

Draft Waimakariri Rural Residential Development Strategy 2019



Summary of Submissions, Officers' Recommendations and Hearing Panel Recommendations Report

May 2019

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Introduction and Purpose

The draft Rural Residential Development Strategy (RRDS) provides a framework for the future provision of land zone for rural residential purposes in the Waimakariri District. It updates the current Rural Residential Development Plan adopted by the Waimakariri District Council in 2010.

The purpose of this report is to:

- summarise the comments made in submissions received during the formal public consultation period for the draft RRDS in order to assist the Council's hearing panel in understanding the overall key trends emerging from all submissions;
- provide recommendations to the hearing panel to inform their deliberations in relation to the draft RRDS following the hearing held in late April 2019; and
- record the hearing panel recommendations made at their meeting on 6 May 2019.

This report utilises the Summary of Submissions report (dated April 2019) and the Officer Recommendations report (dated May 2019), and adds the hearing panel recommendations in response.

Background

The draft Strategy was released for public comment for four weeks (plus an informal extension for another week) starting 8 March 2019. Several engagement tools were utilised during this period including:

- Dedicated project webpage on Council's website: waimakariri.govt.nz/ruralresidential, which contained an overview of the project and background reports
- Council's 'Let's Talk' consultation webpage which set out the consultation process, allowed online submissions to be made, and included links to the full and summary strategy document
- Let's Talk adverts
- News stories
- Council social media
- Emails and letters sent to affected landowners, stakeholders and interested parties
- Five drop-in sessions (5-7pm) at Loburn, Ohoka, Oxford, Woodend, and Rangiora during the consultation period
- Project information and panel at the Council stand at the Oxford A&P Show
- Presented at the All Boards meeting and individual meetings held with the four District Community Boards
- Hard copies of the full and summary strategy available at all Council Service Centres and libraries

The Council received 143 submissions during the formal consultation period. Submissions were accepted in hard copy (i.e. letter or feedback form) and electronically via the online feedback form or email.

A hearing for those who wished to speak to their written submission was held on 29 and 30 April 2019 and the hearing panel consisted of Mayor Ayers (Chair) and Councillors Atkinson and Meyer. Hearing panel deliberations occurred in May 2019, at which the hearing panel made recommendations for a revised Strategy based on comments received and any further information. These are now inserted in this document.

A revised Waimakariri Rural Residential Development Strategy will be presented to Council for adoption in mid-2019. The Waimakariri District Plan Review process will then be the key vehicle through which the final Waimakariri Rural Residential Development Strategy will be implemented.

Key Feedback and Recommendations

Feedback provided in the 143 submissions received was varied. The following pages provide a discussion of comments made against the five areas proposed for further rural residential growth in the draft Rural Residential Development Strategy, as well as outline other areas sought by submitters for rural residential development, and any other relevant comments made that sit within the scope of this Strategy. Each section then provides officer recommendations to the hearing panel to assist in decision making.

Proposed growth areas were identified through a series of Inquiry by Design workshops and then assessed against seven key criteria. Examining key environmental, social and infrastructure constraints and opportunities then informed the particular growth directions proposed within the shortlisted areas including in the draft Strategy. The methodology is further outlined on page 11 of the draft Strategy (“Identifying New Rural Residential Areas”), and the outcomes of the Preliminary Criteria Assessment exercise is available on the project webpage.

The draft Strategy’s five proposed areas for rural residential growth, around which this summary is organised, are:

Primary Growth Areas

1. Swannanoa
2. Oxford
3. Ashley / Loburn

Secondary Growth Areas

4. Ohoka
5. Gressons Road (north of Woodend)

Primary areas represent preferred development locations due to a number of advantageous factors outlined in the draft Strategy. The secondary areas for potential rural residential growth generally face greater challenges, particularly in terms of natural hazard constraints. While acknowledging such constraints, the Council’s District Planning and Regulation Committee (DPRC) wished to test the secondary growth areas through a public consultation process.

It is possible that a final Strategy, based on community feedback and other updated expert information, does not include all of these areas.

It should be noted that feedback discussed in this document summarises the views of submitters only; they are not the views of the Council. Each proposed growth area stipulated in the draft Strategy is discussed in turn, starting with a reminder of and rationale for the proposed growth directions (arrows), followed by a summary of submitters’ feedback relating to each area. Officer recommendations are then inserted based on submissions received and internal staff discussions.

Overall, the key messages from submissions are:

- The **Ashley/Loburn** proposed growth area is the most frequently commented on by submitters and received the greatest support for expansion of rural residential development. More than one third of all submitters commented on Ashley/Loburn and around three in four of these want to see further development here. However, the perceived limited capacity of the Hurunui Water Scheme is a concern among some.
- Expanding **Ohoka** received the greatest opposition (by proposed growth area) from submitters due to local drainage and flooding issues as well as concern over changes to the small village character. The key landowner of the proposed growth direction is in support.
- There is good support for more rural residential development at **Swannanoa**. Some alternative directions are also proposed including land to the east of the Swannanoa School, north, and west of Two Chain Road.
- Support and opposition to further rural residential development at **Oxford** is largely equal. Generally there is less support for the northern proposed growth direction, than the southeast. Some alternative growth directions are proposed.
- **Gressons Road** proposed growth direction received the fewest specific comments through submissions and there is a little more opposition for this area than support. The key landowner of the proposed growth direction to the south is in support.
- Around a quarter of all submitters propose **other areas** more suitable for rural residential development, including various locations around Mandeville (including San Dona Olive Grove area), on the outskirts of Rangiora including in proximity to Lehman's Road, Fernside, locations close to Woodend, Island Road, around small settlements, and adjacent to the existing urban edge of large centres. It is also suggested that Council allow dwellings to be constructed on historic rural titles that are smaller than the minimum lot size, and subdivide existing 4ha rural lots.

Swannanoa

Taking into account identified local strengths and constraints, the draft Strategy proposes further rural residential development to the north and west of the existing Rural Residential Zone, as shown in figure 1. These directions were identified because they largely avoid versatile soils and flood hazard areas more prevalent to the south. The draft Strategy acknowledges that appropriate connectivity, particularly to the school, across Tram Road and Two Chain Road would need to be considered in any development proposal.

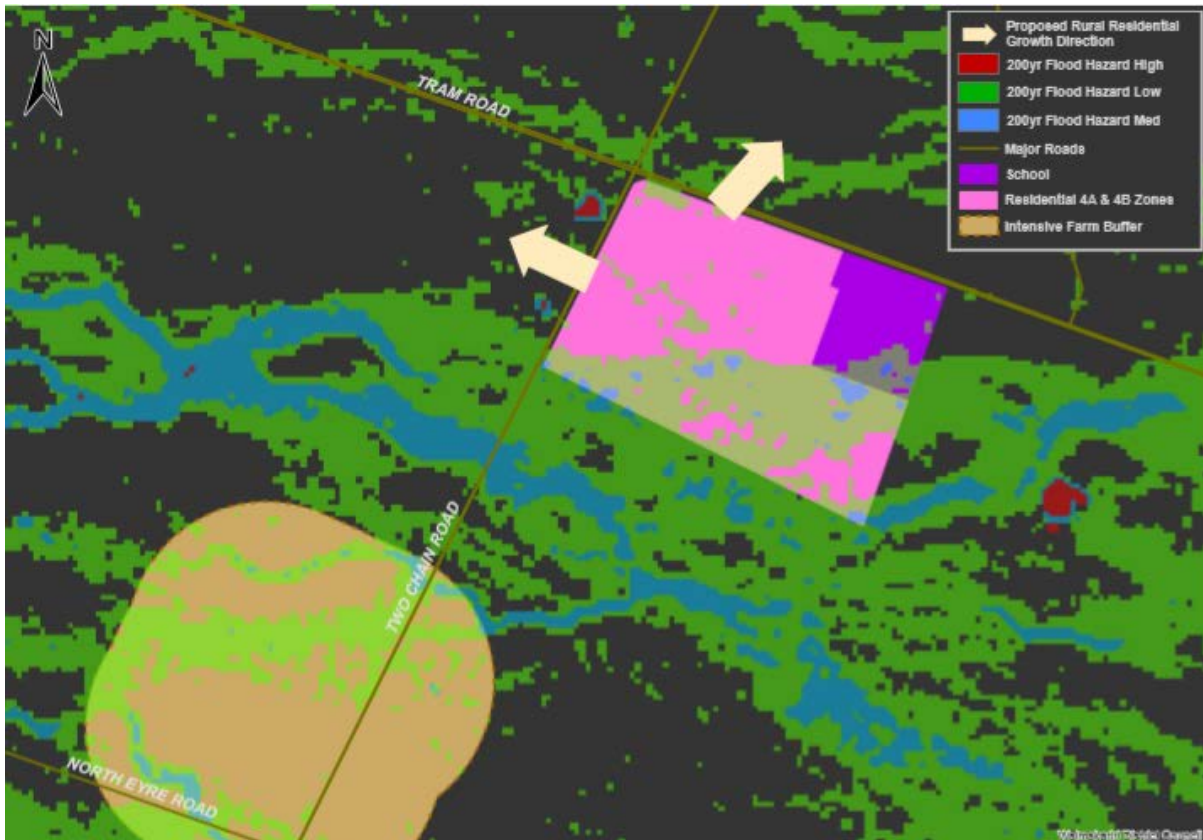


Figure 1. Swannanoa proposed rural residential growth direction

Forty-four submitters provided comments relevant to Swannanoa as a proposed location for further rural residential development. Around 24 individual submitters support proposals to extend Swannanoa through further rural residential development. Another 13 oppose further rural residential development at Swannanoa.

Among those who support further rural residential development at Swannanoa, growth is considered beneficial to support the local school and established social and community infrastructure. The avoidance of versatile soils is applauded, and some landowners are keenly interested in subdividing their properties to meet rural residential densities. A cluster of such submitters, for example, reside in the land west of Two Chain Road and north of Tram Road.

Some alternative / additional growth directions in and around Swannanoa are suggested by some submitters:

- To east of existing rural residential zone, along from the school – safer for school children not needing to cross Tram Road; could serve to expand school for community space or additional parking; infrastructure in place; avoids further traffic congestion and parking issues; provides connectivity to Mandeville. Landowner is in support and provided flood hazard assessment which stipulates flow paths cannot be obstructed but can be designed around; and traffic assessment. School in support of eastern growth direction.
- Further west of Two Chain Road to include 1419 and 1401 Tram Road
- To the north
- Block of land bounded by Tram Road, Two Chain Road, North Eyre Road and No 10 Road

There are various reasons provided by submitters who oppose further rural residential development at Swannanoa. These include that Swannanoa is an undesirable location lacking key amenities; is too

flood prone with a high water table and existing flooding needs to be addressed in the first instance; and that there is ample supply of rural residential lots and instead, currently zoned properties could be further subdivided. Others suggest that further growth would render the settlement undesirable by locals who moved to Swannanoa to experience a quiet rural lifestyle; create traffic congestion; and result in a dissected community (if growth develops to the north of Tram Road). The potential for reverse sensitivity must also be avoided when considering growth directions.

Officer Recommendation

- Retain Swannanoa as growth area for further rural residential development
- Retain the original growth directions to the north and west as per draft RRDS, acknowledging: 1) landowners' support for rural residential development in these directions, 2) submitters' general support for further growth at Swannanoa, and 3) the avoidance of versatile soils and flood hazards in these areas
- Avoid adding a new growth direction to the east or south of the existing rural residential zone as sought by submitters due to flooding / overland flow path implications and overall capacity in the sewer scheme which would not be able to accommodate all of these growth directions
- Avoid adding a new growth direction further to the northwest of the existing rural residential zone (west of Two Chain Road, north of Tram Road as sought by some submitters) due to resulting disjointed urban form outcomes

Changes required to RRDS

- None identified

Panel Recommendation

The panel noted the overall positive support from submitters for further rural residential growth at Swannanoa and accepted the officer recommendation that Swannanoa is retained as a rural residential growth area in the final RRDS.

The panel acknowledged that the northern and western growth directions identified and tested through the draft RRDS have the benefit of avoiding versatile soils (which should be protected for productive primary activities) and flood hazard areas more prevalent to the south and partly to the east.

In light of the above, the panel accepted the officer recommendation that the original growth directions to the north and west identified in the draft RRDS are retained in the final Strategy, noting landowners' support for rural residential development in these directions.

The panel further recommended that adding a new growth direction to the east is avoided. The panel appreciated the thorough submission made by the landowner to the east of Swannanoa seeking the opportunity for rural residential development at this site, but concluded that issues relating to flooding / overland flow path implications and overall capacity constraints in the sewer scheme make this growth direction less favourable than the original growth directions identified.

The panel accepted the officer recommendation that adding a new growth direction further to the northwest of the existing rural residential zone is avoided due to resulting disjointed urban form outcomes. The panel acknowledged that this direction, if deemed feasible, could be considered in a future review of the RRDS when the area would potential adjoin new development.

The panel accepted the overall officer recommendation that no changes in relation to Swannanoa are required to the final RRDS.

Oxford

The draft Strategy proposes two rural residential growth directions to the north and southeast of Oxford, as shown in figure 2. These areas largely avoid flood hazard areas particularly prevalent to the southwest and northeast. They also avoid areas directly adjacent to the existing urban Residential Zone of Oxford protected for long-term residential growth and signalled in the Council's District Development Strategy, for example the area to the immediate east of the Residential 2 Zone towards the current Rural Residential Zone. The proposed southern growth direction has the potential to create improved urban form by joining two existing but fragmented rural residential zoned areas. The draft Strategy acknowledges that caution will need to be applied to avoid any potential reverse sensitivity issues that could arise from proximity to the Wastewater Treatment Plant and established business activities on Harewood Road.

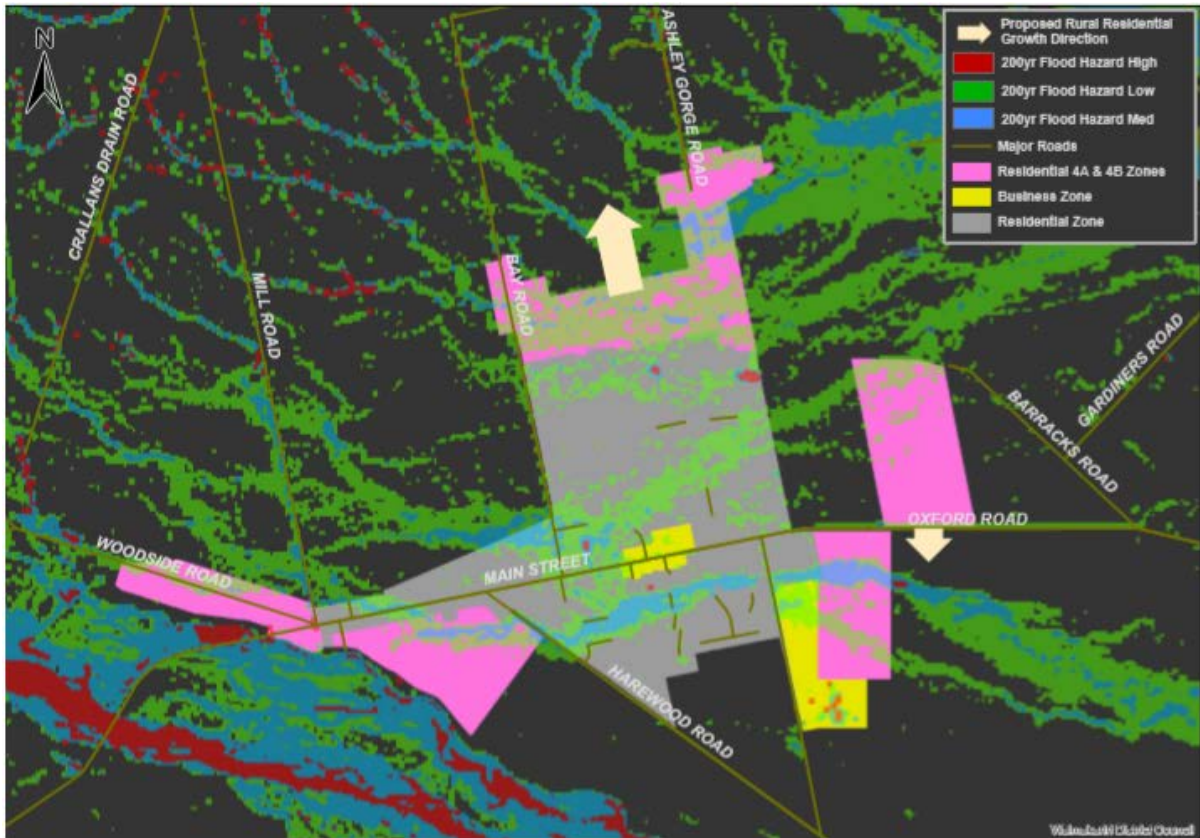


Figure 2. Oxford proposed rural residential growth directions

Thirty-three submitters specifically provide comments relating to Oxford as a proposed area for further rural residential development. Roughly equal number of submissions support and oppose further development at Oxford.

Submitters in favour of further rural residential development at Oxford state there are many amenities and existing infrastructure that an added population could benefit from. A few submitters support one of the proposed growth directions but not the other, with generally more opposition to growth to the north than the southeast. The key landowner of the property within the growth direction to the north is in support of the proposal for further rural residential development here.

Some alternative growth directions are offered by submitters, including:

- West of Bay Road
- Southwest of Harewood Road (22 Harewood Road)
- Directly south of the township 'into the triangle'
- East of northern Oxford (Victoria Street / Powell Road)
- Directly east of eastern rural residential zone (at Gardiners Road / Barracks Road)

Those in opposition of further rural residential development at Oxford believe that Oxford is too remote from main (employment) centres and further development would result in an increased commuter population. Hesitancy of losing their rural outlook north is voiced by submitters who reside at the northern edge of the current north Oxford rural residential zone. Others suggest there is already ample supply of rural residential lots in Oxford to meet demand. Horticulture New Zealand oppose proposed growth that would affect versatile soils to the north. A few submitters would entertain growth by way of intensification of existing residential zones, but oppose further sprawl of Oxford.

One submitter suggests that with expansion comes the required consideration of effects on current approaches and perceived entrances into Oxford. Further growth has the potential to alter the visual and physical character of the town setting. Subsequently, rules would be needed to establish or retain the character of entrance roads as well as good connectivity within the township.

Officer Recommendation

- Retain Oxford as a growth area for further rural residential development
- Retain the original growth directions to the north and southeast as per draft RRDS, acknowledging: 1) landowner support for rural residential development in both of these growth directions, 2) the avoidance of flood hazards in these areas particularly prevalent in other directions, 3) the potential to create improved urban form in the southeast, and 4) avoidance of areas identified for long term urban growth in the District Development Strategy
- Avoid adding a new growth direction further to the east as sought by a submitter which would create an unfavourable elongated urban form outcome
- Avoid adding new growth directions in other areas suggested by submitters listed above as they adjoin the Residential 2 Zone and therefore would impede long term urban development of the township

Changes required to RRDS

- None identified

Panel Recommendation

The panel noted the roughly equal support and opposition to further rural residential growth at Oxford and accepted the officer recommendation that Oxford is retained as a rural residential growth area in the final RRDS.

The panel acknowledged that the northern and south-eastern growth directions identified and tested through the draft RRDS have the benefit of largely avoiding flood hazard areas particularly prevalent to the southwest and northeast, while also avoiding areas directly adjacent to the existing urban Residential Zone of Oxford protected for long-term residential growth.

In light of the above, the panel accepted the officer recommendation that the original growth directions to the north and southeast identified in the draft RRDS are retained in the final Strategy, noting landowners' support for rural residential development in these directions.

The panel further recommended that adding a new growth direction to the east is avoided at this time as this would create an unfavourable elongated urban form outcome for Oxford.

The panel accepted the overall officer recommendation that no changes in relation to Oxford are required to the final RRDS.

Ashley / Loburn

The draft Strategy proposes two rural residential growth directions to the east and west of Loburn Lea and three to the north, east and west of Ashley village. These areas are relatively free from localised flood hazard and many of the underlying lots are large in size and in single ownership,

which may make potential development more practicable. However, the draft Strategy acknowledges that some of the proposed growth directions do impact on land with versatile soils.

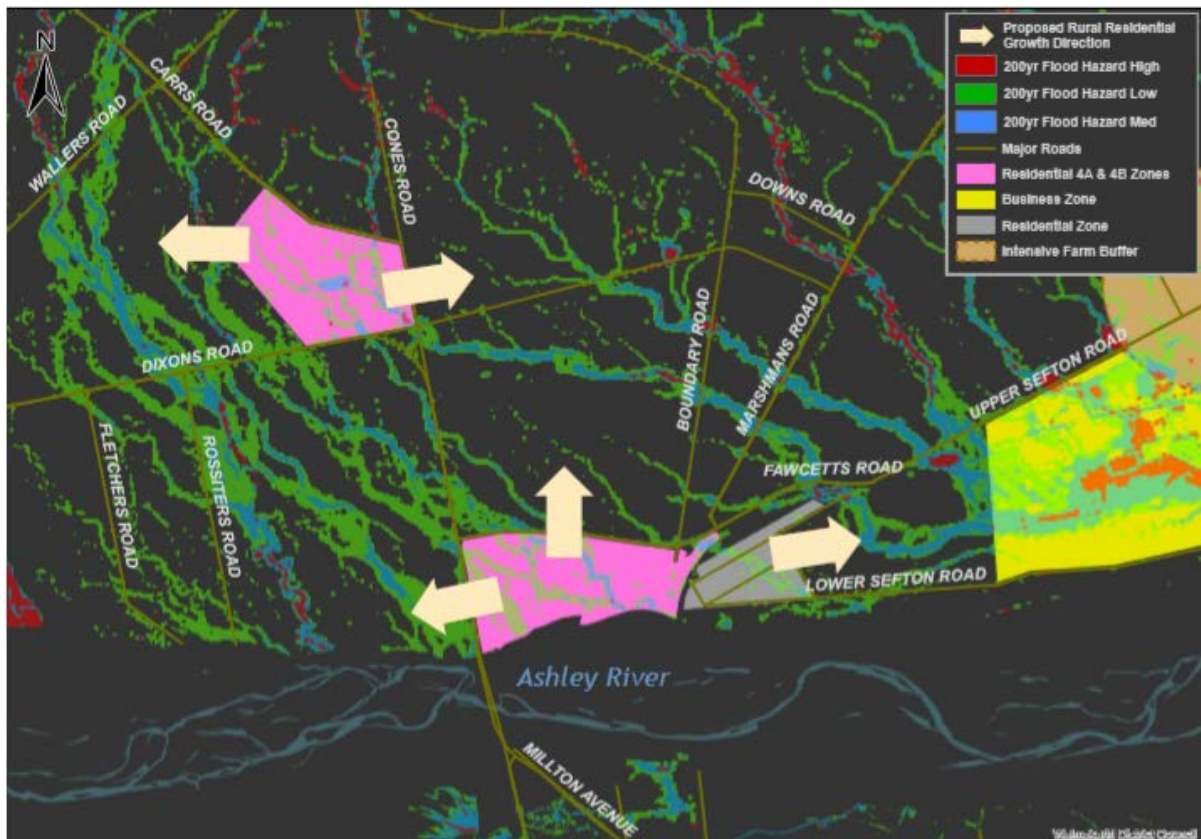


Figure 3. Ashley/Loburn proposed rural residential growth directions

Fifty-two submitters specifically commented on the proposed growth area of Ashley/Loburn. A vast 37 of these are in support of further rural residential development at Ashley/Loburn, making this area the most overtly supported proposed growth location identified in the draft Strategy.

Submitters in support of development agree that the close proximity to Rangiora with its ample social, community and employment infrastructure in place makes the Ashley/Loburn area highly desirable for further rural residential living. Ashley/Loburn is thought to be exceptionally well connected via the new Ashley Bridge. The suggestion of connecting Ashley/Loburn to the Council's reticulated wastewater network is appealing to many submitters, as is the economic contribution potential of an increased local population. A number of landowners voice their support of being rezoned to rural residential and would welcome the opportunity to subdivide and hence, downsize.

One submitter suggests the inclusion of land at Rossiters Road where there are 3 acre lots already. Two others recommend a minimum lot size of 2000m² at Ashley/Loburn and an average density of 3000m². This is considered possible as Ashley/Loburn falls outside of the Greater Christchurch Urban Development Strategy area.

Twelve submitters oppose further rural residential development at Ashley/Loburn. A common concern amongst submitters here is the capacity to cater for further households under the Hurunui District Water Supply scheme, which submitters suggest already struggles with supply and water restrictions are frequent. One submitters argues that biodiversity, recreation, amenity and open space values must be protected by prohibiting any development along Ashley River. Further, subdivision should not spread across Cones Road in order to protect the open, rural character of the

land. Others who oppose growth wish to retain the settlement as small and rural as possible and believe there is ample supply of rural residential lots already. It is thought that added development would exacerbate traffic issues and that much land is unsuitable due to flooding. The owner of land east of the Ashley village opposes development as already, his properties suffer from flooding and further subdivision would only worsen this. Horticulture New Zealand oppose the proposal due to inherent impacts on versatile soils in this area, which are a finite resource crucially important for food production.

Officer Recommendation

- Retain Ashley/Loburn as growth area for further rural residential development
- Remove the western growth direction from Loburn Lea recognising the landowner's opposition to rural residential development in this location
- Retain the eastern growth direction from Loburn Lea recognising several underlying landowners' support of this direction, together with general support for rural residential growth at Ashley/Loburn through submissions, and the avoidance of land subject to localised flooding
- Remove the western and eastern growth directions from Ashley village north of the Ashley River, in recognition of some landowner opposition to the east, a lack of known interest in the development of the land to the west, and the Ngāi Tūāhuriri Runanga's opposition of development north of the Ashley River bed (shared by some other submitters for biodiversity/ecology reasons)
- Retain the northern growth direction from Ashley recognising the support for further rural residential development from several key underlying landowners, recognising the potential for improved urban form long-term by joining Ashley and Loburn Lea, recognising the avoidance of localised flooding, and in light of general good support for rural residential growth at Ashley/Loburn through submissions
- Avoid adding the suggested growth direction to incorporate land further west of Ashley at Rossiters Road due to a resulting lack of connection to the existing zones and flooding issues related to these sites

Changes required to RRDS

- Retention of only the growth direction arrows north of Ashley and east of Loburn Lea; removal of remainder of growth directions shown in draft RRDS

Panel Recommendation

The panel noted the vast support for further rural residential growth at Ashley/Loburn and accepted the officer recommendation that Ashley/Loburn is retained as a rural residential growth area in the final RRDS.

The panel acknowledged the growth directions identified and tested in the draft RRDS are relatively free from localised flood hazard but that some do impact on land with versatile soils. Furthermore, the panel noted the landowner's opposition to rural residential development to the west of Loburn and thus, accepted the officer recommendation that this growth direction is removed from the final RRDS.

The panel noted landowners' support for rural residential development to the east of Loburn and the north of Ashley and thus, accepted the officer recommendation that these growth directions are retained in the final RRDS.

The panel noted the opposition to rural residential development voiced by a landowner to the east of Ashley and the lack of known landowner interest to the west of Ashley, together with the Ngāi Tūāhuriri Runanga's opposition to further rural residential development to the direct north of the Ashley river bed (shared by some other submitters) and accepted the officer recommendation that these growth directions are removed from the final RRDS. The panel felt that removing the growth direction west of Ashley would also help to protect this land (in large lot size) on versatile soils for primary productive uses.

The panel also accepted the officer recommendation that rural residential development to incorporate land further west of Ashley at Rossiters Road should be avoided at this time due to the disconnect from the existing rural residential nodes.

The panel felt that focusing rural residential development to the north of Ashley and east of Loburn has the potential to create good consolidated urban form outcomes.

Ohoka

The draft Strategy proposes further rural residential development to the southwest of the existing Ohoka village Residential 3 Zone. This direction largely avoids versatile soils and flood hazard areas. Ohoka was included in the draft Strategy as a secondary growth location.

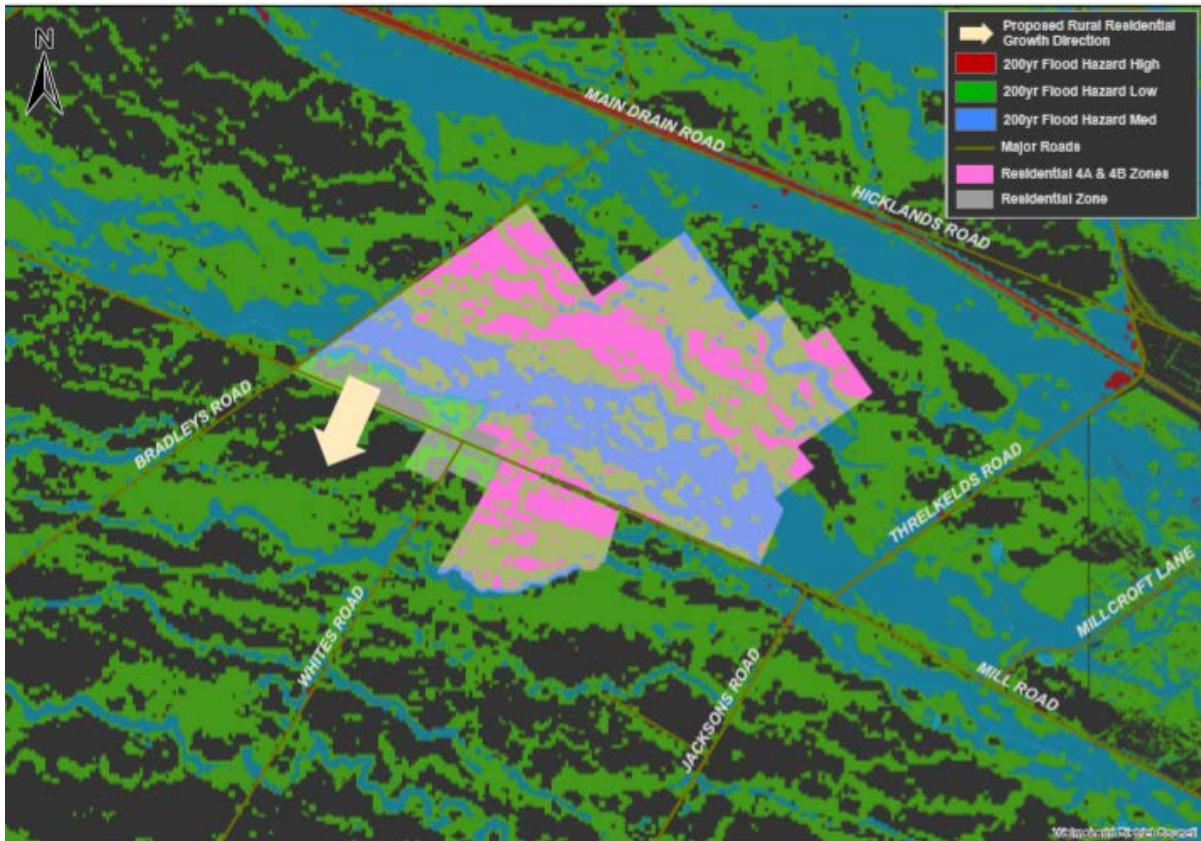


Figure 4. Ohoka proposed rural residential growth direction

Fourty-seven respondents made particular comment in relation to Ohoka as a potential growth location for further rural residential development. Almost half of these submitters (22) oppose further growth at Ohoka and 13 support growth. Another 10 suggest alternative growth locations / directions at Ohoka.

Key reasons provided for opposing further rural residential development at Ohoka include poor drainage of the land coupled with a high water table; the wish to retain the English village character and small scale of the settlement; pressure further growth would place on local infrastructure; a lack of demand for more lots; and a desire to protect productive rural land.

Those who support further development at Ohoka believe growth would benefit from the existing local community and commercial infrastructure and services; is logical because of its proximity to main centres; and avoids versatile soils. The landowner within the proposed growth direction is in support of rezoning. A couple of submitters argue that Ohoka should be a primary growth area, while a few others recommend improvements to the local roading network and the quality of services such as wastewater disposal and water supply. A small number of submitters propose allowing intensification of existing rural residential lots to a higher density.

A few submitters suggest a number of alternative / additional growth directions for Ohoka, including:

- Allow dwellings on rural lots on historical titles if they fall below the current minimum lot size in Ashworths Road (west of Ohoka). It is argued that approval of housing on this small cluster of historical titles will not impact on rural character and more fully utilise land resources for productive use.
- Strip of land towards Threlkelds Road which is currently divided into 4ha lots

- Land at east of Bradleys Rd, 401 Bradleys Road which is 12ha large, owned by submitters
- Only rezone small pockets of land around existing town
- West along Mill Road, which is drier land and has easy access to Mandeville and Rangiora
- Block of land bounded by Mill Road / McRoberts Road / Dawsons Road / Tram Road and Bradleys Road

Officer Recommendation

- In light of strong local resident opposition (including from the Ohoka Residents Association) to further rural residential growth at Ohoka, coupled with known flooding and high water table constraints and sufficient capacity of still undeveloped lots zoned rural residential at present, it is recommended that Ohoka is removed as a growth area from the final RRDS. This acknowledges that Ohoka was included as a secondary growth area in the draft RRDS, which the Council was interested in testing through a public consultation process.
- In line with the above recommendation, avoid any new growth direction to the northwest of Ohoka as suggested by a submitter. Irrespective of the recommendation to remove Ohoka altogether, the alternative growth direction to the northwest is within the medium and low flood hazard area, is fully within the versatile soils area, has the lowest soil drainage area classification, and has high voltage transmission lines crossing the middle of the site in question.
- In line with the recommendation to remove Ohoka as a growth area, avoid introduction of any additional growth directions otherwise suggested through submissions

Changes required to RRDS

- Remove Ohoka as a growth area in the final RRDS

Panel Recommendation

The panel noted the significant opposition to further rural residential development at Ohoka through submissions due to local drainage and flooding issues and concerns that further growth might negatively impact Ohoka's small village character.

While the panel noted support for rural residential development from the landowner to the south of Ohoka and northwest (the latter by a submitter seeking an additional growth direction), the panel accepted the officer recommendation that Ohoka is removed altogether from the final RRDS as a rural residential growth area.

In light of this, the panel recognised there is still ample capacity of yet-to-be developed lots in the Residential 4A Zone at Ohoka north of Mill Road. Concerns over stormwater run-off causing downstream effects and compounding the localised flooding problems at Ohoka contributed to this decision.

Gressons Road (north of Woodend)

The draft Strategy proposes further rural residential growth to the south of the existing Residential 4B settlement. This area is relatively free from localised flood hazard and avoids the potential community severance associated with State Highway 1. The draft Strategy acknowledges the proposed growth direction is within a Silent File Area indicating the presence of significant wāhi tapu

or wāhi taonga somewhere in the area. Therefore, consultation with Ngāi Tūāhuriri is particularly important in order to identify effects of the activity and to avoid, remedy or mitigate those effects. The draft Strategy also acknowledges that the proposed growth direction does impact land with versatile soils. Gressons Road was included in the draft Strategy as a secondary growth location.

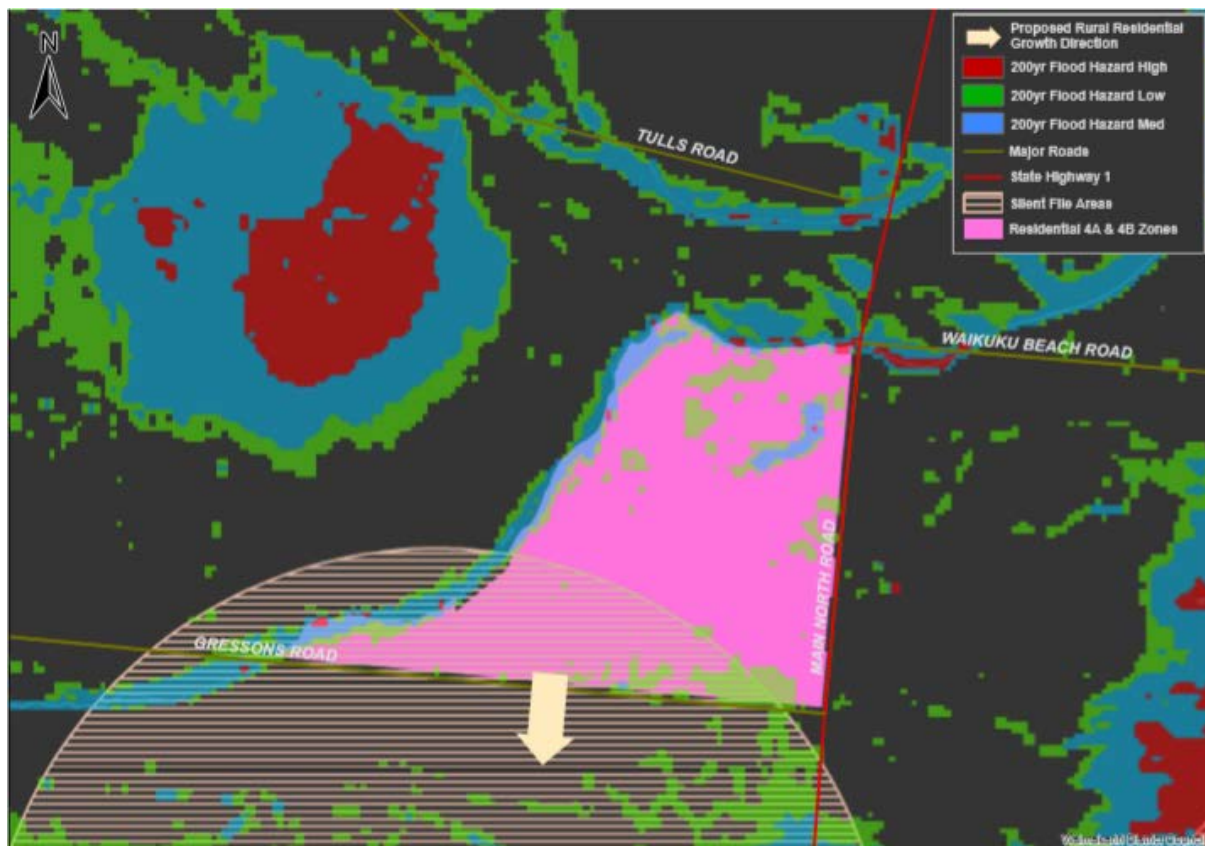


Figure 5. Gressons Road proposed rural residential growth direction

Twenty submitters specifically addressed the proposed growth area of Gressons Road in their submission. More than half (11) oppose further rural residential development here. Reasons provided include that development is proposed across highly versatile soils that should be protected; that the Ngāi Tūāhuriri Runanga’s reluctance to encroach on land within a Silent File area is a significant concern; and that providing infrastructure will be costly not only to new lots but existing lots in the Rural Residential Zone north of Gressons Road which are required to connect to the Council wastewater scheme in accordance with their Certificate of Title. In addition it is thought that existing infrastructure including telecommunication already struggles; that the land experiences poor drainage; and that there are already ample rural residential lots. Some submitters are concerned that the area is within the liquefaction susceptibility area; and that additional traffic on Gressons Road and ultimately through Woodend would be a poor outcome.

The owner of the land proposed for further rural residential development south of Gressons Road (approximately 30ha large) submits his support for such rezoning. Following the site’s inclusion in the 2010 Rural Residential Development Plan, the submitter has progressed plans substantially. The submitter states he has experience in consulting and implementing processes and protocols to address matters of importance to Ngai Tuahuriri. A geotech report, preliminary infrastructure servicing report, and ground contamination assessment have been undertaken which form appendices to his submission, together with an Outline Development Plan.

Officer Recommendation

- Retain Gressons Road as growth area for further rural residential development
- Retain the southern growth direction identified in the draft RRDS in light of the landowner's support and readiness for further rural residential development, recognising this is relatively free from localised flood hazard, avoids versatile soils, and avoids the potential community severance associated with State Highway 1
- Ensure appropriate discussions are held with Ngāi Tūāhuriri Runanga given the site is within a Silent File area

Changes required to RRDS

- None identified

Panel Recommendation

The panel acknowledged the key landowner's support and readiness for further rural residential development at the lot south of the existing Residential 4B Zone at Gressons Road. The panel noted that the lot is largely free from localised flood hazard and avoids the potential community severance associated with State Highway 1, though does impact on versatile soils and lies within a Silent File area.

The panel accepted the officer recommendation that Gressons Road remains in the final RRDS as a growth area, providing meaningful consultation is undertaken with Ngāi Tūāhuriri. This decision also acknowledges the fact that this area was included in the 2010 Rural Residential Development Plan and that the landowner in question has made significant effort in recent years to progress plans for rural residential development at this site.

Other Areas

Thirty-seven submitters suggested other areas for rural residential development, outside of the five proposed growth areas. Some of these submitters are landowners of the sites in question, others provide a general recommendation. The following list provides the proposed alternative locations for rural residential development. The rationale for these suggestions are contained in Appendices A and B.

Quite specific alternative locations were suggested at the following sites:

- Mandeville, various locations including:
 - o Intensification of San Dona Olive Groves area north of Mandeville (8 submitters)
 - o North of Millfield (121 Wards Road)
 - o Dawsons / Ashworths Road area
 - o 859 Tram Road, 82 and 83 Ohoka Meadows Drive, 374 Mandeville Road
 - o 2 Ashworths Road, "Prosser land" north of Mandeville (substantial submission including supporting documentation)
 - o Land bounded by Tram Road, Wards Road, No 10 Road, Two Chain Road
 - o 133, 135, 137, 121, 93, 143 Wards Road, 1136 Tram Road, 490 No 10 Road

Officer Recommendation

- Continue to exclude Mandeville as a growth area as this was originally removed from the shortlist of potential locations to consider including in a draft RRDS under a 'special circumstances' status as the District Plan has in place the Mandeville Growth Boundary (MGB) which was inserted during Council Plan Change 32 in 2012 in order to address sprawl issues in Mandeville. Given this is relatively recent, there is no argument that the basis for this growth boundary has changed. Also Mandeville is affected by undercurrents / groundwater resurgence (confirmed again by the Mandeville Residents Association in their submission and at the hearing), along with high groundwater levels and overland flows.
- A potential rural residential growth location in the Mandeville vicinity between Wards Road and No 10 Road was already tested through a previous Plan Change process and rejected by the commissioner. Foundation Foods, who operate a factory at 949 No 10 Road, also oppose adjacent rural residential development due to concerns over the creation of reverse sensitivity issues associated with odour and noise. High voltage power lines also run across the sites in question.
- Another potential rural residential growth location at 82 and 83 Ohoka Meadows Drive and neighbouring properties was already tested for inclusion in the MGB and rejected by the Environment Court.

Changes required to RRDS

- None identified

Panel Recommendation

The panel considered requests made by submitters for additional rural residential growth in close proximity to Mandeville but agreed with the overall officer recommendation to continue to exclude Mandeville as a growth location in the final RRDS.

This panel recommendation was informed by the understanding that the basis for the current Mandeville Growth Boundary (MGB) has not changed since its introduction. The MGB was inserted into the District Plan in order to control the sprawl of development at Mandeville and protect the urban form of the settlement and effects on the adjacent rural zone.

The panel considered that the provision for further rural residential development should be concentrated on other parts of the District and recommended that the MGB is carried over into the revised District Plan.

Related to this, the panel recommended that the San Dona area north of Mandeville should continue to remain outside of the MGB and intensification of these lots not enabled through the RRDS. In making this recommendation, the panel reviewed staff advice that outlined practicality and funding issues relating to drainage / flood management and wastewater and water provision that would occur with enabled intensification. The panel recommended that instead, the District Plan Review process consider the feasibility and practicality of the San Dona area as a special area under the revised rural production provisions.

- Rangiora including:
 - o West of Lehmans Road (4 submissions), including racecourse land, west of Lehmans Road and north of Oxford Road (including addresses 263, 265, 255b, 311, 315, 305, 285, 271, 261, 257, and 201 Lehmans Road; area south of Johns Road, west of Lehmans Road)
 - o 250 Coldstream Road

Officer Recommendation

- Continue to exclude the area west of Lehmans Road and the racecourse land at Rangiora as growth areas as these were originally considered but not included in the draft RRDS as they trigger the key preliminary criteria of:
 - o being on the direct edges of a main town outside of the Projected Infrastructure Boundary (PIB) thereby foreclosing more intensive long-term urban development, and
- Continue to exclude the lot at 250 Coldstream Road as this does not satisfy an appropriate scale of a growth area and it triggers two key preliminary criteria of:
 - o being on the direct edges of a main town outside of the Projected Infrastructure Boundary (PIB) thereby foreclosing more intensive long-term urban development, and
 - o not being connected to existing rural residential nodes or small settlements.

Changes required to RRDS

- None identified

Panel Recommendation

The panel accepted the officer recommendations to exclude areas on the fringes of Rangiora in the final RRDS due to these having the potential to foreclose more intensive long-term urban development of the town.

- Fernside including:
 - o 177 Oxford Road
 - o 287, 307, 275, 263 Oxford Road and 72, 28 Mount Thomas Road

Officer Recommendation

- Continue to exclude Fernside as a growth area as sites in question are:
 - o Not connected to existing RR nodes or small settlements (177 Oxford Road)
 - o Within Ashley River Breakout hazard – within high flood hazard area (Fernside)
 - o Fernside sites are also subject to high voltage transmission lines running across the southern point of site, and are within the versatile soils area

Changes required to RRDS

- None identified

Panel Recommendation

The panel accepted the officer recommendations to exclude Fernside in the final RRDS primarily because the sites in question lie within Environment Canterbury's Ashley River Breakout area and therefore within a high flood hazard.

- Woodend area including:
 - o Along Parsonage Road including 110 Parsonage Road
 - o 219 and 221 Gladstone Road
 - o Land between Woodend and Pegasus
 - o Southeast Woodend including 16 Fuller Street

Officer Recommendation

- Continue to exclude these Woodend periphery areas as growth areas as:
 - o On edge of main town – foreclosing long-term urban expansion (Parsonage Road)
 - o Not connected to existing RR nodes or small settlements (Gladstone Road)
 - o 16 Fullers Road is within liquefaction susceptibility area, around half the site has low soil drainage, within two Silent File areas, most of the site is within versatile soils area, most of the site is within medium flood hazard area and only the eastern portion practical to develop.

Changes required to RRDS

- None identified

Panel Recommendation

The panel accepted the officer recommendations to exclude Woodend in the final RRDS as some suggested sites are on the direct edge of Woodend (Parsonage Road), thereby foreclosing long-term urban expansion, or not connected to existing rural residential nodes of small settlements (Gladstone Road). The Fullers Road site was considered too problematic for rural residential development for the reasons provided in the officer recommendations.

- Kaiapoi north west of Lees Road, east of Williams Street

Officer Recommendation

- Continue to exclude this north Kaiapoi as a growth areas as:
 - o On edge of main town – foreclosing long-term urban expansion
 - o Not connected to existing RR nodes or small settlements
 - o Insufficient scale

Changes required to RRDS

- None identified

Panel Recommendation

The panel accepted the officer recommendations to exclude north Kaiapoi in the final RRDS as the sites in question are on the edge of Kaiapoi, not connected to an existing rural residential node or small settlement, and insufficient in scale for the purpose of the RRDS.

Some submitters suggest more general areas that lend themselves to (further) rural residential development including:

- Close to already built up areas that provide the necessary services
- Small settlements including Cust, Sefton, West Eyreton, Clarkville and Eyrewell
- Adjacent or close to existing urban greenfield areas on the urban edge, providing lots sized 1000-3000m²
- Island Road from Silverstream to Tram Road or Neeves Road
- Allow current 4ha rural lots to subdivide to 2 or less hectares

Other Comments

A number of 'other' comments were made by submitters. These can be viewed in more detail in Appendices A and B. In summary, key general relevant messages include:

- Queries relating to and clarity sought regarding the cost of infrastructure requirements for rezoning land. Some seek more assistance from Council including suggestion that Council proactively rezone land.
- 4 ha lots are not productive and good use of valuable rural land
- Council should allow dwellings on historical titles in the rural zone that are smaller than the 4ha minimum to be a permitted activity
- Changes sought to permitted lot sizes in an existing or future rural residential zone with some seeking higher density (including land north Rangiora, east of Lehmans Road owned by Doncaster Development where submitters are seeking an average density of 2500m²)
- Support for avoiding the Christchurch International Airport noise contour when planning more rural residential development
- Productive rural land should be protected and no residential development should encroach on it, particularly on versatile soils; instead development should be more intensive to avoid further rural subdivision
- More areas for rural residential growth should be identified and planned for as the projected demand is likely to be underestimated
- Growth directions using arrows is too vague to be able to make informed decisions
- More consideration is needed regarding how the Strategy fits within the boarder Canterbury Regional Policy Statement (CRPS) and the Our Space strategic framework including household allocation and transport network implications
- Need measure to ensure any future development does not impact on the operation, maintenance and upgrade of the Main North Line rail corridor operated by KiwiRail
- Effort needs to be made to protect waterways, wetland, trees and biodiversity in any development
- Support for up-zoning (to urban) the current rural residential zone at northwest Rangiora within the Projected Infrastructure Boundary
- Need to restrict the number of businesses operating in rural residential zones

- Caution not to allow rezoning in areas that may trigger reverse sensitivity impacting on existing businesses operating in the rural zone (e.g. Foundation Foods located outside of Swannanoa)

Officer Recommendation – General Matters

- Direct the District Plan Review process to consider appropriate future densities of existing and new rural residential zones and seek comment on these through the Notified District Plan process. For example, appropriate densities might be influenced by such things as character of the area, capacity of the transport network, and opportunities to provide development incentives for the protecting or enhancement of significant indigenous vegetation.
- Direct the District Plan Review process to consider the feasibility of ‘up-zoning’ existing rural residential zones inside of the PIB (at Woodend, Rangiora and Kaiapoi) to accommodate long-term urban growth of these main towns
- Direct the District Plan Review process to consider the issues relating to historical titles through the Notified District Plan process
- Consider the suggested demand for large lot urban development (1,000m²-3,000m²) through the residential chapter of the Notified District Plan process
- Consider the minimum rural lot size as part of the Notified District Plan process
- Continue to protect the CIA noise contour and the Main North Line rail corridor through land use planning processes.
- Remove the status of primary and secondary growth areas in the final RRDS, recognising that the purpose of these was to assist the consultation process.

Changes required to RRDS

- None identified

Panel Recommendation

The panel accepted the officers’ recommendations in relation to general matters and recommended adding the following:

- Continue to protect the future designation of the Rangiora Airfield through land use planning processes and ensure that areas which would compromise the operational capacity of the Airfield are avoided for incompatible development.
- Direct the District Plan Review process to address matters relating to reverse sensitivity issues in the Rural Zone in order to provide better protection for more traditional rural activities.