resilience, NH-O1 Natural Hazards);
 - (g) it will provide sufficient feasible development capacity to meet demand for housing (UFD-O1 Urban form and development);
 - (h) MRZ-enabled development of the Site can be effectively and efficiently serviced without compromising existing infrastructure (EI-O2 Energy and infrastructure);
 - (i) it does not compromise the safety, resilience or efficiency of the transport network, and encourages multi modal transport choices (TRAN-O1 Transport);
 - (j) the requirement for future subdivision to comply with the ODP and PWDP provisions relating to the subdivision and land development activities in the MRZ will deliver an integrated pattern of land use, development and urban form (SUB-O1 Subdivision design);
 - (k) it will achieve sustainable residential growth that provides more and varied housing in an appropriate location close to amenities, and that is responsive to growth, community and district needs (RESZ-O1 Residential growth, location and timing, MRZ-O1 Provision of medium density housing); and

(l) the residential upzoning is anticipated in the Kaiapoi Development Area and will not impact on the predominant character of the rural environment beyond the Site (RURZ-O1 Rural Environment).

101 I have also reviewed the associated policies that support these objectives. In the interests of brevity, rather than working through a blow-by-blow account of each policy, I record that I have reached the same conclusion as above, and consider the Proposal is generally consistent with the supporting policies.

WDDS

102 The WDDS guides the District's anticipated residential and business growth over the next 30 years (2018-2048). It identifies a need for 17ha of additional retail/commercial land in Rangiora and Kaiapoi²⁶ and identifies northeast Kaiapoi (including the Site) as a future direction for residential growth (**Figure 1C, Attachment 1**). Relevantly from the WDDS, *"new growth directions take into account the areas of unacceptable natural hazard risk", "new growth areas to connect into existing sewer and water networks", "stormwater levels of service designed to meet increased performance requirements"* and *"existing strategic infrastructure is considered, including Christchurch International Airport's proposed review of the airport noise contours"*²⁷.

103 The WDDS notes that providing for growth around Kaiapoi would maximise the efficiency of infrastructure, services, amenities and transport, and create critical mass for business and retail. Kaiapoi will remain the second largest town in the District (behind Rangiora) and retain its existing character. These are all elements of the WDDS that the Proposal will deliver on.

Mahaanui Iwi Management Plan

104 The IMP sets out a policy framework for the protection and enhancement of Ngāi Tahu values and for achieving outcomes that provide for the relationship of Ngāi Tahu with natural resources across an area extending west from the east coast to the Southern Alps, and south from the Hurunui River to the Ashburton River. It provides objectives and policies that identify values, priorities and processes that should be followed in the restoration and

²⁶ WDDS, page 5

²⁷ WDDS, page 41

protection of the natural environment, as well as the planning and development of urban areas.

- 105 The Site is located within the area covered by the IMP. The IMP identifies the silent files that the Site is subject to / in proximity of. For the reasons discussed in paragraphs 51 and 52 and in technical evidence, I consider the Proposal is consistent with the IMP as it relates to matters concerning natural and physical resources of special importance to the Runanga in the region. I would expect a cultural values statement, cultural impact assessment and/or accidental discovery protocol to be a standard requirement of any subsequent consenting process.

Greater Christchurch Spatial Plan

- 106 The Spatial Plan was endorsed by the Greater Christchurch Partnership Committee in February 2024 and adopted by all Partner Councils (including the Council and ECan) as their Future Development Strategy (**FDS**) to satisfy the requirements of the NPS UD. The purpose of the Spatial Plan is to set a desired urban form for a projected population of 700,000 (to 2051) to ensure Greater Christchurch is future-proofed in the context of population growth.
- 107 The geographic extent of Greater Christchurch area covered by the Spatial Plan is shown on Map 1, which corresponds to that shown on Map A in the CRPS. One of the Spatial Plan's priorities in creating a well-functioning and sustainable urban environment is to accelerate the provision of quality, affordable housing. I highlight this to recognise the consistency with the NPS UD, which further illustrates that the CRPS is out-of-step regarding housing affordability. To this end, the Spatial Plan sets out how sufficient housing and business development capacity will be provided to meet expected demand over the next 30 years. Consistent with the spatial and statutory planning frameworks preceding the Spatial Plan, the Site is identified within a 'Future urban area' (Map 2, Spatial Plan).
- 108 For the reasons discussed in regard to the NPS UD, and as set out in the technical evidence, I consider the Proposal supports the broad intent of the Spatial Plan. Relevantly, the identification of the Site for future urban use in the Spatial Plan, being a Future Development Strategy (**FDS**) as defined by the NPS UD, means that the land is considered 'plan-enabled' in the long term (Clause

3.4(1) Meaning of plan-enabled), and WDC is required to have regard to the FDS when preparing or changing the PWDP (Clause 3.17 Effect of FDS).

PART 2 MATTERS

- 109 The Proposal must accord with and assist the Council in carrying out its functions so as to meet the requirements of Part 2 of the RMA. The purpose of the RMA is to promote the sustainable management of natural and physical resources, as outlined in Section 5(2).
- 110 The PWDP application of zones and associated policy and rule frameworks sets out the Council's direction with respect to appropriate land use and activities within identified areas which are expected to achieve 'sustainable management'.
- 111 There are no Section 6 (Matters of National Importance) or Section 8 (Principles of the Treaty of Waitangi) relevant to the Site that must be provided for or taken into account when exercising the functions and powers of the RMA and particularly when considering the appropriate zoning framework.
- 112 Section 7 (Other Matters) matters that I consider most relevant when considering the Proposal are:
- (b) the efficient use and development of natural and physical resources:*
 - (c) the maintenance and enhancement of amenity values:*
 - (f) maintenance and enhancement of the quality of the environment:*
 - (i) the effects of climate change.*
- 113 I consider these matters to be relevant due to the Site's location and undeveloped nature at the urban periphery of Kaiapoi settlement, within an identified future growth area, and subject to high flooding hazard.
- 114 The Proposal would enable more efficient use and development of the land resource and existing infrastructure networks in a location identified in the higher order planning documents, which have the express purpose of providing for and managing residential growth in Greater Christchurch.
- 115 The evidence of Messrs Weir and Kamo is that residential development of the Site in accordance with the ODP and PWDP provisions will deliver a logical extension of the urban environment in a way that maintains and enhances both

amenity values and the quality of the receiving environment. The outcome will be one that is anticipated in a new greenfield development area.

- 116 Mr Brunton's evidence demonstrates that the proposed flood hazard mitigation measures will effectively manage flood risk such that MRZ-enabled development of the Site is responsive to the impacts of climate change.

SECTION 32AA EVALUATION

- 117 Section 32AA(1)(a) of the RMA requires a further evaluation in respect of the amendments sought to the existing proposal since the Council's Section 32 evaluation for the PWDP was completed. Essentially, assessment under Section 32AA is an evaluation of the Proposal compared to the notified provisions in the PWDP. Such an evaluation is to be undertaken in accordance with Section 32(1) to (4), including:

- (a) The extent to which the objectives of the proposal are the most appropriate to achieve the purpose of the RMA; and
- (b) Whether the provisions in the proposal are the most appropriate way for achieving the objectives by including consideration of any other reasonably practicable options, the efficiency and effectiveness of the provisions in achieving the objectives, and reasons for deciding on the provisions.

- 118 The Proposal does not propose any changes to the objectives or rules of the PWDP. The purpose of the Proposal is to rezone the Site from RLZ to MRZ to enable MRZ development in accordance with an ODP.

- 119 I consider the Proposal will enable more efficient land utilisation than the outcome contemplated by RLZ, and overall MRZ is more appropriate for a location where the strategic spatial planning framework has long-foreshadowed urban growth and development. In short, zoning the Site MRZ will better achieve the than the objectives of the PWDP, CRPS and NPS UD than the notified RLZ.

- 120 I have undertaken a Section 32AA evaluation of the Proposal, assessing it against the status quo RLZ (**Attachment 4**). This evaluation, together with the body of my evidence, demonstrates that extending MRZ across the Site, introducing an ODP and adopting the notified MRZ provisions is the most appropriate way to achieve the purpose of the RMA. MRZ will contribute to

and maintain the clear delineation of the urban environment, while appropriately maintaining the character and amenity of neighbouring properties and contributing to a well-functioning urban environment.

- 121 The Proposal ensures the Council will retain appropriate discretion / control over future MRZ-enabled development of the Site through the standard resource consent, detailed design and engineering processes. The benefit for Momentum and the community is that there is a reasonable level of certainty that appropriate residential development will be enabled that is sympathetic to the established character of the area.

SUBMISSIONS RELEVANT TO THE PROPOSAL

- 122 **Waka Kotahi (275.99)** support the inclusion of MRZ within the Kaiapoi Development Area, however consider the proposed area is limited in size and should be increased to encourage densification. They also seek further consideration of opportunities to incorporate better multi-modal and public transport connections in Kaiapoi. The Proposal does not seek to increase the area of MRZ beyond that already located within the Kaiapoi Development Area, which I note is consistent with the Future Development Area in Map A of the CRPS and, in my view, gives effect to the NPS UD. The transportation evidence of Mr Carr concludes MRZ-enabled development of the Site in accordance with the ODP will encourage multi modal and public transport usage.
- 123 The **Ministry of Education (277.81)** seek that the Kaiapoi Development Area ODP considers impacts on educational facilities, and ongoing consultation from Council and developers as the Development Area is progressed. The Proposal and Site-specific ODP does not identify future educational facility provision, and I do not consider it is appropriate to do so in the absence of network demand-based analysis by the Ministry. While I am sure developers would be open to consulting with the Ministry at the appropriate time, it is not appropriate that this be mandated in the PWDP. I note the Ministry has requiring authority status to designate land for educational purposes.
- 124 **Kaiapoi North School (6.1)** seek similar consultation with Council and developers in respect of future residential development plans. Again, I do not consider this a relevant consideration at this rezoning stage, and note that matters of access, traffic safety, pedestrian/cycling provision and drainage will

be addressed by PWDP standards through the normal design and consenting process.

- 125 **ECan (316.190)** and **WDC (367.13)** request a regular plan change process rather than certification to rezone new residential development areas, to allow issues such as airport noise, high flood hazard areas, indigenous biodiversity and coastal inundation risk to be addressed. I agree that rezoning is a more appropriate method to deliver plan-enabled land for housing development to give effect to the NPS UD. The technical evidence addresses all relevant matters for a rezoning request, and collectively demonstrates that the Proposal is a more appropriate way to achieve the objectives of the PWDP and the NPS UD.
- 126 **Jay Jolly (75.1), Dawn Revell (80.1), Allan Charles (81.2) and Faye Andrea Rose (94.1)** seek a wide range of outcomes for the Kaiapoi Development Area, from street lighting and traffic safety, through dust and noise management, to ecological corridors. They also highlight flooding and inundation risk as a concern. I consider their concerns are either addressed by the ODP or will be through further design and assessment associated with the subdivision consent process. Mr Brunton's evidence, supported by hydraulic modelling, shows the risk of flooding to the Site can be mitigated by elevating ground levels without compromising land or property in the surrounding area.
- 127 **Christchurch International Airport Limited (FS 80)** oppose Momentum's submissions on the PWDP and Variation 1 for the reason parts of the Site (and wider Kaiapoi Development Area) are within the airport noise contour (operative and remodelled). My evidence addresses potential reverse sensitivity effects in respect of airport noise, with reference to the evidence presented for Momentum at the Stream 10A hearing.

CONCLUSION

- 128 Overall, I consider the Proposal has merit and is the most appropriate outcome for the Site.
- 129 In the context of the identified shortfall of available greenfield residential land at Kaiapoi, the long-standing recognition of future growth in this location, and the directives of the NPS UD, the Proposal is the most efficient and effective means of giving effect to the NPS UD and the CRPS, and achieving consistency with the relevant objectives and policies of the PWDP.

Mark Allan
3 May 2024

ATTACHMENT 1: KAIAPOI URBAN GROWTH PROVISION IN STRATEGIC SPATIAL AND STATUTORY PLANNING DOCUMENTS (2007 – 2024)

NB. the Site is identified by the blue circle (○) in all of the figures that follow.

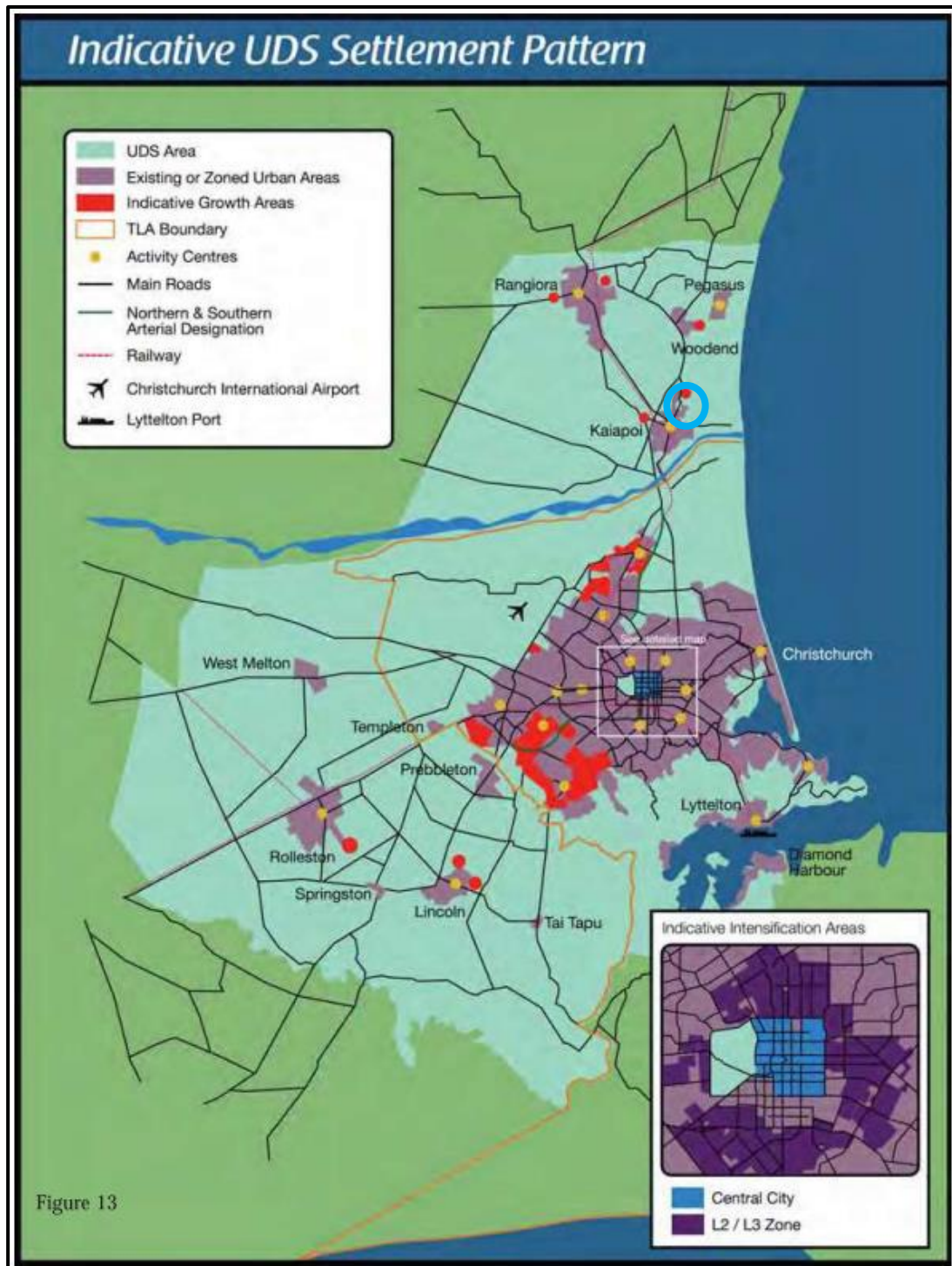


Figure 1A: Greater Christchurch Indicative UDS Settlement Pattern (Source: Figure 13, Greater Christchurch Urban Development Strategy 2007)

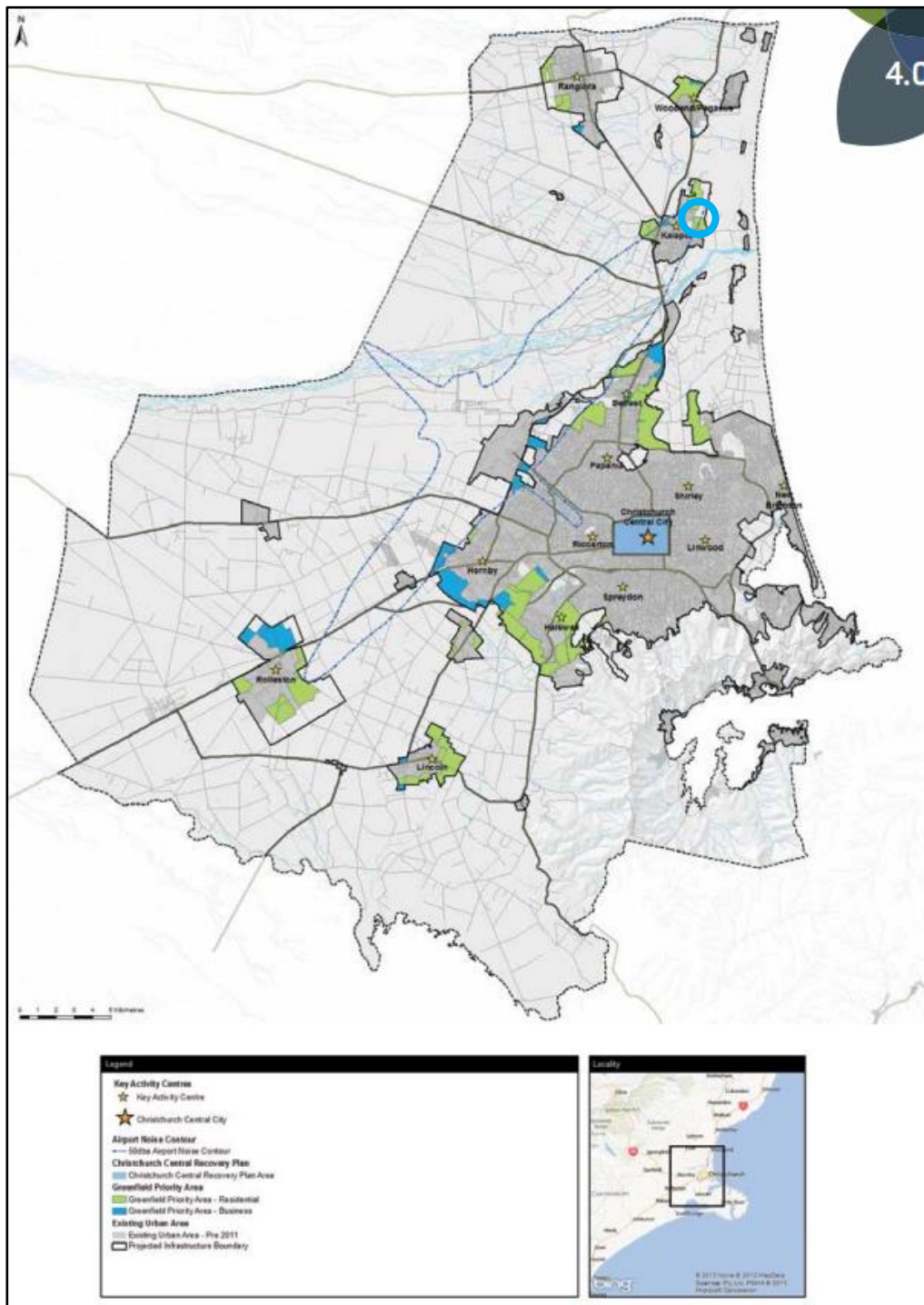


Figure 1B: Greenfield Priority Areas and Projected Infrastructure Boundary (Source: Figure 4: Map A Greenfield Priority Areas, Land Use Recovery Plan 2013)

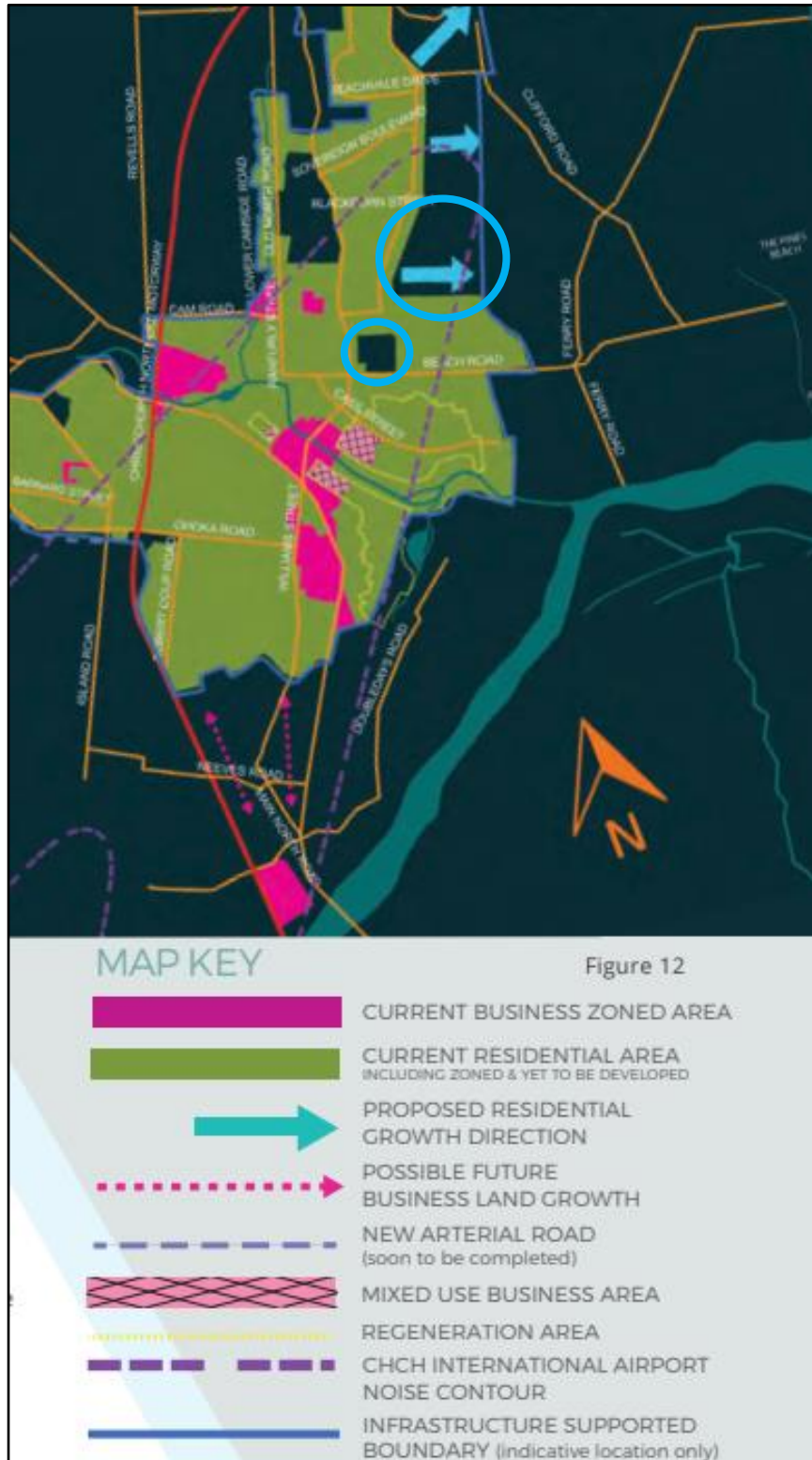


Figure 1C: Proposed Residential Growth Direction, Kaiapoi
(Source: Figure 12, WDDS)

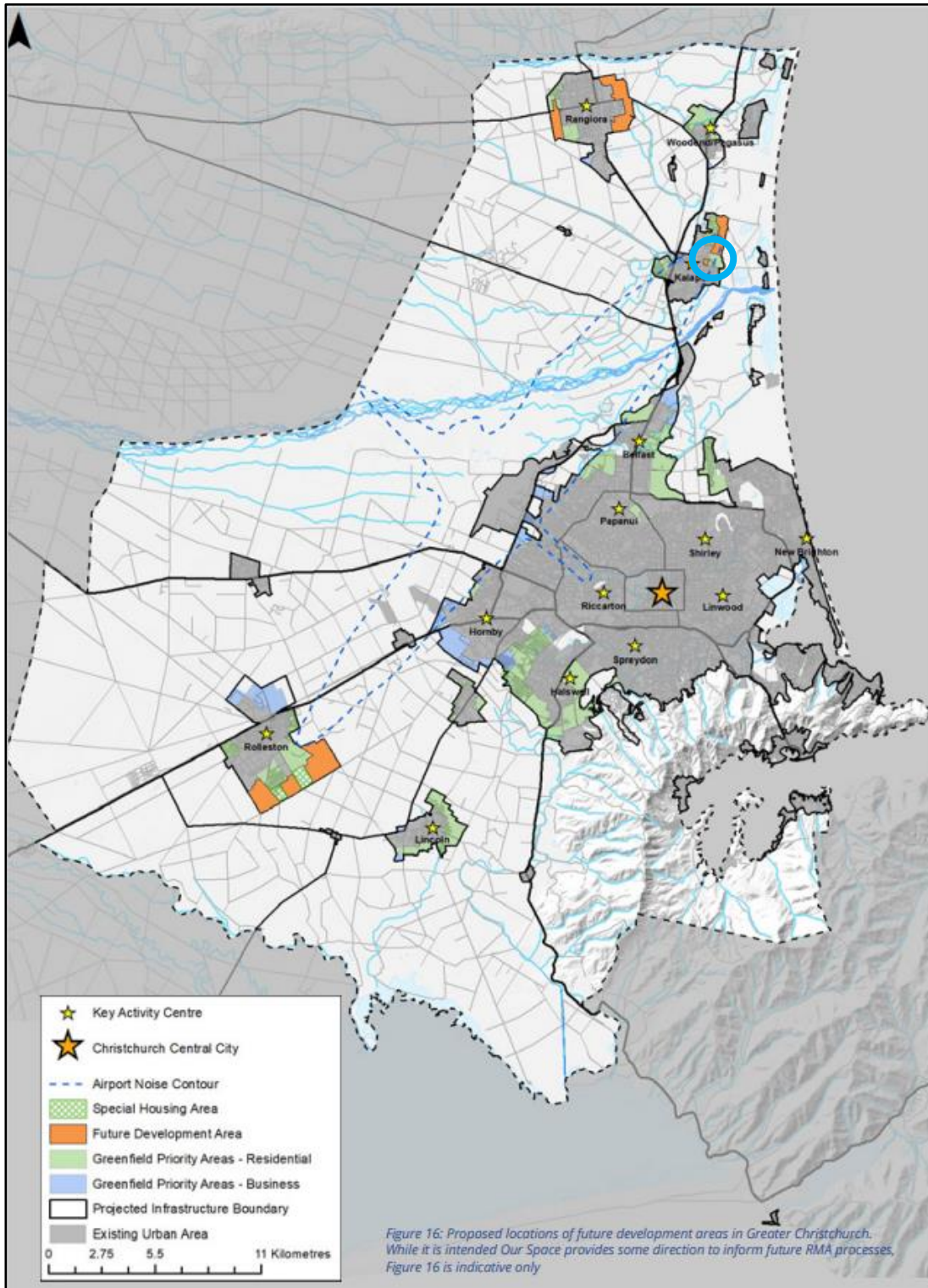


Figure 16: Proposed locations of future development areas in Greater Christchurch. While it is intended Our Space provides some direction to inform future RMA processes, Figure 16 is indicative only

Figure 1D: Proposed locations of future development areas in Greater Christchurch (Source: Figure 16, Our Space 2018-2048 Greater Christchurch Settlement Pattern Update)

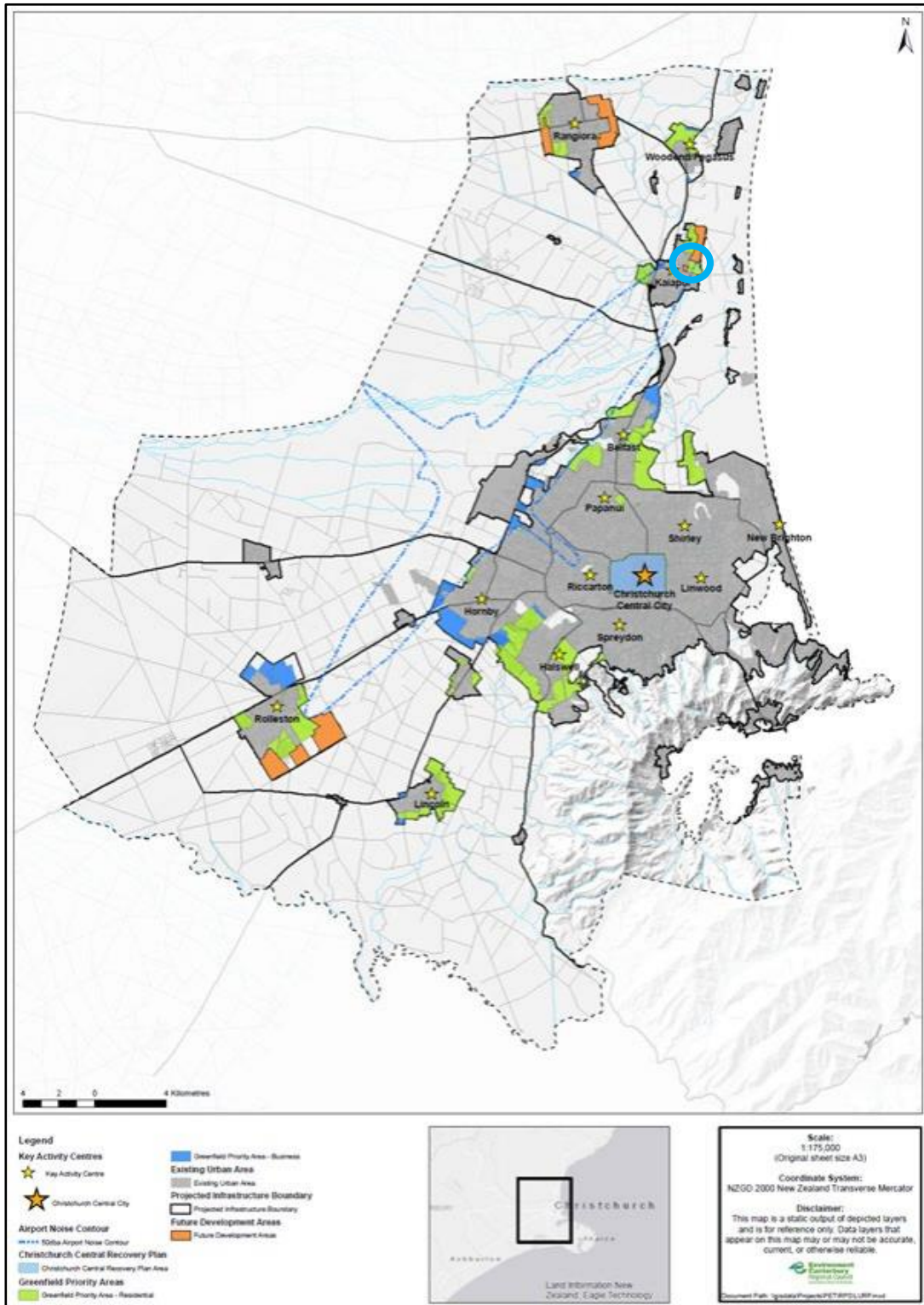


Figure 1E: Greenfield Priority Areas and Future Development Areas (Source: Map A, Chapter 6, CRPS)

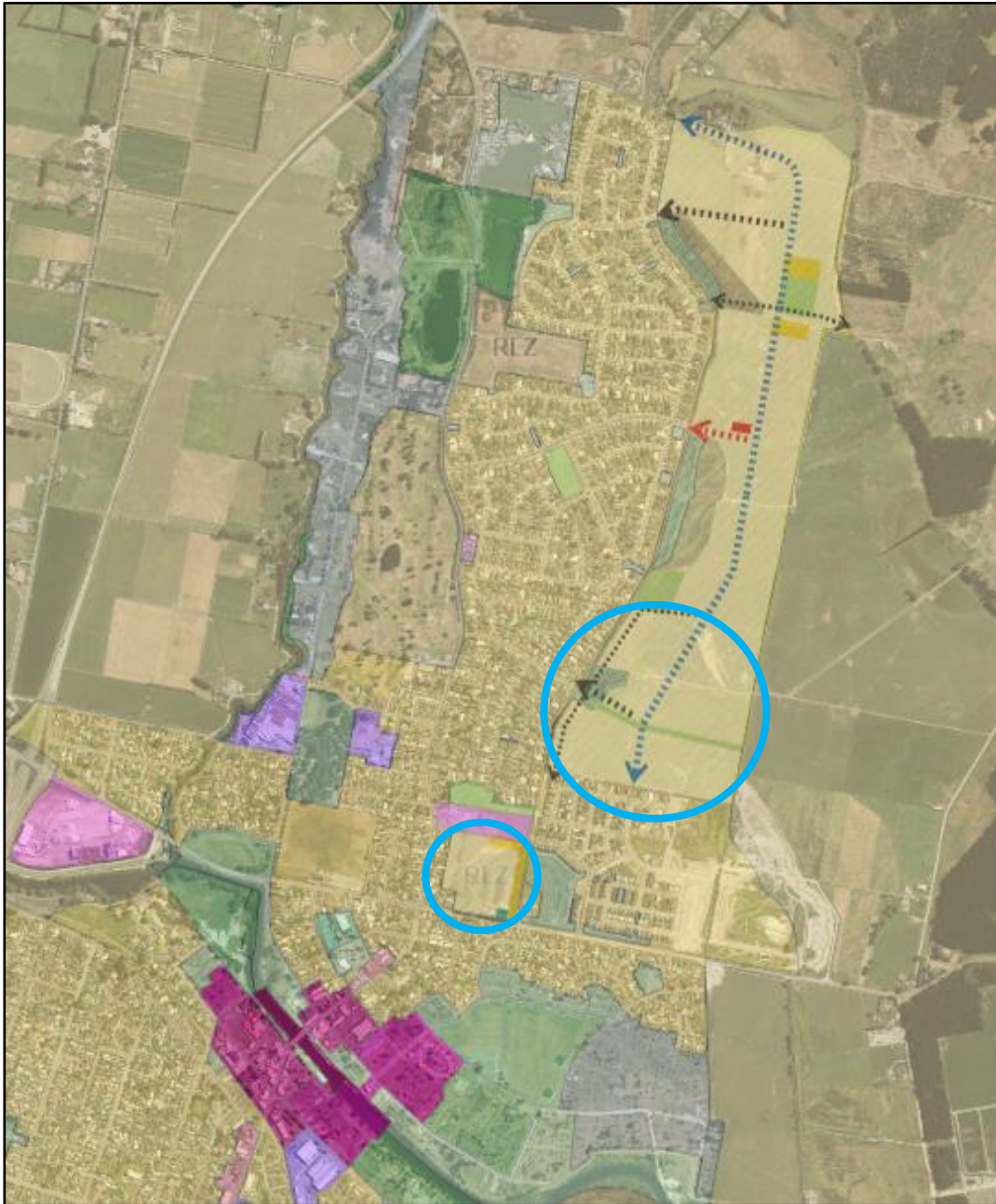


Figure 1F: Kaiapoi Development Area (Source: PWDP ePlan)

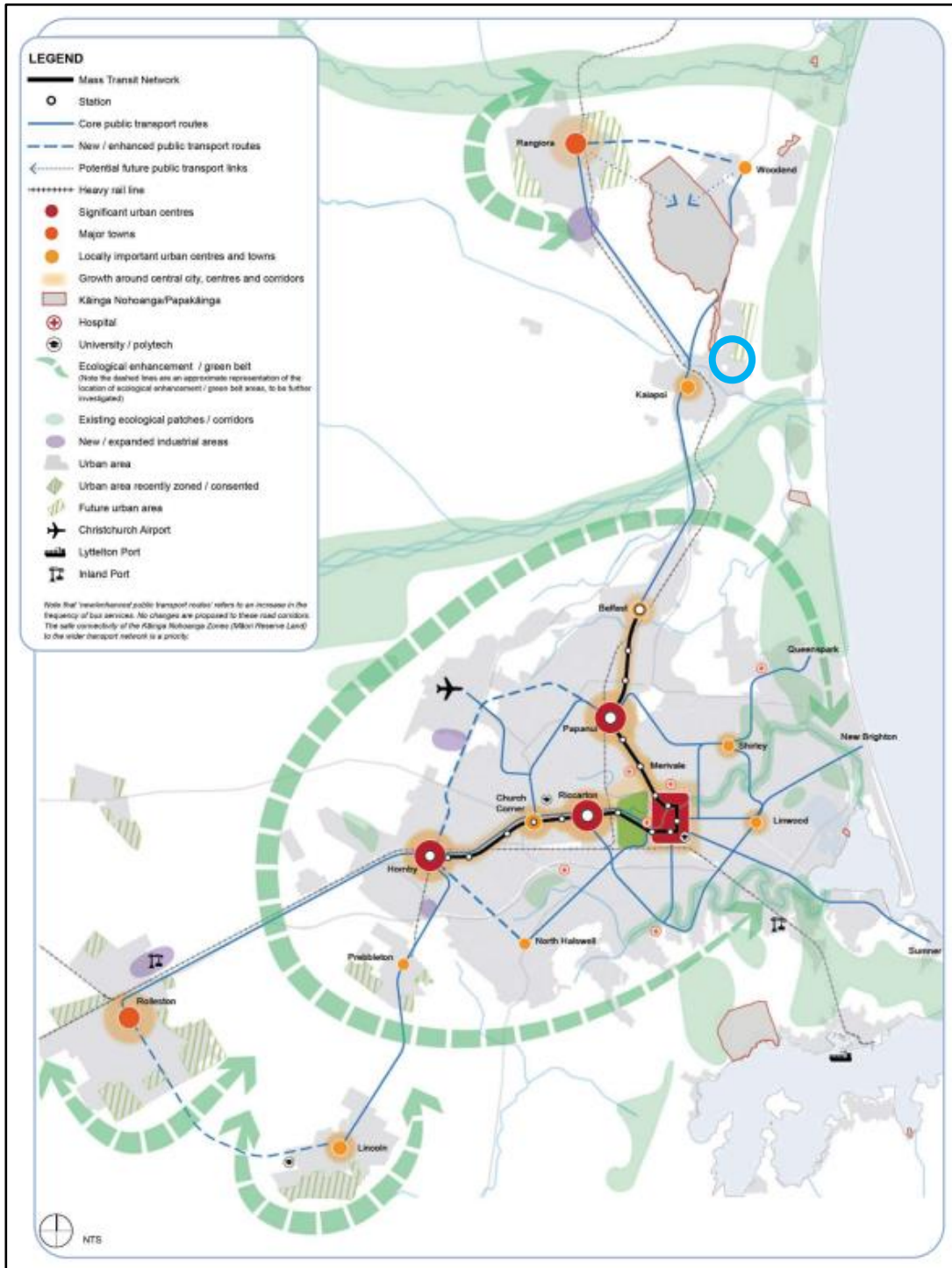


Figure 1G: Broad locations of housing and business development capacity (Source: Map 14, Greater Christchurch Spatial Plan 2024)

ATTACHMENT 2: ASSESSMENT OF THE PROPOSAL AGAINST THE NPS-UD

NPS-UD Provision	Assessment
<p>Objective 1: <i>New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.</i></p>	<p>The Proposal’s contribution to well-functioning urban environments is discussed in relation to Policy 1 below. It will deliver significant additional housing capacity in a manner that provides for the needs and wellbeing of people and communities.</p>
<p>Objective 2: <i>Planning decisions improve housing affordability by supporting competitive land and development markets</i></p>	<p>Mr Colegrave’s economic evidence demonstrates that the Proposal contribute significant additional housing capacity that will support a competitive land market and, in turn, improve housing affordability.</p>
<p>Objective 3: <i>Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:</i></p> <ul style="list-style-type: none"> <i>(a) the area is in or near a centre zone or other area with many employment opportunities;</i> <i>(b) the area is well-serviced by existing or planned public transport; and</i> <i>(c) there is high demand for housing or for business land in the area, relative to other areas within the urban environment.</i> 	<p>The Proposal will enable more people to live in an established urban environment that is near employment opportunities (within 3km of Kaiapoi town centre and readily accessible to the main centres of Rangiora and Christchurch City), well served by the public transport network, and in an area experiencing high demand for residential housing.</p>
<p>Objective 4: <i>New Zealand’s urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.</i></p>	<p>The Proposal will enable the established residential character of Kaiapoi to be retained while providing for its logical expansion in a location that has been consistently identified for residential growth in strategic spatial plans and statutory planning documents since at least 2007. The MRZ provisions and ODP will deliver an extension of the urban environment that meets and adapts to the changing needs of the community, now and into the future.</p>
<p>Objective 5: <i>Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).</i></p>	<p>The higher order planning documents that identify the Site for future urban development have been prepared taking into account the principles of the Treaty of Waitangi.</p>

	<p>The Site and surrounding area are identified in the PWDP as being subject to silent file areas of significance to Māori. The Proposal does not seek to change the recognition and protection of these areas, the cultural values of which will be appropriately addressed through the subdivision consent process (noting the matters of discretion where resource consent is triggered by activities within the overlays) and engagement with tāngata whenua.</p>
<p>Objective 6: <i>Local authority decisions on urban development that affect urban environments are:</i></p> <ul style="list-style-type: none"> (a) <i>integrated with infrastructure planning and funding decisions; and</i> (b) <i>strategic over the medium term and long term; and</i> (c) <i>responsive, particularly in relation to proposals that would supply significant development capacity.</i> 	<p>The Site is located within an area identified in the PWDP, CRPS and Spatial Plan for future urban development, supporting the integration of the development with infrastructure planning and funding decisions. The technical evidence demonstrates that MRZ-enabled development of the Site can be effectively integrated with infrastructure planning, funding and delivery. The Site is in a location identified as being strategic for contributing to sufficient housing supply over the medium to long term, as confirmed by its inclusion as a FDA in the CRPS and more recently as ‘future urban area’ in the Spatial Plan.</p>
<p>Objective 7: <i>Local authorities have robust and frequently updated information about their urban environments and use it to inform planning decisions.</i></p>	<p>The economic evidence of Mr Colegrave highlights inadequacies in the housing development capacity information used to inform the PWDP, and concludes that the Proposal would make a significant contribution to housing supply capacity that will help plug a looming gap in feasible capacity. The quality, master-planned housing enabled by MRZ development in accordance with the ODP will be in-step with market demand and able to be realised at both pace and scale.</p>
<p>Objective 8: <i>New Zealand’s urban environments: support reductions in greenhouse gas emissions; and are resilient to the current and future effects of climate change.</i></p>	<p>I have sighted draft evidence of John Smyth on GHG emissions for Momentum, which assesses and compares the baseline lifecycle GHG emissions of a similar, average development elsewhere in the District (Reference Proposal) against the projected lifecycle GHG emissions of the Proposal. Based on the findings of Mr Smyth’s draft evidence, the Proposal supports reductions in GHG emissions through initiatives that reduce the direct upfront carbon impact of the infrastructure works; initiatives that facilitate lower carbon forms of transport and lower overall vehicle kilometres travelled; and the restoration of a 6ha ecological area with associated carbon sink impacts.</p>

	<p>The flooding evidence of Mr Brunton, and the modelling analysis he has undertaken, demonstrates the proposed flooding mitigation and stormwater management will account for the current and future effects of climate change.</p>
<p>Policy 1: <i>Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:</i></p> <ul style="list-style-type: none"> (a) <i>have or enable a variety of homes that:</i> <ul style="list-style-type: none"> (i) <i>meet the needs, in terms of type, price, and location, of different households; and</i> (ii) <i>enable Māori to express their cultural traditions and norms; and</i> (b) <i>have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and</i> (c) <i>have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and</i> (d) <i>support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and</i> (e) <i>support reductions in greenhouse gas emissions; and</i> (f) <i>are resilient to the likely current and future effects of climate change.</i> 	<p>The Proposal will enable the development of approximately 1,000 residential properties in a range of sizes and typologies, which will contribute to a variety of homes that meet the needs of different households.</p> <p>The Site is within 3km of the Kaiapoi town centre and an established range of services and facilities commensurate with a well-connected, integrated and accessible urban environment. It is in a location well served by multi modal transport options.</p> <p>The Proposal contributes significantly to additional housing capacity that will support the competitive land market.</p> <p>The assessment against Objective 10 shows the Proposal supports reductions in GHG emissions.</p> <p>Climate change-induced natural hazards can be readily managed and mitigated through engineering design at the consenting and development stage.</p>
<p>Policy 2: <i>Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.</i></p>	<p>The Proposal makes a significant contribution to the provision of sufficient and feasible development capacity that is aligned with market demand and, because of the adjacency and availability of infrastructure and single ownership (under contract) of the Site, is able to be realised at both pace and scale.</p>
<p>Policy 3: <i>In relation to tier 1 urban environments, regional policy statements and district plans enable:</i></p>	<p>The Site is not within a city or metropolitan centre zone or within a walkable catchment of any of the areas specified in (c).</p>

<p>(a) <i>in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and</i></p> <p>(b) <i>in metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and</i></p> <p>(c) <i>building heights of at least 6 storeys within at least a walkable catchment of the following: (i) existing and planned rapid transit stops (ii) the edge of city centre zones (iii) the edge of metropolitan centre zones; and</i></p> <p>(d) <i>within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and densities of urban form commensurate with the level of commercial activity and community services.</i></p>	<p>A neighbourhood centre is shown on the ODP for the North Block, in and around which building heights and densities will be managed by MRZ standards and qualifying matter – airport noise.</p>
<p>Policy 4: <i>Regional policy statements and district plans applying to tier 1 urban environments modify the relevant building height or density requirements under Policy 3 only to the extent necessary (as specified in subpart 6) to accommodate a qualifying matter in that area.</i></p>	<p>As per assessment of Policy 3.</p>
<p>Policy 5: <i>Regional policy statements and district plans applying to tier 2 and 3 urban environments..</i></p>	<p>Not applicable – the Proposal applies to a tier 1 urban environment.</p>
<p>Policy 6: <i>When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:</i></p> <p>(a) <i>the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement</i></p> <p>(b) <i>that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:</i></p> <p>(i) <i>may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities,</i></p>	<p>The Proposal will enable residential development of a built form that is anticipated by both the PWDP and the CRPS, which identify the Site and wider area as the Kaiapoi Development Area and Future Development Area, respectively. Further, the Proposal gives effect to the Spatial Plan (a Future Development Strategy under the NPS UD) which identifies the Site within a ‘future urban area’.</p> <p>MRZ-enabled development of the Site will bring change to the location, however the nature and character of development will be consistent and compatible with that of the established urban area in a location signalled for growth.</p>

<p><i>and future generations, including by providing increased and varied housing densities and types; and</i></p> <p><i>(ii) are not, of themselves, an adverse effect</i></p> <p><i>(c) the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1);</i></p> <p><i>(d) any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity;</i></p> <p><i>(e) the likely current and future effects of climate change.</i></p>	<p>The Proposal will contribute to a well-functioning urban environment, and support reductions in GHG emissions (as previously outlined).</p> <p>The residential yield represents a significant boost in residential supply that will help keep pace with demand in the District generally and Kaiapoi specifically.</p> <p>The effects of climate change-induced natural hazards can be readily managed and mitigated through engineering design at the consenting and development stage.</p>
<p>Policy 7: <i>Tier 1 and 2 local authorities set housing bottom lines for the short-medium term and the long term in their regional policy statements and district plans.</i></p>	<p>This is an action on Environment Canterbury and the Council, which have responded by including housing bottom lines in the CRPS (Objective 6.2.1a) and the PWDP (UFD-O1). The economic evidence of Mr Colegrave is that the Proposal represents a significant boost in residential supply, which will help keep pace with housing demand in the District.</p>
<p>Policy 8: <i>Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well functioning urban environments, even if the development capacity is:</i></p> <p><i>(a) unanticipated by RMA planning documents; or</i></p> <p><i>(b) out-of-sequence with planned land release.</i></p>	<p>The Proposal will provide for significant additional housing capacity and contribute to a well-functioning urban environment.</p> <p>In the event the Proposal is found to be unanticipated by the CRPS (refer paragraph 96 of my evidence), I consider the Proposal engages the responsive planning decision regime provided by Policy 8 and Clause 3.8 of the NPS UD.</p>
<p>Policy 9: <i>Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:</i></p> <p><i>(a) involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and</i></p> <p><i>(b) when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and</i></p>	<p>The preparation of the PWDP and the Spatial Plan has been undertaken in accordance with these requirements, and MRZ-enabled development of the Site will engage Māori on issues of cultural significance through the subdivision consent process, as relevant.</p>

<p>(c) <i>provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and</i></p> <p>(d) <i>operate in a way that is consistent with iwi participation legislation.</i></p>	
<p>Policy 10: <i>Tier 1, 2, and 3 local authorities:</i></p> <p>(a) <i>that share jurisdiction over urban environments work together when implementing this National Policy Statement; and</i></p> <p>(b) <i>engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and</i></p> <p>(c) <i>engage with the development sector to identify significant opportunities for urban development.</i></p>	<p>These are actions on the Council and Environment Canterbury that share jurisdiction over the urban environment of Kaiapoi.</p> <p>The technical evidence demonstrates that the Site can be appropriately serviced for MRZ-enabled development, and will achieve integrated land-use and infrastructure planning.</p> <p>The Proposal represents a significant opportunity for urban development as a logical extension to the Kaiapoi urban environment, and Momentum has the development sector experience and track record to realise the opportunity.</p>
<p>Policy 11: <i>In relation to car parking...</i></p>	<p>Not applicable.</p>

ATTACHMENT 3: ASSESSMENT OF THE PROPOSAL AGAINST THE CRPS

CRPS Provision	Assessment
Chapter 5: Land Use and Infrastructure	
<p>Objective 5.2.1 Location, Design and Function of Development (Entire Region)</p> <p><i>Development is located and designed so that it functions in a way that:</i></p> <ol style="list-style-type: none"> 1. <i>achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region’s growth; and</i> 2. <i>enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which...</i> 	<p>The Site is located at the northeastern extent of Kaiapoi within an identified residential growth area (Map A). The urban design evidence of Mr Weir considers the Proposal will achieve consolidated and sustainable growth at Kaiapoi, and is a logical extension of the current urban form and character of the township.</p> <p>The Proposal’s significant contribution to feasible housing supply capacity will provide for the various needs and wellbeing of the Kaiapoi, District and Greater Christchurch communities. MRZ-enabled development of the Site will serve to meet the short to medium term demand for housing in Kaiapoi that will benefit current and future generations, maintain and enhance the overall quality of the natural environment, support diverse, quality and affordable housing in an appropriate location, and that is compatible with the continued operation of regionally significant infrastructure.</p>
Chapter 6 – Recovery and Rebuilding of Greater Christchurch	
<p>Objective 6.2.1 Recovery Framework</p> <p><i>Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:</i></p> <ol style="list-style-type: none"> 1. <i>identifies priority areas for urban development within Greater Christchurch;</i> 2. <i>...</i> 3. <i>avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS;</i> 	<p>The Site is located within a priority area for urban development as identified on Map A, i.e., a Future Development Area. Urban development of the Site is expressly provided for by Policy 6.3.12.</p> <p>The technical evidence for Momentum supports the conclusion that the Proposal is consistent with or aligned to the relevant matters in sub-clauses 4. – 12, as relevant.</p>

<p>4. ...</p> <p>5. <i>protects and enhances indigenous biodiversity and public space;</i></p> <p>6. <i>maintains or improves the quantity and quality of water in groundwater aquifers and surface waterbodies, and quality of ambient air;</i></p> <p>7. <i>maintains the character and amenity of rural areas and settlements;</i></p> <p>8. <i>protects people from unacceptable risk from natural hazards and the effects of sea-level rise;</i></p> <p>9. <i>integrates strategic and other infrastructure and services with land use development;</i></p> <p>10. <i>achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs;</i></p> <p>11. <i>optimises use of existing infrastructure; and...</i></p>													
<p>Objective 6.2.1a Housing Bottom Lines</p> <p><i>For the period 2021-2051, at least sufficient development capacity for housing is enabled for the Greater Christchurch urban environment in accordance with the Housing Bottom Lines set out in Table 6.1.</i></p> <table border="1" data-bbox="181 983 1034 1216"> <thead> <tr> <th>Area</th> <th>Medium Term 2021-2031</th> <th>Long Term 2031-2051</th> <th>30 Year Total</th> </tr> </thead> <tbody> <tr> <td><i>Waimakariri</i></td> <td><i>5,100</i></td> <td><i>7,400</i></td> <td><i>12,500</i></td> </tr> <tr> <td><i>Greater Christchurch</i></td> <td><i>31,500</i></td> <td><i>46,200</i></td> <td><i>77,700</i></td> </tr> </tbody> </table>	Area	Medium Term 2021-2031	Long Term 2031-2051	30 Year Total	<i>Waimakariri</i>	<i>5,100</i>	<i>7,400</i>	<i>12,500</i>	<i>Greater Christchurch</i>	<i>31,500</i>	<i>46,200</i>	<i>77,700</i>	<p>The Proposal will contribute significantly to development capacity, in circumstances where the economic evidence of Mr Colegrave concludes there is insufficient feasible housing supply.</p>
Area	Medium Term 2021-2031	Long Term 2031-2051	30 Year Total										
<i>Waimakariri</i>	<i>5,100</i>	<i>7,400</i>	<i>12,500</i>										
<i>Greater Christchurch</i>	<i>31,500</i>	<i>46,200</i>	<i>77,700</i>										
<p>Objective 6.2.2 Urban Form and Settlement Pattern</p> <p><i>The urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and</i></p>	<p>The Proposal is consistent with the urban form and settlement pattern envisaged for Greater Christchurch generally, and Kaiapoi specifically, by Map A and the Spatial Plan, which the PWDP gives effect to through the identification of the Kaiapoi Development Area.</p>												

<p><i>intensification of urban areas, and avoids unplanned expansion of urban areas, by:</i></p> <ol style="list-style-type: none"> 1. <i>aiming to achieve the following targets for intensification as a proportion of overall growth through the period of recovery:</i> <ol style="list-style-type: none"> a. <i>35% averaged over the period between 2013 and 2016</i> b. <i>45% averaged over the period between 2016 to 2021</i> c. <i>55% averaged over the period between 2022 and 2028;</i> 2. <i>providing higher density living environments including mixed use developments and a greater range of housing types, particularly in and around the Central City, in and around Key Activity Centres, and larger neighbourhood centres, and in greenfield priority areas, Future Development Areas and brownfield sites;...</i> 4. <i>providing for the development of greenfield priority areas, and of land within Future Development Areas where the circumstances set out in Policy 6.3.12 are met, on the periphery of Christchurch’s urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;</i> 5. <i>encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton;</i> 6. <i>...</i> 	<p>MRZ-enabled development of the Site will be managed in accordance with the ODP and provisions of the PWDP, expanding Kaiapoi in a planned and consolidated way, and at residential densities commensurate with a Future Development Area.</p> <p>The Proposal will enable development of land in a Future Development Area at a rate that will meet the identified demand for housing and deliver sustainable and self-sufficient growth for Kaiapoi.</p>
<p>Objective 6.2.3 Sustainability</p> <p><i>Sustainability Recovery and rebuilding is undertaken in Greater Christchurch that:</i></p> <ol style="list-style-type: none"> 1. <i>provides for quality living environments incorporating good urban design;</i> 2. <i>retains identified areas of special amenity and historic heritage value;</i> 	<p>The Proposal, the ODP and the PWDP’s MRZ and other development-related provisions will create a quality living environment that delivers the prescribed qualities and characteristics of sustainability.</p>

<ol style="list-style-type: none"> 3. <i>retains values of importance to Tāngata Whenua;</i> 4. <i>provides a range of densities and uses; and</i> 5. <i>is healthy, environmentally sustainable, functionally efficient, and prosperous.</i> 	
<p>Objective 6.2.4 Integration of transport infrastructure and land use</p> <p><i>Prioritise the planning of transport infrastructure so that it maximises integration with the priority areas and new settlement patterns and facilitates the movement of people and goods and provision of services in Greater Christchurch, while:</i></p> <ol style="list-style-type: none"> 1. <i>managing network congestion;</i> 2. <i>reducing dependency on private motor vehicles;</i> 3. <i>reducing emission of contaminants to air and energy use;</i> 4. <i>promoting the use of active and public transport modes;</i> 5. <i>optimising use of existing capacity within the network; and</i> 6. <i>enhancing transport safety.</i> 	<p>Mr Carr’s transport evidence and supporting Transportation Assessment conclude that the Proposal can be supported from a traffic and transportation perspective. MRZ-enabled development of the Site will be readily integrated into the transport network to provide for the travel needs of the community in a coordinated, safe and efficient manner.</p>
<p>Policy 6.3.1 Development within the Greater Christchurch area</p> <p><i>In relation to recovery and rebuilding for Greater Christchurch:</i></p> <ol style="list-style-type: none"> 1. <i>give effect to the urban form identified in Map A, which identifies the location and extent of urban development that will support recovery, rebuilding and planning for future growth and infrastructure delivery;...</i> 3. <i>enable development of existing urban areas and greenfield priority areas, including intensification in appropriate locations, where it supports the recovery of Greater Christchurch;</i> 4. <i>ensure new urban activities only occur within existing urban areas or identified greenfield priority areas as shown on Map A, unless they are otherwise expressly provided for in the CRPS;...</i> 	<p>The Proposal gives effect to the urban form identified in Map A, the Site being located within the Projected Infrastructure Boundary and a Future Development Area, the purpose of which is to support planning for future growth and infrastructure delivery.</p> <p>While the Site is technically not a ‘greenfield priority area’ insofar as this term is defined in the CRPS as “an area defined on Map A for greenfield development”, it remains within an area on Map A that has been identified for the express purpose of urban growth in response to the NPS UD.</p> <p>To the extent the Proposal could be considered inconsistent with sub-clause 3 for this reason, MRZ-enabled development within the Future Development Area is expressly provided for by Policy 6.3.12.</p>

Policy 6.3.2 Development form and urban design

Business development, residential development (including rural residential development) and the establishment of public space is to give effect to the principles of good urban design below, and those of the NZ Urban Design Protocol 2005, to the extent appropriate to the context:

1. *Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location: landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.*
2. *Integration – recognition of the need for well-integrated places, infrastructure, movement routes and networks, spaces, land uses and the natural and built environment. These elements should be overlaid to provide an appropriate form and pattern of use and development.*
3. *Connectivity – the provision of efficient and safe high quality, barrier free, multimodal connections within a development, to surrounding areas, and to local facilities and services, with emphasis at a local level placed on walking, cycling and public transport as more sustainable forms of*
4. *Safety – recognition and incorporation of Crime Prevention Through Environmental Design (CPTED) principles in the layout and design of developments, networks and spaces to ensure safe, comfortable and attractive places.*
5. *Choice and diversity – ensuring developments provide choice and diversity in their layout, built form, land use housing type and density, to adapt to the changing needs and circumstances of the population.*

The technical evidence collectively demonstrates that the MRZ-enabled development of the Site, in accordance with the ODP and development-related standards of the PWDP, will deliver on the principles of good urban design as appropriate for the location.

<p>6. <i>Environmentally sustainable design – ensuring that the process of design and development minimises water and resource use, restores ecosystems, safeguards mauri and maximises passive solar gain.</i></p> <p>7. <i>Creativity and innovation – supporting opportunities for exemplar approaches to infrastructure and urban form to lift the benchmark in the development of new urban areas in the Christchurch region.</i></p>	
<p><i>Policy 6.3.3 Development in accordance with outline development plans</i></p> <p><i>Development in greenfield priority areas or Future Development Areas and rural residential development is to occur in accordance with the provisions set out in an outline development plan or other rules for the area.</i></p> <p><i>Subdivision must not proceed ahead of the incorporation of an outline development plan in a district plan. Outline development plans and associated rules will:</i></p> <ol style="list-style-type: none"> 1. <i>Be prepared as:</i> <ol style="list-style-type: none"> a. <i>a single plan for the whole of the priority area or Future Development Area; or</i> b. <i>where an integrated plan adopted by the territorial authority exists for the whole of the priority area or Future Development Area and the outline development plan is consistent with the integrated plan, part of that integrated plan; or</i> c. <i>a single plan for the whole of a rural residential area; and</i> 2. <i>Be prepared in accordance with the matters set out in Policy 6.3.2;</i> 3. <i>To the extent relevant show proposed land uses including:</i> <ol style="list-style-type: none"> a. <i>Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;</i> b. <i>Land required for community facilities or schools;</i> 	<p>The ODP has been prepared in accordance with the prescribed criteria, as relevant to the Site and the Proposal. The ODP will guide future development of the Site to ensure the expanded urban area is integrated with the existing urban form and infrastructure networks, and further development of the balance of the Kaiapoi Development Area / Future Development Area to the north is facilitated.</p>

<ul style="list-style-type: none"> c. <i>Parks and other land for recreation;</i> d. <i>Land to be used for business activities;</i> e. <i>The distribution of different residential densities, in accordance with Policy 6.3.7;</i> f. <i>Land required for stormwater treatment, retention and drainage paths;</i> g. <i>Land reserved or otherwise set aside from development for environmental, historic heritage, or landscape protection or enhancement;</i> h. <i>Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;</i> i. <i>Pedestrian walkways, cycleways and public transport routes both within and adjoining the area to be developed;</i> <ol style="list-style-type: none"> 4. <i>Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging;</i> 5. <i>Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced;</i> 6. <i>Document the infrastructure required, when it will be required and how it will be funded;</i> 7. <i>Set out the staging and co-ordination of subdivision and development between landowners;</i> 8. <i>Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles;</i> 	
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<p>9. <i>Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;</i></p> <p>10. <i>Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;</i></p> <p>11. <i>Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with Chapter 11 and any relevant guidelines; and</i></p> <p>12. <i>Include any other information that is relevant to an understanding of the development and its proposed zoning.</i></p>	
<p>Policy 6.3.4 Transport effectiveness</p> <p><i>Ensure that an efficient and effective transport network that supports business and residential recovery is restored, protected and enhanced so that it maintains and improves movement of people and goods around Greater Christchurch by:</i></p> <ol style="list-style-type: none"> 1. <i>avoiding development that will overload strategic freight routes;</i> 2. <i>providing patterns of development that optimise use of existing network capacity and ensuring that, where possible, new building projects support increased uptake of active and public transport, and provide opportunities for modal choice;</i> 3. <i>providing opportunities for travel demand management;</i> 4. <i>requiring integrated transport assessment for substantial developments; and</i> 5. <i>improving road user safety.</i> 	<p>Mr Carr’s transport evidence and supporting Transportation Assessment conclude that MRZ-enabled development of the Site in accordance with the ODP and PWDP standards will be safely and efficiently accommodated within the existing and proposed roading network.</p>
<p>Policy 6.3.5 Integration of land use and infrastructure</p>	<p>The identification of the Future Development Areas on Map A can be assumed to give effect to the overarching policy intent that land use development and</p>

Recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by:

1. *Identifying priority areas for development and Future Development Areas to enable reliable forward planning for infrastructure development and delivery;*
2. *Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to:*
 - a. *optimise the efficient and affordable provision of both the development and the infrastructure;*
 - b. *maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure;*
 - c. *protect investment in existing and planned infrastructure;...and*
 - e. *ensure new development does not occur until provision for appropriate infrastructure is in place;*
3. *Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, and the ability to maintain and upgrade that infrastructure is retained;*
4. *Only providing for new development that does not affect the efficient operation, use, development, appropriate upgrading and safety of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn airport noise contour for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, residential greenfield area identified for Kaiapoi, or residential greenfield priority area identified in Map A... ; and*
5. *Managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and*

infrastructure provision is integrated. The technical evidence is that MRZ-enabled development of the Site in accordance with the ODP can achieve integration of residential development and the requisite infrastructure without undermining the operational effectiveness of existing infrastructure. The availability and capacity of infrastructure is not an impediment to the Proposal or the development it will enable.

Sub-clause (4) somewhat complicates the otherwise enabling intention of the Future Development Areas (refer my paragraphs 87-89). "Residential greenfield area" is not defined in the CRPS, whereas "Greenfield Priority Areas" and "greenfield development" are, with reference to the areas identified on Map A.

In the absence of a definition in the CRPS of "residential greenfield area", the Oxford Dictionary defines such as "an area of land that has not yet had buildings on it, but for which building development may be planned". In this regard, the Proposal could be said to provide for new development within a "residential greenfield area identified for Kaiapoi", the Site being within the Future Development Area identified on Map A and the Kaiapoi Development Area introduced in the PWDP. On this basis, the Proposal would be exempt from the 'avoidance' clause in (4).

Irrespective, for the reasons outlined in my paragraph 67, I do not consider the Proposal raises any reverse sensitivity concerns that would affect the efficient operation of Christchurch Airport. Further, if it is determined that urban development in this location is not explicitly anticipated by (4) on account of the 'avoidance' clause, then I consider the Proposal qualifies under the responsive planning decision regime provided by the NPS-UD (Policy 8 and Clause 3.8) because it will provide for significant additional housing capacity and contribute to a well-functioning urban environment.

<p><i>effective, provision, operation, maintenance or upgrade of strategic infrastructure and freight hubs.</i></p>	
<p>Policy 6.3.7 Residential location, yield and intensification</p> <p><i>In relation to residential development opportunities in Greater Christchurch:</i></p> <ol style="list-style-type: none"> 1. <i>Subject to Policy 5.3.4, Policy 6.3.5, and Policy 6.3.12, residential greenfield development shall occur in accordance with Map A.</i> 2. <i>Intensification in urban areas of Greater Christchurch is to be focused around the Central City, Key Activity Centres and neighbourhood centres commensurate with their scale and function, core public transport routes, mixed-use areas, and on suitable brownfield land.</i> 3. <i>Intensification developments and development in greenfield priority areas shall achieve at least the following residential net densities averaged over the whole of an ODP area (except where subject to an existing operative ODP with specific density provisions):</i> <ol style="list-style-type: none"> a. <i>10 household units per hectare in greenfield areas in Selwyn and Waimakariri District;</i> b. <i>15 household units per hectare in greenfield areas in Christchurch City;</i> 4. <i>...</i> 5. <i>Provision will be made in district plans for comprehensive development across multiple or amalgamated sites.</i> 6. <i>Housing affordability is to be addressed by providing sufficient intensification and greenfield land to meet housing demand, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.</i> 	<p>The Proposal will enable urban development in accordance with Map A that achieves residential net densities greater than that specified for the District. It will contribute to housing affordability by enabling significant housing development on 'greenfield land' to meet housing demand, as demonstrated by the economic evidence of Mr Colegrave.</p> <p>Similar to the assessment of Policy 6.3.5(4) above, "greenfield land" as used in (6) is not defined in the CRPS. Applying the same Oxford Dictionary definition, the Proposal could be said to address housing affordability by "<i>providing sufficient...greenfield land to meet housing demand</i>", the Site being within the Future Development Area identified on Map A and the Kaiapoi Development Area introduced in the PWDP.</p> <p>I note that (6) is the only instance that housing affordability is mentioned in the CRPS. To my mind the contrast in priority given to housing affordability between the CRPS and the NPS-UD (e.g. Objective 2 and Clauses 3.9 & 3.23) illustrates that the CRPS does not implement (or fully implement) the NPS-UD. Indeed, it is quite telling to note that housing affordability is not even mentioned in Policy 6.3.11 or the related explanatory text.</p>

<p>Policy 6.3.11 Monitoring and Review</p> <p><i>In relation to development in Greater Christchurch...</i></p> <p>5. <i>Any change resulting from a review of the extent, and location of land for development, any alteration to the Greenfield Priority Areas, Future Development Areas, or provision of new greenfield priority areas, shall commence only under the following circumstances:</i></p> <ul style="list-style-type: none"> a. <i>infrastructure is either in place or able to be economically and efficiently provided to support the urban activity;</i> b. <i>provision is in place or can be made for safe, convenient and sustainable access to community, social and commercial facilities;</i> c. <i>the objective of urban consolidation continues to be achieved;</i> d. <i>urban land use, including industrial and commercial activities, does not increase the risk of contamination of drinking water sources, including the groundwater recharge zone for Christchurch’s drinking water;</i> e. <i>...</i> g. <i>sufficient rural land is retained to maintain the open space landscape character either between or surrounding the areas of urban activity within Greater Christchurch; and</i> h. <i>the operational capacity of strategic infrastructure is not compromised.</i> 	<p>The NPS UD imposes strict monitoring and reporting requirements, generally requiring the collation and analysis of a raft of information about dwelling supply and demand to ensure that enough capacity is provided.</p> <p>Improving housing affordability is a fundamental objective of the NPS UD. That Policy 6.3.11 does not mention housing affordability as a guiding criteria for the prescribed monitoring of available supply of residential land and subsequent review of Chapter 6 would suggest the CRPS is not fully consistent with the NPS UD.</p> <p>The economic evidence of Mr Colegrave has highlighted a looming shortfall in greenfield capacity for standalone homes in the District, noting “ <i>The proposal helps plug this looming gap in feasible capacity by providing quality, master-planned housing that is in step with market demand</i>”.</p> <p>The technical evidence collectively demonstrates that all of the circumstances under (5) can be met by the Proposal.</p>
<p>Policy 6.3.12 Future Development Areas</p> <p><i>Enable urban development in the Future Development Areas identified on Map A, in the following circumstances:</i></p> <p>1. <i>It is demonstrated, through monitoring of housing and business development capacity and sufficiency carried out collaboratively by the Greater Christchurch Partnership or relevant local authorities, that there is</i></p>	<p>The Proposal is consistent with the overarching intent of Policy 6.3.12, it relating to the facilitation of MRZ development in a Future Development Area whereby the technical evidence and above assessment demonstrates the Proposal:</p> <ul style="list-style-type: none"> (a) <i>is needed in order to address the District’s significant, widespread shortage of feasible capacity to meet demand;</i>

<p><i>a need to provide further feasible development capacity through the zoning of additional land in a district plan to address a shortfall in the sufficiency of feasible residential development capacity to meet the medium term housing bottom lines set out in Table 6.1, Objective 6.2.1a; and</i></p> <p>2. <i>The development would promote the efficient use of urban land and support the pattern of settlement and principles for future urban growth set out in Objectives 6.2.1 and 6.2.2 and related policies including by:</i></p> <p><i>a. Providing opportunities for higher density living environments, including appropriate mixed use development, and housing choices that meet the needs of people and communities for a range of dwelling types; and</i></p> <p><i>b. Enabling the efficient provision and use of network infrastructure; and</i></p> <p>3. <i>The timing and sequencing of development is appropriately aligned with the provision and protection of infrastructure, in accordance with Objective 6.2.4 and Policies 6.3.4 and 6.3.5; and</i></p> <p>4. <i>The development would occur in accordance with an outline development plan and the requirements of Policy 6.3.3; and</i></p> <p>5. <i>The circumstances set out in Policy 6.3.11(5) are met; and</i></p> <p>6. <i>The effects of natural hazards are avoided or appropriately mitigated in accordance with the objectives and policies set out in Chapter 11.</i></p>	<p>(b) is a more efficient use of the land resource than RLZ and will support the settlement pattern and urban growth principles promoted in Objectives 6.2.1 and 6.2.2;</p> <p>(c) is aligned with infrastructure;</p> <p>(d) will achieve development in accordance with the ODP;</p> <p>(e) meets all of the circumstances in Policy 6.3.11(5); and</p> <p>(f) will achieve development that appropriately mitigates flooding risk.</p>
<p>Chapter 7 - Freshwater</p>	
<p><i>Objective 7.2.3 Protection of intrinsic value of waterbodies and their riparian zones</i></p>	<p>The Proposal recognises the presence of natural features on the Site and the ecological evidence demonstrates that the ODP will provide for their</p>

<p><i>The overall quality of freshwater in the region is maintained or improved, and the life supporting capacity, ecosystem processes and indigenous species and their associated fresh water ecosystems are safeguarded.</i></p>	<p>maintenance, restoration and enhancement. In this regard, the Proposal will result in at least no net loss of biodiversity, and most likely a biodiversity gain.</p> <p>The resource consent process will ensure any further ecological assessment required and engineering design is cognisant of natural character and fresh water values, in accordance with relevant legislation / statutory documents.</p>
<p>Policy 7.3.1 Adverse effects of activities on the natural character of fresh water <i>To identify the natural character values of fresh water bodies and their margins in the region and to:</i></p> <ol style="list-style-type: none"> 1. <i>preserve natural character values where there is a high state of natural character;</i> 2. <i>maintain natural character values where they are modified but highly valued; and</i> 3. <i>improve natural character values where they have been degraded to unacceptable levels;</i> <p><i>unless modification of the natural character values of a fresh water body is provided for as part of an integrated solution to water management in a catchment in accordance with Policy 7.3.9, which addresses remedying and mitigating adverse effects on the environment and its natural character values.</i></p>	
<p>Policy 7.3.3 Enhancing fresh water environments and biodiversity <i>To promote, and where appropriate require the protection, restoration and improvement of lakes, rivers, wetlands and their riparian zones and associated Ngāi Tahu values, and to:</i></p> <ol style="list-style-type: none"> 1. <i>identify and protect areas of significant indigenous vegetation and significant habitats, sites of significant cultural value, wetlands, lakes and lagoons/Hapūa, and other outstanding water bodies; and</i> 2. <i>require the maintenance and promote the enhancement of indigenous biodiversity, inland basin ecosystems and riparian zones; and</i> 3. <i>promote, facilitate or undertake pest control.</i> 	
<p>Policy 7.3.4 Water quantity <i>In relation to the management of water quantity:</i></p> <ol style="list-style-type: none"> 1. <i>to manage the abstraction of surface water and groundwater by establishing environmental flow regimes and water allocation regimes which:</i> <ol style="list-style-type: none"> i. <i>manage the hydrological connections of surface water, groundwater and the coastal environment;</i> ii. <i>avoid long-term decline in groundwater levels and saltwater intrusion of coastal groundwater resources;</i> 	

<ul style="list-style-type: none"> iii. <i>protect the flows, freshes and flow variability required to safeguard the life-supporting capacity, mauri, ecosystem processes and indigenous species including their associated ecosystems and protect the natural character values of fresh water bodies in the catchment, including any flows required to transport sediment, to open the river mouth, or to flush coastal lagoons;</i> iv. <i>provide for any existing or reasonably foreseeable needs of surface water or groundwater for individual, marae or community drinking water or stockwater supplies;</i> v. <i>support the exercise of customary uses, including any flows required to maintain wetlands or water quality for customary uses; and</i> vi. <i>support any flow requirements needed to maintain water quality in the catchment; and, having satisfied the requirements in (a) to (f), provide for:</i> vii. <i>recreational values (including the patterns and timing of flow variability desired by recreational users) and amenity values; and</i> viii. <i>any actual or reasonably foreseeable demand for abstraction (for uses other than those listed in (d) above), unless Policy 7.3.4(2) applies;</i> <p><i>and</i></p> <p>2. <i>Where the quantum of water allocated for abstraction from a water body is at or exceeds the maximum amount provided for in an environmental flow and water allocation regime:</i></p> <ul style="list-style-type: none"> a. <i>avoid any additional allocation of water for abstraction or any other action which would result in further over-allocation; and</i> b. <i>set a timeframe for identifying and undertaking actions to effectively phase out over-allocation; and</i> c. <i>effectively addresses any adverse effects of over-allocation in the interim.</i> 	
<p>Policy 7.3.5 Water quantity and land uses</p> <p><i>To avoid, remedy or mitigate adverse effects of land uses on the flow of water in surface water bodies or the recharge of groundwater by:</i></p> <ul style="list-style-type: none"> 1. <i>controlling the diversion of rainfall run-off over land, and changes in land uses, site coverage or land drainage patterns that will, either singularly or cumulatively, adversely affect the quantity or rate of water flowing into surface water bodies or the rate of groundwater recharge; and</i> 	

<p>2. <i>managing the planting or spread of exotic vegetation species in catchments where, either singularly or cumulatively, those species are or are likely to have significant adverse effects on flows in surface water bodies.</i></p>	
<p>Chapter 9- Ecosystems and Indigenous Biodiversity</p>	
<p>Objective 9.2.1 Halting the decline of Canterbury’s ecosystems and indigenous biodiversity <i>The decline in the quality and quantity of Canterbury’s ecosystems and indigenous biodiversity is halted and their life-supporting capacity and mauri safeguarded.</i></p>	<p>As per above assessment of Chapter 7 Freshwater objectives and policies.</p>
<p>Chapter 11 – Natural Hazards</p>	
<p>Objective 11.2.1 Avoid new subdivision, use and development of land that increases risks associated with natural hazards <i>New subdivision, use and development of land which increases the risk of natural hazards to people, property and infrastructure is avoided or, where avoidance is not possible, mitigation measures minimise such risks.</i></p>	<p>Inappropriate development in high hazard areas is that which is likely to result in loss of life or serious injuries, suffer significant damage or loss, require new or upgraded hazard mitigation works, and exacerbate the effects of the natural hazard. Under such circumstances it is appropriate that new subdivision, use and development should be avoided.</p>
<p>Objective 11.2.2 Adverse effects from hazard mitigation are avoided or mitigated <i>Adverse effects on people, property, infrastructure and the environment resulting from methods used to manage natural hazards are avoided or, where avoidance is not possible, mitigated.</i></p>	<p>In the case of the Proposal, the flooding evidence of Mr Brunton, and the modelling analysis he has undertaken, demonstrates the proposed flooding mitigation and stormwater management will avoid high flood hazards and minimise the risk of flooding (accounting for climate change allowance) to an acceptable level, such that people, property, infrastructure and the environment are not adversely affected. Essentially, Mr Brunton concludes that the proposed mitigation is appropriate from a surface flooding perspective, significant adverse effects on flood hazard will be mitigated with minimal effects on the surrounding area, and the effects of the hazard will not be exacerbated.</p>
<p>Objective 11.2.3 Climate change and natural hazards <i>The effects of climate change, and its influence on sea levels and the frequency and severity of natural hazards, are recognised and provided for.</i></p>	
<p>Policy 11.3.1 Avoidance of inappropriate development in high hazard areas <i>To avoid new subdivision, use and development (except as provided for in Policy 11.3.4) of land in high hazard areas, unless the subdivision, use or development:</i></p> <p>1. <i>is not likely to result in loss of life or serious injuries in the event of a natural hazard occurrence; and</i></p>	<p>‘Hazard mitigation works’ (Policy 11.3.1(3)) are not defined in the CRPS, however the introductory and explanatory text in Chapter 11 provides some context, referring to “works intended to control the effects of natural events and provide benefits to people and the community” that include “flood control works such as stop-banks”.</p>

<ol style="list-style-type: none"> 2. <i>is not likely to suffer significant damage or loss in the event of a natural hazard occurrence; and</i> 3. <i>is not likely to require new or upgraded hazard mitigation works to mitigate or avoid the natural hazard; and</i> 4. <i>is not likely to exacerbate the effects of the natural hazard; or</i> 5. <i>Outside of greater Christchurch, is proposed to be located in an area zoned or identified in a district plan for urban residential, industrial or commercial use, at the date of notification of the CRPS, in which case the effects of the natural hazard must be mitigated; or</i> 6. <i>Within greater Christchurch, is proposed to be located in an area zoned in a district plan for urban residential, industrial or commercial use, or identified as a "Greenfield Priority Area" on Map A of Chapter 6, both at the date the Land Use Recovery Plan was notified in the Gazette, in which the effect of the natural hazard must be avoided or appropriately mitigated; or</i> 7. <i>Within greater Christchurch, relates to the maintenance and/or upgrading of existing critical or significance infrastructure.</i> 	<p>The raising of ground levels, shaping of landform and imposition of minimum floor levels are commonly accepted land development approaches to mitigating flood risk. That bulk earthworks are not listed as a form of flood control works associated with new subdivision and development could infer the CRPS does not envisage such works to be 'hazard mitigation works' in the same sense as stop-banks, or retaining walls or seawalls are referenced as examples of such works. The PWDP appears to have addressed this, noting that "<i>raised building floor levels and raised land which are required to be raised to meet the requirements of a hazards assessment certificate</i>" are excluded from the PWDP definition of 'natural hazard mitigation works'.</p> <p>In my view, this interpretation is reasonable in the case of the Future Development Area where urban development is anticipated and the criteria in (1), (2) and (4) have been demonstrated can be addressed. Had Change 1 to the CRPS updated Chapter 11 to recognise the introduction of the Future Development Areas through Chapter 6 and Map A, it is reasonable to assume that Policy 11.3.1(6) would have been updated to include reference to Future Development Areas.</p> <p>That Change 1 did not extend to Chapter 11, and to the extent the Proposal could be considered inconsistent with (6) as a consequence, I consider the responsive planning decision regime provided by the NPS-UD (Policy 8 and Clause 3.8) is engaged, because the Proposal will provide for significant additional housing capacity and contribute to a well-functioning urban environment.</p> <p>Flooding hazard and overland flows will be appropriately managed and mitigated through engineering design and assessment undertaken at the subdivision consent stage, and at paragraphs 58 and 59 I have summarised the relevant PWDP standards that will guide that process.</p>
<p>11.3.2 Avoid development in areas subject to inundation</p> <p><i>In areas not subject to Policy 11.3.1 that are subject to inundation by a 0.5% AEP flood event, any new subdivision, use and development (excluding critical infrastructure) shall be avoided unless there is no increased risk to life, and the subdivision, use or development:</i></p> <ol style="list-style-type: none"> 1. <i>is of a type that is not likely to suffer material damage in an inundation event; or</i> 2. <i>is ancillary or incidental to the main development; or</i> 3. <i>meets all of the following criteria:</i> 	

<p>a. <i>new buildings have an appropriate floor level above the 0.5% AEP design flood level; and</i></p> <p>b. <i>hazardous substances will not be inundated during a 0.5% AEP flood event; provided that a higher standard of management of inundation hazard events may be adopted where local catchment conditions warrant (as determined by a cost/benefit assessment).</i></p> <p><i>When determining areas subject to inundation, climate change projections including sea level rise are to be taken into account.</i></p>	
<p><i>Policy 11.3.3 Earthquake hazards</i></p> <p><i>New subdivision, use and development of land on or close to an active earthquake fault trace, or in areas susceptible to liquefaction and lateral spreading, shall be managed in order to avoid or mitigate the adverse effects of fault rupture, liquefaction and lateral spreading.</i></p>	
<p><i>Policy 11.3.5 General risk management approach</i></p> <p><i>For natural hazards and/or areas not addressed by policies 11.3.1, 11.3.2, and 11.3.3, subdivision, use or development of land shall be avoided if the risk from natural hazards is unacceptable. When determining whether risk is unacceptable, the following matters will be considered:</i></p> <ol style="list-style-type: none"> 1. <i>the likelihood of the natural hazard event; and</i> 2. <i>the potential consequence of the natural hazard event for: people and communities, property and infrastructure and the environment, and the emergency response organisations.</i> <p><i>Where there is uncertainty in the likelihood or consequences of a natural hazard event, the local authority shall adopt a precautionary approach.</i></p> <p><i>Formal risk management techniques should be used, such as the Risk Management Standard (AS/NZS ISO 31000:2009) or the Structural Design Action Standard (AS/NZS 1170.0:2002).</i></p>	

Policy 11.3.8 Climate change

When considering natural hazards, and in determining if new subdivision, use or development is appropriate and sustainable in relation to the potential risks from natural hazard events, local authorities shall have particular regard to the effects of climate change

ATTACHMENT 4: SECTION 32AA EVALUATION

1 Section 32(1)(a) requires that an evaluation examine the extent to which the objectives of the Proposal are the most appropriate way to achieve the purpose of the RMA. No alterations are proposed to the PWDP objectives and in accordance with section 32AA(1)(a), no evaluation of the existing objectives is required.

Objectives of the PWDP

2 Table 1 presents an examination of the Proposal in relation to the objectives of the PWDP, as required by Section 32(3).

Table 1: Assessment of the Proposal against the PWDP Objectives

PWDP Objective ²⁸	Assessment
SD: Strategic Directions	
<p>Objective SD-O1 Natural environment</p> <p><i>Across the District:</i></p> <ol style="list-style-type: none"> 1. <i>there is an overall net gain in the quality and quantity of indigenous ecosystems and habitat, and indigenous biodiversity;</i> 2. <i>the natural character of the coastal environment, freshwater bodies and wetlands is preserved or enhanced, or restored where degradation has occurred;</i> 3. <i>outstanding natural features and outstanding natural landscapes are identified and their values recognised and protected;</i> 4. <i>people have access to a network of natural areas for open space and recreation, conservation and education, including within riparian areas, the coastal environment, the western ranges, and within urban environments; and</i> 	<p>The Proposal recognises the presence of natural features on the Site and the ecological evidence demonstrates that the ODP will provide for their maintenance, restoration and enhancement. In this regard, the Proposal will result in at least no net loss of biodiversity, and most likely a biodiversity gain.</p> <p>MRZ-enabled development in accordance with the ODP will deliver substantial greenspace to the east of the North Block through realignment and enhancement of Mcintosh Drain, providing access to an integrated naturalised area for open space, recreation and stormwater management.</p>

²⁸ The versions of the Objectives are those notified in the PWDP (and include the amendments sought by Variation 1).

<p>5. <i>land and water resources are managed through an integrated approach which recognises the importance of ki uta ki tai to Ngāi Tahu and the wider community, and the inter-relationships between ecosystems, natural processes and with freshwater.</i></p>	
<p><u>Objective SD-02 Well-functioning urban environments</u></p> <p><i><u>Waimakariri District contains well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.</u></i></p>	<p>The Proposal will deliver consolidated and integrated residential development as a logical extension to the existing urban area of Kaiapoi.</p> <p>It will enable the development of approximately 1,000 residential properties in a range of sizes and typologies, which will contribute to a variety of homes that meet the needs of different households.</p>
<p><u>Objective SD-O23 Urban development</u></p> <p><i>Urban development and infrastructure that:</i></p> <ol style="list-style-type: none"> 1. <i>is consolidated and integrated with the urban environment;</i> 2. <i>that recognises existing character, amenity values, and is attractive and functional to residents, businesses and visitors;</i> 3. <i>utilises the District Council's reticulated wastewater system, and potable water supply and stormwater infrastructure where available;</i> 4. <i>provides a range of housing opportunities, focusing new residential activity within existing towns, and identified development areas in Rangiora and Kaiapoi, in order to achieve the housing bottom lines in UFD-O1;</i> 5. <i>supports a hierarchy of urban centres, with the District's main centres in Rangiora, Kaiapoi, Oxford and Woodend being:</i> <ol style="list-style-type: none"> a. <i>the primary centres for community facilities;</i> b. <i>the primary focus for retail, office and other commercial activity; and</i> c. <i>the focus around which residential development and intensification can occur.</i> 	<p>The Site is within 3km of the Kaiapoi town centre and an established range of services and facilities commensurate with a well-connected, integrated and accessible urban environment. It is in a location well served by multi modal transport options.</p> <p>The Proposal contributes significantly to additional housing capacity that will support the competitive land market, the viability of existing centres, and the sustainable and self-sufficient growth of Kaiapoi.</p>

<p>6. provides opportunities for business activities to establish and prosper within a network of business and industrial areas zoned appropriate to their type and scale of activity and which support district self-sufficiency;</p> <p>7. provides people with access to a network of spaces within urban environments for open space and recreation; ...</p> <p>10. recognise and support Ngāi Tūāhuriri cultural values through the protection of sites and areas of significance to Māori identified in SASM-SCHED1.</p>	
<p>Objective SD-O45 Rural land</p> <p><i>Outside of identified residential development areas and the Special Purpose Zone (Kāinga Nohoanga), rural land is managed to ensure that it remains available for productive rural activities by...</i></p>	<p>Not applicable – the Site is located wholly within an identified residential development area, being the Kaiapoi Development Area, which implements the Future Development Area on Map A of the CRPS.</p>
<p>Objective SD-067 - Natural hazards and resilience</p> <p><i>The District responds to natural hazard risk, including increased risk as a result of climate change, through:</i></p> <ol style="list-style-type: none"> 1. avoiding subdivision, use and development where the risk is unacceptable; and 2. mitigating other natural hazard risks. 	<p>Refer assessment above in relation to CRPS Chapter 11 Natural Hazards objectives and policies, which demonstrates how flooding risk can be mitigated to acceptable levels. The PWDP standards related to subdivision and land use in the identified flood hazard areas will ensure MRZ-enabled development of the Site and the surrounding area is not exposed to unacceptable risk.</p>
<p>UFD - Āhuratanga auaha ā tāone - Urban Form and Development</p>	

<p>Objective UFD-01 Feasible Development Capacity for Residential activities</p> <p><i>Sufficient feasible development capacity for residential activity to meet specified housing bottom lines and a changing demographic profile of the District as follows:</i></p>				<p>Mr Colegrave’s evidence is that the feasible capacity estimates used to inform the PWDP are not up to date and that the District faces (based on the notified zoning of the PWDP) a significant, widespread shortage of feasible capacity to meet demand. The Proposal will provide a significant boost to the housing supply market, and is necessary to achieve housing capacity in the medium term.</p>							
<table border="1"> <thead> <tr> <th><i>Term</i></th> <th><i>Short to Medium Term (2018-2028)</i></th> <th><i>Long Term (2028-2048)</i></th> <th><i>30 Year Time frame (2018-2048)</i></th> </tr> </thead> <tbody> <tr> <td><i>Housing Bottom Lines (Development Capacity)</i></td> <td><i>6,300 Residential Units</i></td> <td><i>7,100 Residential Units</i></td> <td><i>13,400 Residential Units</i></td> </tr> </tbody> </table>	<i>Term</i>	<i>Short to Medium Term (2018-2028)</i>	<i>Long Term (2028-2048)</i>		<i>30 Year Time frame (2018-2048)</i>	<i>Housing Bottom Lines (Development Capacity)</i>	<i>6,300 Residential Units</i>	<i>7,100 Residential Units</i>	<i>13,400 Residential Units</i>		
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<p>TRAN - Ranga waka - Transport</p>											
<p>Objective TRAN-01 A safe, resilient, efficient, integrated and sustainable transport system</p> <p><i>An integrated transport system, including those parts of the transport system that form part of critical infrastructure, strategic infrastructure, regionally significant infrastructure, and strategic transport networks, that:</i></p> <ol style="list-style-type: none"> <i>1. is safe, resilient, efficient and sustainable for all transport modes;</i> <i>2. is responsive to future needs and changing technology;</i> <i>3. enables economic development, including for freight;</i> <i>4. supports healthy and liveable communities;</i> <i>5. reduces dependency on private motor vehicles, including through public transport and active transport; and</i> <i>6. enables the economic, social, cultural and environmental well-being of people and communities.</i> 				<p>Mr Carr’s transport evidence and supporting Transportation Assessment conclude that MRZ-enabled development of the Site in accordance with the ODP and PWDP standards will be safely and efficiently accommodated within the existing and proposed roading network, and deliver multi modal transport options, contributing to a healthy and liveable community.</p> <p>The subsequent consenting process provides the appropriate platform for assessing internal road design, external connections and site layout to ensure the wellbeing of people and communities and the safety and efficiency of the transport network.</p>							
<p>NH - Matepā māhorahora - Natural hazards</p>											
<p>NH-01 Risk from natural hazards</p> <p><i>New subdivision, land use and development:</i></p>				<p>Refer assessment above in relation to SD-O67. The Proposal will place the Site in the urban environment, and MRZ-enabled development will manage</p>							

<ol style="list-style-type: none"> 1. <i>manages natural hazard risk, including coastal hazards, in the existing urban environment to ensure that any increased risk to people and property is low;</i> 2. <i>is avoided in the Ashley Fault Avoidance Overlay and high hazard areas for flooding outside of the urban environment where the risk to life and property are unacceptable; and</i> 3. <i>outside of the urban environment, is undertaken to ensure natural hazard risk, including coastal hazard risk, to people and property is avoided or mitigated and the ability of communities to recover from natural hazard events is not reduced.</i> 	<p>natural hazard risk such that the risk to people and property is low, as described by Mr Brunton.</p>
<p>NATC - Āhuetanga o te awa - Natural Character of Freshwater Bodies</p>	
<p><i>Objective NATC-01 Preservation of natural character</i></p> <p><i>The preservation of the natural character of the surface freshwater environment, its wetlands, and lakes and rivers and their margins.</i></p>	<p>The Proposal recognises the natural features identified on the Site and the ODP provides for their maintenance / restoration and integration with future development. The resource consent process will ensure any further ecological assessment required and engineering design is cognisant of natural character and fresh water values, in accordance with relevant legislation / statutory documents.</p>
<p><i>Objective NATC-02 Restoration of natural character</i></p> <p><i>Restoration of the natural character of surface freshwater bodies and their margins where degradation has occurred.</i></p>	
<p><i>Objective NATC-03 Use of freshwater body margins</i></p> <p><i>The use of wetlands, and lakes and rivers and their margins are managed to preserve their natural character.</i></p>	
<p>SUB - Wāwāhia whenua - Subdivision</p>	
<p><i>Objective SUB-01 Subdivision design</i></p> <p><i>Subdivision design achieves an integrated pattern of land use, development, and urban form, that:</i></p> <ol style="list-style-type: none"> 1. <i>provides for anticipated land use and density that achieve the identified future character, form or function of zones;</i> 	<p>MRZ-enabled development of the Site will be subject to the ODP and relevant provisions of the PWDP, and the resource consent process will provide the appropriate mechanism to assess consistency of the subdivision design with the criteria in this objective. The technical evidence collectively demonstrates that it will.</p>

<ol style="list-style-type: none"> 2. consolidates urban development and maintains rural character except where required for, and identified by, the District Council for urban development; 3. supports protection of cultural and heritage values, conservation values; and 4. supports community resilience to climate change and risk from natural hazards. 	
<p>Objective SUB-O2 Infrastructure and transport</p> <p><i>Efficient and sustainable provision, use and maintenance of infrastructure; and a legible, accessible, well connected transport system for all transport modes.</i></p>	<p>The technical evidence demonstrates that options are available to service MRZ-enabled development of the Site, which will also be well connected to the transport system with good access for all transport modes.</p>
<p>RESZ – Whaitua Nohonoho – Residential Zones</p>	
<p>Objective RESZ-O1 Residential growth, location and timing</p> <p><i>Sustainable residential growth that:</i></p> <ol style="list-style-type: none"> 1. provides more housing in appropriate locations in a timely manner according to growth needs; 2. is responsive to community and district needs; and 3. enables new development, as well as redevelopment of existing Residential Zones. 	<p>The Proposal will provide for more residential housing to meet pent-up demand in a way that contributes to and integrates with the consolidated form of Kaiapoi. The single ownership (under contract) of the Site will enable the housing supply to potentially come to market sooner than other MRZ areas under fragmented ownership.</p> <p>The Proposal will deliver a more efficient and sustainable use of the Site than RLZ, noting the limited productive potential of the Site’s soils, the appropriateness of the location in the context of the existing urban environment, and the identification of the location for residential growth in the PWDP, CRPS and Spatial Plan.</p>
<p>Objective RESZ-O2 Residential sustainability</p> <p><i>Efficient and sustainable use of residential land and infrastructure is provided through appropriate location of development and its design.</i></p>	<p>The MRZ provisions, in combination with the ODP, will deliver a form, scale and design of development on the Site that achieves compatibility and consistency with the established character and function of Kaiapoi, facilitate the unlocking of the balance of the Kaiapoi Development Area to the north, whilst maintaining a clear distinction with the LRZ and managing adverse effects at and beyond the Site’s interfaces.</p>
<p>Objective RESZ-O3 Residential form, scale, design and amenity values</p> <p><i>A form, scale and design of development that:</i></p> <ol style="list-style-type: none"> 1. achieves a good quality residential environment that is attractive and functional; 2. supports community health, safety and well-being; 3. maintains differences between zones; and 4. manages adverse effects on the surrounding environment. 	<p>The Proposal will enable the provision of a range of housing typologies, as illustrated on the indicative concept layout included with Mr Weir’s urban</p>

<p>RESZ-05 Housing choice</p> <p><i>Residential Zones provide for the needs of the community through:</i></p> <ol style="list-style-type: none"> 1. <i>A range of residential unit types; and</i> 2. <i>A variety of residential unit densities.</i> 	<p>design evidence, reflecting the planned urban built character of the MRZ and the qualifying matter – airport noise.</p>
<p>MRZ-01 Housing types and sizes</p> <p><i>The Medium Density Residential Zone provides for a variety of housing types and sizes that respond to:</i></p> <ol style="list-style-type: none"> i. <i>housing needs and demand; and</i> ii. <i>the neighbourhood's planned urban built character, including 3-storey buildings.</i> 	
<p>RURZ – Whaitua Taiwhenua – Rural Zone</p>	
<p>Objective RURZ-01 Rural Environment</p> <p><i>An environment with a predominant land use character comprising primary production activities and natural environment values, where rural openness dominates over built form, while recognising:</i></p> <ol style="list-style-type: none"> 1. <i>the east of the District has a predominant character of small rural sites with a pattern of built form of residential units and structures at more regular intervals at a low density compared to urban environments; and</i> 2. <i>the remainder of the District, while having a range in the size of rural sites, has a predominant character of larger rural sites with a corresponding density of residential units and built form.</i> 	<p>The Kaiapoi Development Area provides for the future urban development of RLZ land, acknowledging the higher order planning documents which have identified this area as an appropriate location for new greenfield urban development. The Proposal will not result in the loss of rural land that has not already been deemed acceptable by the identification of urban growth in the location in the strategic spatial and statutory planning frameworks applicable to Greater Christchurch generally and the District specifically.</p>
<p>Objective RURZ-02 Activities in Rural Zones</p> <p><i>Rural Zones support primary production activities, activities which directly support primary production, and activities with a functional need to be located within Rural Zones.</i></p>	

<p>RLZ-O1 -Purpose of the Rural Lifestyle Zone</p> <p><i>Primary production activities and activities reliant on the natural and physical resources of the rural environment occur while recognising that the predominant character is small rural sites with a more intensive pattern of land use and buildings than the General Rural Zone.</i></p>	
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3 On the basis of the above assessment, the Proposal is considered to be consistent with the PWDP Objectives.

Efficiency and Effectiveness

4 In assessing the benefits and costs of the Proposal, the following options have been considered:

- (a) Option 1: Retain the proposed RLZ / certification mechanism; and
- (b) Option 2: Rezone the Site to MRZ in accordance with the Proposal and ODP.

5 The benefits and costs of each option are outlined in Table 2 below:

Table 2: Benefits and costs assessment

Benefits	Costs
Option 1: Retain the proposed RLZ / certification mechanism	
<ul style="list-style-type: none"> • Retains existing rural character and amenity and rural land use (until development in accordance with certification). 	<ul style="list-style-type: none"> • Demand for residential property in the District at risk of not being met at sufficient pace and scale, resulting in increased property prices

<ul style="list-style-type: none"> • No additional capacity for stormwater or wastewater required (at least until development in accordance with certification). • No new development activity in a high flood hazard area or under the 50 dBA airport noise contour (until development in accordance with certification). • Release of land for residential development 'less responsive' than rezoning. 	<p>for this land type and a lack of plan-enabled housing capacity in the District.</p> <ul style="list-style-type: none"> • On-going opportunity costs for landowners. • No incentive to realign and enhance McIntosh Drain as has occurred at Beach Grove, with consequential lost opportunity for integrated stormwater management, ecological enhancement and passive recreation. • Cost of plan administration – pursuing certification, subdivision / land use consents and plan change in the long term. • Uncertainty that the certification process will be retained in the PWDP and as a result land may not be enabled for release. • Does not contribute to Kaiapoi housing stock or provide for projected increase in population (within the short term).
<p>Option 2: Rezone the Site to MRZ in accordance with the Proposal and ODP</p>	
<ul style="list-style-type: none"> • Implements the housing supply and well-functioning urban environments objectives of the NPS UD, and gives effect to Greater Christchurch spatial growth strategies. • Consistent and compatible with the established residential character of the District's second largest township. 	<ul style="list-style-type: none"> • Time and money cost to submitter for submission processes and technical reports. • Change to rural character and outlook as currently experienced by adjoining properties.

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| <ul style="list-style-type: none">• More households located within 3km of the Kaiapoi town centre, supporting existing and future commercial / community services and amenities.• Additional MRZ land is appropriately located in a Future Development Area recognised in the CRPS and most recently the Spatial Plan to meet residential housing demand.• Greater supply / competition in the residential market will contribute to housing choice and affordability.• Restoration and enhancement of McIntosh Drain with potential benefit to biodiversity and cultural values.• Range of allotment sizes and typologies providing increased residential options and diversity.• Provides a planning framework that enables a residential development outcome that maintains the character and amenity of adjoining residential and rural properties.• Construction-related jobs and associated economic activity.• Development certainty for the landowner, Council and community without further plan change and / or certification processes. | <ul style="list-style-type: none">• Economic cost of the development of the associated services and roading (for the developer). |
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- 6 The costs of Option 1 outweigh the benefits, and the Proposal (Option 2) is the preferred option. The Proposal will significantly boost housing supply in Kaiapoi specifically and Greater Christchurch generally, and MRZ-enabled development of the Site will achieve a well-functioning urban environment as part of the established Kaiapoi urban area where flooding hazard mitigation and servicing solutions can be appropriately delivered through the subdivision consent and detailed design processes. Overall, the Proposal is considered to be the most efficient and effective means of achieving the objectives of the PWDP.

Risk of Acting or Not Acting

- 7 A Section 32AA evaluation is required to assess the risks of acting or not acting if there is insufficient information about the subject matter of the provisions. The submission was supported by technical reports and further technical assessment and evidence has been prepared to confirm the suitability of the Proposal.
- 8 The technical evidence does not identify any fundamental risks of the Proposal and confirms the suitability of the Site for MRZ-enabled development. This information has been provided at an appropriate level of detail for a rezoning request. Additional technical investigation and detailed engineering design in respect of ground conditions, flooding risk and servicing would be undertaken as part of the subsequent consenting and construction processes. This creates a risk associated with acting on the Proposal, however it is considered small given the resource consent process will require that the technical matters are appropriately assessed and designed as appropriate for the particular development outcome and in accordance with the ODP. The further assessment required to support the resource consent process will effectively manage this risk.
- 9 Risks associated with not acting include the lost opportunity to establish MRZ development on the Site that has for the last 15 years been identified as the direction for future residential growth at Kaiapoi. This would exacerbate the PWDP's failure to respond to the shortfall of residential land within the District. Not acting now would under cater for greenfield residential land use demand at Kaiapoi and in the wider District. This is likely to result in a continual increase of land and house prices and a consequential impact on housing affordability. This may result in Council not meeting its obligations under the NPS-UD.

Overall Assessment

- 10 In summary, the Proposal is considered to be the most appropriate approach, having had regard to matters of efficiency and effectiveness, to achieve the objectives of the PWDP.
- 11 Option 2 is the most consistent with a range of PWDP policies, especially as it supports the strategic directions signalled in the PWDP and NPS UD.
- 12 Option 2 is the most appropriate given:
- (a) the Proposal adopts a notified PWDP zone and associated activity and built form standards. This ensures continuity of the PWDP's anticipated environmental outcomes for the MRZ;
 - (b) the Site is physically connected to the existing urban area of Kaiapoi and in close proximity to the town centre;
 - (c) it will be consistent with, and give effect to, the relevant objectives and policies of the PWDP, CRPS and NPS UD;
 - (d) it is a logical extension of the established residential environment of north Kaiapoi; and
 - (e) the proposed ODP provides certainty of the final form and disposition of MRZ-enabled development of the Site and its integration with the surroundings.
- 13 The economic, social and environmental benefits of the Proposal outweigh the potential costs.
- 14 The Proposal is considered to be the most appropriate, efficient and effective means of achieving the purpose of the RMA.