

# Submission Form



Greater Christchurch  
Partnership

Te Tira Tū Tahi  
One Group, Standing Together

HAVE YOUR SAY BY 30 NOVEMBER 2018

## OUR SPACE 2018-2048

Greater Christchurch Settlement Pattern Update  
*Whakahāngai O Te Hōrapa Nohoanga*

### How to make a submission

*Online:* Make a submission using the online submission form at [www.greaterchristchurch.org.nz/ourspace](http://www.greaterchristchurch.org.nz/ourspace)

*Email:* [ourspace@greaterchristchurch.org.nz](mailto:ourspace@greaterchristchurch.org.nz)

*Post:* Our Space consultation, Greater Christchurch Partnership, PO Box 73012, Christchurch 8154

*Hand deliver:* Civic Offices, 53 Hereford Street

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## SUBMITTER DETAILS

Name: Carter Group Limited

Address: c/- Novo Group Limited  
PO Box 365, Christchurch 8013

Email: \_\_\_\_\_

I am completing this submission:  For myself  On behalf of a group or organisation

If you are representing a group or organisation, how many people do you represent? 1

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## HEARINGS

Hearings are planned for February 2019.

Do you wish to speak to the hearings panel?

Yes, I wish to speak at the hearings  No, I do not wish to speak at the hearings

If you wish to speak at the hearings, please indicate your preferred location to be heard and provide a contact number.

Preferred location:  Christchurch City  Rangiora  Rolleston

Contact number: \_\_\_\_\_

## QUESTIONS

The questions below may help you structure your submission in relation to the various aspects covered in **Our Space 2018-2048**. Section 5.7 of **Our Space** briefly outlines some alternative options considered when preparing this document. You can make submission points under each question and/or other and more general comments under question 9.

### Housing growth

#### Question 1

**Our Space** highlights there is significant capacity for new housing through redevelopment in Christchurch City but to accommodate housing growth in Selwyn and Waimakariri it identifies additional greenfield land around Rolleston, Rangiora and Kaiapoi.

**Do you agree or disagree with this approach and why?**

Agree       Somewhat agree       Neither agree nor disagree       Somewhat disagree       Do not agree

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To the extent that additional capacity is provided for greenfield (rather than infill) housing growth, consideration should be given to growth adjacent to existing urban land at Kainga, noting its proximity to Christchurch City and Kaiapoi and its suitability for development in terms of infrastructure availability, among other things. The rationale for further residential development at Kainga was advanced in submissions and evidence for PCI to the RPS (refer to the highlighted attachments) and this rationale remains relevant.

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#### Question 2

**Our Space** adopts the current planning framework that encourages a range of new housing types, especially in the central city, close to suburban centres within the City and around existing towns in Selwyn and Waimakariri.

**Do you agree or disagree with this approach and why?**

Agree       Somewhat agree       Neither agree nor disagree       Somewhat disagree       Do not agree

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To the extent that the framework/approach is generally agreed with, this supports some further growth at Kainga.

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**Question 3**

**Our Space** proposes to develop an action plan to increase the supply of social and affordable housing across Greater Christchurch and investigate with housing providers different models to make it easier for people to own their own home.

**What elements should be included in this action plan?**

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**Business growth**

**Question 4**

**Our Space** adopts the current planning framework that directs new commercial development (office and retail) to existing centres to retain their viability and vitality, especially the central city, suburban centres and town centres in Selwyn and Waimakariri.

**Do you agree or disagree with this approach and why? What further measures would support such development?**

Agree       Somewhat agree       Neither agree nor disagree       Somewhat disagree       Do not agree

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**Question 5**

The Canterbury Regional Policy Statement and the District Plans for Christchurch City and Selwyn and Waimakariri Districts have already identified sufficient capacity for new industrial businesses.

**Do you agree or disagree this is sufficient and in the right location and why?**

Agree       Somewhat agree       Neither agree nor disagree       Somewhat disagree       Do not agree

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## Growth needs

### Question 6

The proposals in **Our Space** are informed by a Capacity Assessment that considers future demands for housing and business land, based on demographic changes and projections from Statistics New Zealand, and likely changes in our economy, including through business sector trends and impacts from technological change.

**Do you agree or disagree with our evidence base and why?**

Agree       Somewhat agree       Neither agree nor disagree       Somewhat disagree       Do not agree

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## Transport and other infrastructure

### Question 7

**Our Space** promotes greater densities around key centres to increase accessibility to employment and services by walking, cycling and public transport. This aligns with recent transport proposals that signal more high frequency bus routes and an intention to deliver rapid transit along the northern and south-west transport corridors.

**Do you agree or disagree with this approach and why?**

Agree       Somewhat agree       Neither agree nor disagree       Somewhat disagree       Do not agree

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**Question 8**

**Our Space** aligns with broader infrastructure planning (including wastewater, water supply, stormwater, energy, telecommunications, community facilities, schools and healthcare) to help create sustainable, cohesive and connected communities.

**Do you agree or disagree with this approach and why? What more could be done to integrate infrastructure planning?**

- Agree     Somewhat agree     Neither agree nor disagree     Somewhat disagree     Do not agree

As noted above, Kainga is well serviced with infrastrcture and should be considered accordingly.

**Other**

**Question 9**

What other points do you wish to make to inform the final **Our Space 2018-2048: Greater Christchurch Settlement Pattern Update?**

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**Submissions are public information**

We require your contact details as part of your submission — it also means we can keep you updated throughout the project. Your submission, name and contact details are given to decision-makers to help them make their decision.

Submissions, identifying submitter names only, will be made available online. If requested, submissions, names and contact details may be made available to the public, as required by the Local Government Official Information and Meetings Act 1987.

If you consider there are compelling reasons why your name and/or feedback should be kept confidential please outline this in your submission.

14 May 2009

Canterbury Regional Council  
PO Box 345  
**CHRISTCHURCH 8140**

by email: [donald.fraser@ecan.govt.nz](mailto:donald.fraser@ecan.govt.nz)  
by email: [RPSPC1@ecan.govt.nz](mailto:RPSPC1@ecan.govt.nz)

**PC1 - OAKVALE FARM LIMITED, MAURICE CENTRE LIMITED, AND AVONHEAD MALL LIMITED**

Please find **enclosed** the Synopsis of Legal Submissions for these submitters. Their submissions have been set down for hearing on Wednesday, 20 May 2009.

Mr Tim Carter (a director of the submitter companies) and Mr Justin Prain will be lodging brief supplementary evidence tomorrow.

Yours faithfully  
**CAVELL LEITCH PRINGLE & BOYLE**

Per:

  
**AIDAN PREBBLE**

Partner

Email: [aidan.prebble@cavell.co.nz](mailto:aidan.prebble@cavell.co.nz)

Direct Dial: (03) 364 6336

Encl

**BEFORE THE**

Canterbury Regional Council

**IN THE MATTER OF**

the Resource Management Act

**AND**

**IN THE MATTER OF**

Proposed Change No. 1 to the Canterbury Regional Policy Statement Chapter 12A (Development of Greater Christchurch) including Variations 1, 2, 3 and 4.

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**SYNOPSIS OF LEGAL SUBMISSIONS FOR  
OAKVALE FARM LIMITED, MAURICE CENTRE LIMITED,  
AND AVONHEAD MALL LIMITED (“THE CARTER GROUP”)**

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**Introduction**

1. The purpose of this synopsis is to set out the main elements of the submissions of the Carter Group on PC1.
2. In summary, the Carter Group:
  - 2.1. Supports the objectives in PC1;
  - 2.2. Generally supports the identification of urban limits but requests identification of land at Kainga;
  - 2.3. Challenges the sequencing for some growth areas in Table 2;
  - 2.4. Challenges the failure to identify its centres at Ferrymead and Avonhead as key activity areas (“KACs”); and
  - 2.5. Seeks greater recognition for comprehensive developments in Policy 2 for intensification areas. In particular, it seeks recognition of the comprehensive development of the Intensification Area at Avon Loop.

## Legal Framework

3. The Carter Group generally accepts the summary of the legal framework in the Officer Reports. This framework will be well known to the Panel with the key aspects being the Regional Council's functions in section 30, the requirements for an RPS in sections 59 to 62, and the purpose and principles of the Act in Part 2.
4. To this it should be added that the Panel's considerations are guided by the requirements in section 32 involving the requirement for a further evaluation under subsection (2) to be made against the threshold tests in subsection (3) and in the context of the matters to take into account in subsection (4) (including benefits and costs).
5. Given its general agreement with the objectives in PC1, the Carter Groups case is therefore directed at the second threshold test and whether the policies and methods are the most appropriate means to achieve the objectives and, through them, the purpose of the Act. It is now well established that the "most appropriate" test in section 32(3) is indistinguishable from "better".<sup>1</sup>

## Issues

6. The main issues for the Carter Group are:
  - 6.1. Whether the sequencing within Identified Urban Limits in Policy 6 and Table 2 is the most appropriate method in terms of land at South Halswell (CSW4), Sparks Road (C3W3), and Upper Styx (CN3);
  - 6.2. Whether the Urban Limits on Map 1 go far enough in terms of the Kainga area;
  - 6.3. Whether the KACs identified in Policy 5 are the most appropriate;
  - 6.4. Whether Policies 2 and 7 are the most appropriate to the extent that they seek the protection of historic heritage features; and

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<sup>1</sup> See *Bates v Selwyn District Council*, Decision C7/06.



- 6.5. Whether Policy 2 “Intensification” should be amended to encourage comprehensive development of intensification areas where possible.

### **Summary of Carter Group Case**

7. As noted, the starting point is that the Carter Group agrees with the notified objectives and the overall thrust of the notified policy framework.

### **Sequencing**

8. The Carter Group has land holdings in South Halswell (CSW4), Sparks Road (C3W3), and Upper Styx (CN3).
9. The evidence of Mr Hall (servicing), Mr McGregor (traffic), and Mr Philips (planning) is that any servicing constraints for these areas can be resolved and the sequencing in Table 2 should be brought forward from 2017-26, to 2007-16.
10. Mr Carter gives evidence on the costs of the sequencing periods in Table 2 which currently delays development in these areas to the 2017-26 period.

### Urban Limits - Map 1 - Kainga

11. The Carter Group owns land at Kainga. Its evidence is that this is readily serviceable and better located than some other land areas identified within the urban limits. It says a change to Map 1 to include Kainga will better achieve Policy 2 and the objectives.

### Key activity centres

12. KACs are identified in Policy 5 and Map 1. They exclude existing commercial centres owned by the Carter Group at Ferrymead and Avonhead.
13. Its evidence is that these centres meet the criteria for a KAC. Changes to PC1 to identify them as KACs will better achieve Policy 5 and the objectives and will better reflect the existing distribution and network of existing suburban and district centres in Christchurch.

### Heritage protection

14. Heritage protection is referred to in Policies 2(e) and 7.<sup>2</sup>
15. Section 61(2) provides that the Council shall have regard to any “relevant entry in the Historic Places Register”. However, the Regional Council’s functions in respect of management of land use in section 30(1)(b) is:

“...the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance.”

(My underlining)

16. Policies 2(e) and 7 are not adequately qualified as to heritage protection. This is not such an issue with Policy 2(e) which does little more than restate a statutory obligation to be exercised on the merits. However, to the extent that a regional policy statement or plan contains policies that are directive about the protection of historic heritage features, it is submitted that this must be limited to the protection of historic heritage features of regional significance. Policy 7 should be amended to reflect this.

### Policy 2 - Comprehensive developments

17. The Carter Group supports Policy 2 for intensification. It owns a large area of land in Avon Loop which is identified on Map 1 as Intensification Area - Central City/L4.
18. Achieving the intensification of urban development in central Christchurch remains a major issue in terms of both the increase in density of inner city living areas and the quality of design of new developments. Mr Carter and Mr Prain will speak to this issue.
19. The Carter Group seeks an amendment to Policy 2 to encourage comprehensive development as a means of achieving quality inner city redevelopment.

**Aidan Prebble**  
20 May 2009

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<sup>2</sup> 7<sup>th</sup> Bullet point.

**SYNOPSIS OF EVIDENCE OF TIMOTHY MAURICE PHILIP CARTER ON BEHALF OF:  
OAKVALE FARM LIMITED,  
MAURICE R CARTER LIMITED,  
AVONHEAD MALL LIMITED**

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My name is Tim Carter and I am an employee of Carter Group Ltd who has made submissions to this Regional Policy Statement Plan Change 1 process under the subsidiaries of Oakvale Farm Ltd, Maurice R Carter Ltd and Avonhead Mall Ltd.

My responsibilities at Carter Group include all the Resource Management matters associated with our various landholdings.

Carter Group is a large privately owned company that was established by Maurice Carter (the Founder) in 1946 and is still wholly owned by the Carter Family.

Carter Group's core business is land and property ownership in the City of Christchurch and the Canterbury region where the majority of its assets are located.

Through our involvement over the last 6 decades in land development, housing construction and property investment the company has built up an extensive understanding of Town Planning matters and processes in Christchurch and Canterbury Region. As a company we have been strongly involved in the City Plan review process particularly focusing on urban growth and commercial distribution. Our submissions on the 1995 City Plan Review process were wider than just our commercial interests in that we submitted on matters that had no pecuniary benefit to us. We have a strong affinity with Christchurch and the Canterbury region and value how the area is developed. More recently we have also been involved in the South West Area Plan, the Urban Development Strategy and now the Regional Policy Statement Plan Change 1 (PC1).

**Summary of Carter Group's Concerns**

As a company we are generally supportive of the thrust of PC1 and the policy framework. We are particularly supportive of more urban consolidation and the policies managing growth over the next 10-

20 years. The company however has some concerns which relate to how PC1 is to be implemented at a policy level, particularly in terms of:

1. **South Halswell** – Carter Group purchased land under the subsidiary of Oakvale Farm Ltd bounding Glovers Road and Kennedy's Bush Road back in 2003, as this area had been rezoned Special Purpose (South Halswell) zone. This zone contemplates further residential development subject to the resolution of various matters which are in the control of the combined landowners and do not require specific funding from the Council. I emphasise that servicing matters were never identified as constraints to urban development at the rezoning of this Special Purpose Zone.

This land has clearly been forgotten about. Firstly, South West Halswell has been identified as an urban growth area but it has not been notated as a particular growth area on Map H6 and correspondingly is not listed anywhere in Table 2. It has also been forgotten that this land was rezoned for residential development in an Environment Court decision in 2003 of which Environment Canterbury was a party requesting the zoning (as can be seen in the Memorandum of the parties dated 16 May 2003).

I think it is unjust for Environment Canterbury to now promote a policy which proposes that this land is developed in the timeframe of 2017-2026 when they were a party to the Memorandum in 2003 that contemplated this land should be developed in the short term for residential development. We purchased this property based on this zoning and if the development is indeed deferred until 2017-2026 we will incur significant financial loss.

My experience indicates that zoned residential land is worth approximately \$600,000 per hectare. The sequencing proposed in Policy 6 would delay us from developing this land for a further 8 years until 2017 at the earliest. Discounting this 8 year period back at 8% we would incur a loss of \$275,000 a hectare or as our holding is 22 hectares a total loss of approximately \$6,000,000. I believe this loss is grossly unjust as we purchased this land based on the knowledge that it had been rezoned for residential purposes and that Environment Canterbury and Christchurch City Council were supportive of this zoning. Now this land maybe delayed due

to Environment Canterbury promoting a new development sequence that does not take account of the Environment Court decision back in 2003 of which they were a party.

This land should be identified in the first sequence of development. Regardless of this PC1 process we are able to apply for consent, under the current City Plan Special Purpose Zoning rules, to develop this land for residential purposes. Work on this process has commenced with a storm water discharge consent submitted to Environment Canterbury on Monday 18 May 2009. This land will be developed in the short term and hence it is illogical to identify this land to be developed post 2017.

2. **Kainga** – It is common sense to identify Kainga for immediate residential development. To my knowledge Kainga is the only area out of all the identified growth areas that has currently available sewerage capacity. Further, we have been informed by the Christchurch City Drainage Engineers that they require additional sewage flow in the pipes that serve this area as the current low flows cause engineering problems. Kainga also has roading capacity as you will hear from Mr McGregor and has no storm water issues. Kainga is attached to an existing settlement and therefore it is common sense to identify Kainga for immediate residential development.

Kainga was purchased by my Grandfather Maurice in 1973. He purchased this land because he had identified it as an ideal location for urban development. Through my knowledge of the UDS and through discussions with the Christchurch City Council I understand that the Council had also identified Kainga as an area suitable for urban development because of servicing capacity, roading network capacity and the existing urban settlement. Whilst Council has gone on to prefer other green field areas for further development these all have servicing constraints. Furthermore the recreational amenities offered by the Waimakariri River and barriers to outward growth in conjunction with the servicing availability make Kainga preferable for urban development. It is common sense to identify Kainga for immediate residential development.

3. **Hihsted Road (Upper Styx)**– As you will hear from Mr Hall, the only impediment to the Hihsted Road development area is the lack of sewage capacity. The sewage capacity upgrade

at Grassmere Storage facility which will serve this area is programmed to be completed by 2017. This land should be identified in the earlier sequence of 2009-2016 rather than the second timeframe as it takes at least 3 years to obtain subdivision consent, physically construct a subdivision, sell sections and then construct houses before there is a draw on sewerage. If we commence developing this land in 2014 it would not require sewerage connections until 2017. Using a similar rationale to the earlier South Halswell example, the three year delay incurred due to this being a listed in the second sequence, when development could commence in 2014, will cost our company approximately \$800,000.

4. **Ferrymead and Avonhead Key Activity Centre's** - As you will hear further from Mr Phillips, both Ferrymead and Avonhead meet all the criteria identified for key activity centres. Identifying these two locations as key activity centres fits in with the spread of key activity centres throughout the Canterbury Region.
  
5. **Avon Loop** - We own 2.2 hectares of land in the City Centre in an area known as the Avon Loop. This would be one of the largest, if not the largest, contiguous land holding in the inner city area and is an ideal location for comprehensively planned and designed residential intensification. Comprehensive development in this area needs to be specifically mentioned in Plan Change 1 if the RPS is to achieve its ambitious targets of residential activity in the Central City. In the absence of comprehensive development being actively encouraged or promoted, piecemeal and inefficient development on a site by site basis as has occurred in the existing Living 3 zones is likely to continue. You will hear further information on the opportunities with the Avon Loop land from Mr Justin Prain.

**IN THE MATTER** of the Resource Management Act  
1991

**AND**

**IN THE MATTER** of Canterbury Regional Policy  
Statement: Plan Change 1 and  
Variation 4

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**STATEMENT OF EVIDENCE OF ANDREW JAMES EMIL HALL  
ON BEHALF OF OAKVALE FARM LIMITED**

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## 1. **QUALIFICATIONS AND EXPERIENCE**

1.1 My full name is Andrew James Emil Hall.

1.2 I am a Principal of the firm Davie Lovell-Smith Ltd. I hold the following qualifications,

- a. Bachelor of Surveying Otago with Credit.
- b. Bachelor of Engineering, England First Class Honours.
- c. Member of the New Zealand Institute of Surveyors.
- d. Member of the Institute of Professional Engineers in New Zealand.
- e. Registered Professional Surveyor as conferred by the New Zealand Institute of Surveyors.
- f. Chartered Professional Engineer as conferred by the New Zealand Institute of Professional Engineers.
- g. Licensed Cadastral Surveyor as conferred by the Cadastral Surveyors Licensing Board.
- h. Current annual license to undertake Cadastral Surveys.
- i. Current Annual Practising Certificate as a Chartered Professional Engineer.

1.3 I have the following experience in respect to sewer and water supply infrastructure design:

18 years post graduation experience as a surveyor, engineer and land development consultant, employed by Davie Lovell-Smith Ltd, Wood and Partners Ltd of Auckland, Buro Happold Limited of England and Cheal Consultants Ltd of Taupo. I have a wide experience in Land Development projects ranging from a two-lot subdivisions through to large engineering projects such as Gulf Harbour in Auckland. Part of my experience includes five years in England working on projects such as the Millennium Dome and Saudi Arabian National Museum. My particular expertise is Land Development Civil Engineering



including design of water supplies, stormwater and sewage reticulations.

I have been designing and modelling, water, stormwater and sewage reticulations in Christchurch for the past seven years.

I have maintained a close association with the City Council Engineers in regards to the current sewage and water supply situation, and the progress being made in upgrading these systems.

1.4 I have read the Code of Conduct for Expert Witnesses (Rule 330A, High Court Rules and Environment Court Practice Note) and I agree to comply with it. I have complied with it in the preparation of this statement of evidence.

1.5 I have reviewed the following documents in relation to the proposed Canterbury Regional Policy Statement: Plan Change 1 and Variation 4:

a. Planning documents, including:

- i. RPS proposed Plan Change 1 and associated section 32 report;
- ii. Variation 4 (to proposed Plan Change 1) and associated section 32 report;
- iii. Officer's Reports on Plan Change 1 and Variation 4.

b. I have prepared my statement of evidence in reliance on this work and consultation with Council Officers.

## 2. **SCOPE OF EVIDENCE**

2.1 I have been asked by Oakvale Farm Ltd (Oakvale) to prepare evidence in relation to the benefits of including all of Oakvale's land within the Urban Limit and of enabling future growth and development of the land in a fashion that is timely with market demands.

2.2 This evidence addresses the requirements for connection to strategic sewer, stormwater and water assets for the following properties owned by Oakvale or its subsidiaries:

- a. 26 Glovers Road, Halswell (CSW4)
- b. 50 Glovers Road, Halswell (CSW4)
- c. 116 Kennedys Bush Road, Halswell (CSW4)
- d. 122 Kennedys Bush Road, Halswell (CSW4)
- e. 179 Milns Road, Halswell (CSW3)
- f. Pt RS 14348, Kainga Road, Kainga
- g. 232 Highsted Road, Casebrook, Christchurch (CN3)

Please refer to the attached Location Plans.

2.3 This evidence includes:

- An investigation into the existing sewage, stormwater and water infrastructure immediately adjacent to the proposed development sites.
- An investigation into the current upgrading works to strategic water, stormwater and sewage infrastructure assets.
- Potential methodologies for servicing the proposed development area for water supply, stormwater and sewage disposal.
- An investigation into the effects of the proposed Canterbury Regional Policy Statement: Plan Change 1 and Variation 4 on sewage, stormwater and water supply capacities as a restriction to development.

### 3. EXECUTIVE Summary

**Glovers Road and Kennedys Bush Road, Halswell (CSW4) and Milns Road, Halswell (CSW3)**

- 3.1 It is proposed that these properties currently shown in the second and third stages of the sequenced release of land, be included in the first sequence.
- 3.2 I believe that this land can easily be provided with sewage connections at the same time as the land in the first sequence.
- 3.3 The section 32 report does not address long term holding costs of developers and that the provision of large portions of land into a particular stage of the sequencing should not be allocated to a single developer.

### **232 Highsted Road, Casebrook, Christchurch (CN3)**

- 3.4 It is accepted that this land will not have sewer capacity until 2016 at the earliest. However, provision is sought for rezoning and initial development to occur in the first stage of the sequencing given the practical delays and timeframes associated with design, consenting, construction and sales which require resolution prior to any demand for sewer capacity.

### **Pt RS 14348, Kainga Road, Kainga**

- 3.5 I believe that this land should be included in the UL and added to the first sequence due to the immediate availability of wastewater connections and water supply connections. The majority of proposed development land included in the UL does not have this availability of services and I would suggest that a large portion of the land included in the first sequence may not have connections for some time to come.

## **4. OAKVALE PROPOSALS**

- 4.1 It is proposed by Oakvale to develop all of the land mentioned above into residential sites. The properties at Kainga, Milns and Highstead Roads currently have a rural zoning in the City Plan but are immediately adjacent to existing residential zoned and developed land. The properties at Glovers Road and Kennedys Bush Road are

zoned Special Purpose (South Halswell) Zone in recognition of their suitability for urban development.

- 4.2 All of these properties, with the exception of the Kainga holding, are included within the proposed Change No.1 Urban Limit.
- 4.3 All of the land is currently being used for agricultural purposes and contains various houses and sundry farm buildings. All of the sites are considered to be flat. Subject to a comprehensive feasibility, we do not foresee any significant construction issues in the development of these properties.

**179 MILNS ROAD, HALSWELL**

**26 GLOVERS ROAD, HALSWELL**

**50 GLOVERS ROAD, HALSWELL**

**116 KENNEDYS BUSH ROAD, HALSWELL**

**122 KENNEDYS BUSH ROAD, HALSWELL**

**Water Supply**

- 4.4 I am in agreement with Mr Theelans comments in his report stating that all areas within the UDS have the ability to be supplied with water supply through the provisions for new wells and pump stations identified in the City Council's LTCCP. The Oakvale land at Halswell can be incorporated into this approach.
- 4.5 An existing City Council water supply pipe has been laid in the public streets/roads outside these sites. All future development can be connected to these pipes. Modelling will be undertaken at the time of detail design to establish pipe sizing.
- 4.6 Consultation has been undertaken with the City Council's Asset and Planning Unit, Subdivisional Planning Engineer – Mr Ian Johnson. Mr Johnson confirms that there should be sufficient capacity but some upgrading may be required to the pipe on Glovers Road. Such

upgrades are relatively minor and can be funded privately by developers reliant on the upgrade.

### **Wastewater Drainage**

- 4.7 There is currently no capacity for this land in the Council's Southern Relief Sewer, Pump Station 61 or the gravity sewer starting at the corner of Hayton and Wigram Roads. The Southern Relief Sewer is a trunk sewage main flowing from the south west of Christchurch towards the Bromley Treatment Plant.
- 4.8 Council have commenced construction of a new sewer pipe known as the Western Interceptor. This pipe will be laid generally parallel with the Southern Relief Sewer and will be used to provide additional capacity at times of heavy flow. Recent construction on this new pipe has started at Harrow St and will progress through town, over Hagley Park and up Blenheim Road to Dalgety Street. This pipe is programmed by CCC to be completed by 2012.
- 4.9 The southwest development areas (including Wigram CSW1 and Awatea CSW2) will only be able to progress once the Western Interceptor reaches Dalgety St and not before. There will be no further connections for the majority of the proposed development land shown within the UL until at least 2012
- 4.10 Consultation has been undertaken with Council Engineers to discuss the potential for this subject land to be included in the spare capacity provided by the Western Interceptor and any other infrastructure. Council Officer Mr Eoghan O'Neill – (Planning Engineer – Growth (Water and Waste) Network Planning and Asset Management Unit, CCC) was able to confirm that the inclusion of this land could be accommodated once the Western Interceptor was connected at Dalgety Street and the other upgrade works were completed.

- 4.11 The construction of sewage infrastructure within the proposed development and for the use of the proposed development, will be developer funded. This would include any off site infrastructure connecting to the existing public sewage pipes.
- 4.12 From a wastewater perspective there is no reason to favour the sequencing of development in the Wigram (CSW1) and Awatea (CSW2) Greenfield areas over Oakvale's land at Halswell.

### **Stormwater Drainage**

- 4.13 Stormwater in this area is to be dealt with in terms of the Integrated Catchment Management Plan (ICMP) originating from the South-west Area Plan (SWAP). All stormwater treatment and storage will be dealt with in conjunction with neighbouring sites.
- 4.14 Land is either available within these sites or has been purchased by council downstream of the sites for the purposes of creating stormwater facilities. The application for the discharge consents involved in the ICMP have been submitted to Environment Canterbury for Resource Consent Approval. In general terms, stormwater management is being addressed by Council and is not considered to be a significant constraint to the feasibility of development of this land.

### **Conclusion**

- 4.15 In terms of Policy 1 of the proposed Change No.1, the properties to be included in the UL are to have "*infrastructure either in place or able to be efficiently provided*". Regarding these Oakvale Halswell properties, the infrastructure can be available once the ICMP has been approved and the sewage upgrades are complete. The completion of these items of infrastructure will provide capacity not only for the Oakvale land in Halswell, but for the whole south-west area of the UL.

## **232 HIGHSTED ROAD, CASEBROOK, CHRISTCHURCH**

### **Water Supply**

- 4.16 I am in agreement with Mr Theelans comments in his report stating that all areas within the UDS have the ability to be supplied with water supply through the provisions for new wells and pump stations identified in the councils LTCCP. This CGL land at Casebrook can be incorporated into this approach.
- 4.17 An existing City Council water supply pipe has been laid in Claridges Road outside the site. It is proposed that all future development will be connected to this pipe. Modelling will be undertaken at the time of detail design to establish pipe sizing.
- 4.18 Consultation has been undertaken with the City Council's Asset and Planning Unit, Subdivisional Planning Engineer – Mr Ian Johnson. Mr Johnson confirms that there should be sufficient capacity for the development of this site.

#### **Wastewater Drainage**

- 4.19 There is currently no capacity for this land in the Council's downstream sewage infrastructure. Consultation has been undertaken with Council Officer Mr Johnson regarding this capacity and he has been able to confirm that no development of this land can commence until the sewage infrastructure in this area has been upgraded.
- 4.20 The wastewater infrastructure to be installed is known as the Grassmere Storage Facility and is budgeted to be completed in the 2016/2017 financial year.

Notwithstanding, given the practical timeframes of developing the land, it would be appropriate to provide for the rezoning of the land well prior to this date (i.e., within the first sequence). In particular, following any outline development planning and rezoning of the land in the City Plan, a subdivision design would need to be developed; subdivision, land use and discharge consents would need to be obtained; physical construction and approval of the subdivision would be required; and sales achieved before any demand for sewer infrastructure arose. Accordingly, the Grassmere Storage Facility is

unlikely to practically constrain development of Oakvale's land in Highstead Road.

- 4.21 The construction of sewage infrastructure within the proposed development and for the use of the proposed development, will be developer funded. This would include any off site infrastructure connecting to the existing public sewage pipes.

#### **Stormwater Drainage**

- 4.22 A discharge consent for stormwater off the developed site will be required from Environment Canterbury prior to the Subdivision Consent. It is considered that the property is outside of any flood ponding area and a discharge consent in accordance with the Council standards should not be difficult to obtain.

#### **Conclusion**

- 4.23 There is no allocation of properties to the first sequence in this Upper Styx area. The only infrastructure inhibiting the development of this Oakvale site is the downstream sewage capacity.
- 4.24 Oakvale accepts that sewage would not be available until 2016/2017. However, rezoning of the land in the first sequence is sought to enable residential development to occur, albeit with no connections made until sewer capacity is available.

#### **PT RS 14348, KAINGA ROAD, KAINGA**

##### **Water Supply**

- 4.25 I am in agreement with Mr Theelans comments in his report stating that all areas within the UDS have the ability to be supplied with water supply through the provisions for new wells and pump stations identified in the councils LTCCP. The Oakvale land at Kainga can be incorporated into this approach.



4.26 An existing City Council water supply pipe has been laid in Kainga Road outside the site. All future development can be connected to this pipe. Modelling will be undertaken at the time of detail design to establish pipe sizing.

4.27 Consultation has been undertaken with the City Councils Asset and Planning Unit, Subdivisional Planning Engineer – Mr Ian Johnson. Mr Johnson confirms that there is sufficient capacity in the existing water supply for this site.

#### **Wastewater Drainage**

4.28 There is a rising sewer pipe in Kainga Road outside the site. Council Officer Mr Ian Johnson has confirmed that there is sufficient capacity in this pipe to service this Oakvale Kainga property.

4.29 The construction of sewage infrastructure within the proposed development and for the use of the proposed development, will be developer funded. This would include any off site infrastructure connecting to the existing public sewage pipes.

#### **Stormwater Drainage**

4.30 A discharge consent for stormwater off the developed site will be required from Environment Canterbury prior to the Subdivision Consent. It is considered that the property is outside of any flood ponding area and a discharge consent in accordance with the Council standards should not be difficult to obtain.

#### **Conclusion**

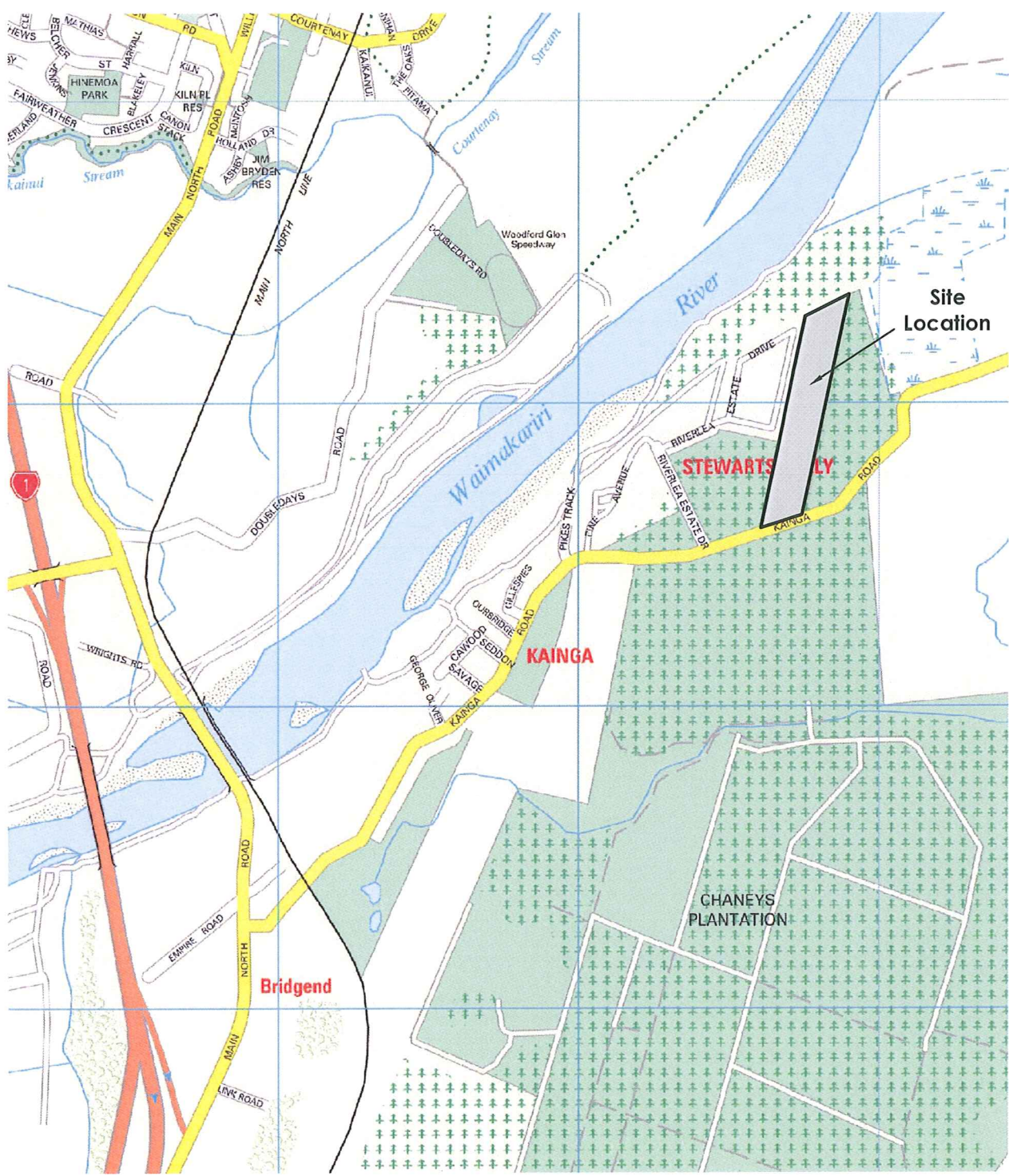
4.31 In terms of Policy 1 of the proposed Change No.1, the properties to be included in the UL are to have “*infrastructure either in place or able to be efficiently provided*”. Regarding the Oakvale Kainga property, the infrastructure is available now yet the land is not in the UL.


4.32 I would suggest that most of the land within the UL does not immediately comply with this Policy

- 4.33 I believe that this land should not only be included in the UL but added to the first sequence of development land based primarily on its availability of water and sewage connections.

## 5. ISSUES RAISED BY SUBMISSIONS/OFFICER'S REPORT

- 5.1 The evidence of Mr Mike Theelan predominantly deals with the issues surrounding water supply and sewage in the southwest. I am in general agreement with this evidence although there are some key facts regarding the sewage upgrading works that have been omitted. These facts are as follows:
- a. There is currently no sewage capacity for the majority of the new development land within the UL.
  - b. There will not be any additional sewage capacity for the southwest until the Western Interceptor Sewer is fully complete.
  - c. The construction of the Western Interceptor will not be complete until at least 2012.
  - d. The funding of the sewage upgrade projects is not fully in place and the programme of funding has not yet been determined. There is a high probability that the construction of the Western Interceptor will be debt funded and the repayment of the cost of upgrade will be restricted by the sequencing.

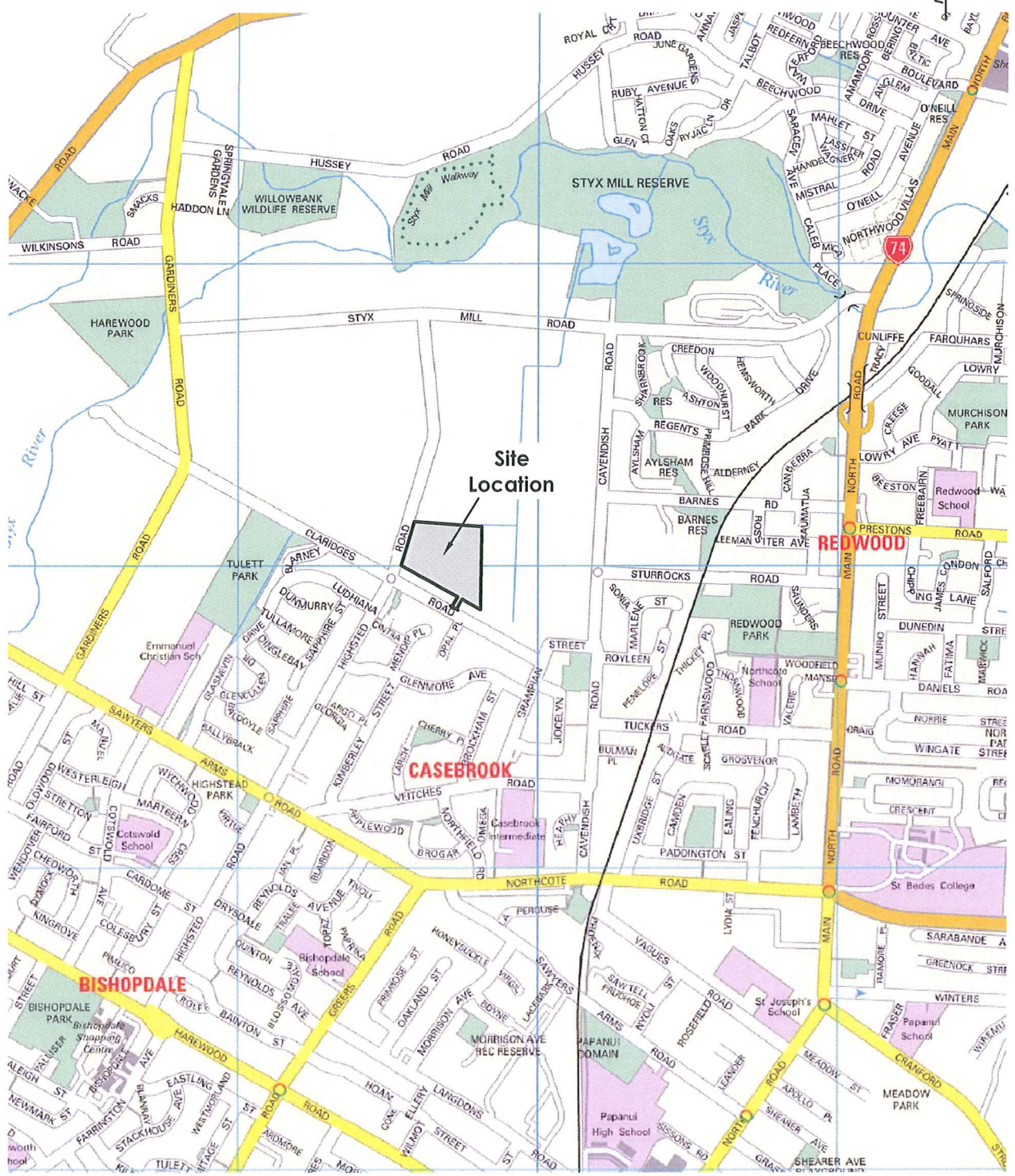



  
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**Location Plan**  
**Riverlea Estate Drive**  
**Kianga**

Scale: 1:20000@A4  
Date: March 09  
Drawing No: S.17301  
J:\17301\Kianga\Location Plan.dwg

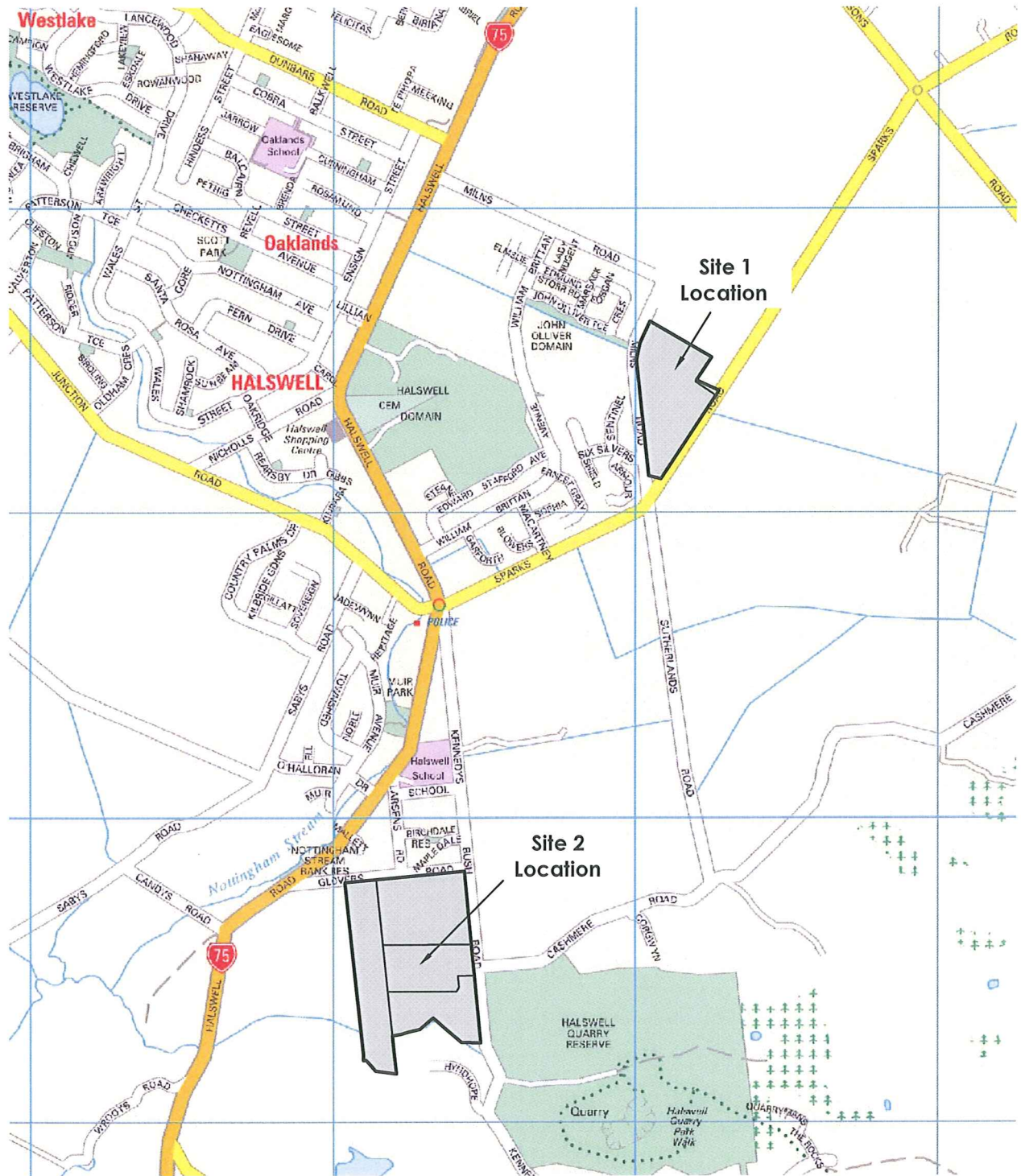



  
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**Location Plan**  
**232 Highsted Road**  
**Christchurch**

Scale: 1:20000@A4  
 Date: March 09  
 Drawing No: S.17301  
 J:\17301\Location Plan.dwg



  
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## Location Plan Halswell Christchurch

Scale: 1:20000@A4  
Date: March 09

Drawing No: S.17301

J:\17301\Halswell Location Plan.dwg

**IN THE MATTER** of the Resource Management Act 1991

**AND**

**IN THE MATTER** of a hearing by the Canterbury Regional Council Hearing Panel on Proposed Change No. 1 to the Canterbury Regional Policy Statement Chapter 12A (Development of Greater Christchurch) including Variations 1, 2, 3 and 4.

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**STATEMENT OF EVIDENCE OF GEOFFREY GRAY  
MCGREGOR  
ON BEHALF OF OAKVALE FARM LIMITED**

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20 March 2009

## **EXECUTIVE SUMMARY**

1. This evidence outlines the intent of the transport related objectives of PC1 in particular relation to the Oakvale sites. It is evidenced that the roading network surrounding all of the Oakvale sites has residual capacity to cater for further growth. In addition, it is noted that each of the sites are located in close proximity to public transport routes such that only minor re-routing would be required in order to provide suitable service.
2. Furthermore, the evidence provides a comparison between the Oakvale sites and other nearby Greenfield areas which have been considered suitable for immediate development. It is concluded, that from a transportation perspective, there is no logical reason to favour the comparison sites over the Oakvale sites subject to this submission.
3. Finally, it is suggested that the key transport related objectives of the staggered time framing for development set out in table 2, can be achieved through appropriately framed provisions and supporting policies and objectives in a district plan, noting that the Regional Council has the ability to submit on and thus influence such provisions

## **INTRODUCTION**

4. My full name is Geoffrey Gray McGregor. I am a senior transport planner practising with ViaStrada Limited in Christchurch. ViaStrada is a resource management and traffic engineering consulting company that provides resource management related advice to local authorities and private clients. ViaStrada also has offices in Dunedin, Nelson and Auckland and works on projects nationwide.
5. I hold the qualifications of a Bachelor of Science with Honours and a Master of Science in Geography from the University of Canterbury. I am a member of the Institution of Professional Engineers New Zealand. I have had five years of experience as a resource management transportation planner with both Territorial Authorities and as a consultant.

6. From 2004-2005 I was employed as a transportation planner with the Christchurch City Council and was involved in assessing the traffic impacts of various developments within the City limits.
  
7. I have read the Environment Court's Code of Conduct for Expert Witnesses, as contained in the Consolidated Practice Note 2006, and have prepared my evidence accordingly. The evidence is within my area of expertise, except where I state that I am relying on what I have been told by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.



## **SCOPE OF EVIDENCE**

8. I have been requested by Oakvale Farm Ltd ('Oakvale') to present transportation planning evidence on their submissions and further submissions to the Canterbury Regional Council ('CRC') on Proposed Change No. 1 to the Canterbury Regional Policy Statement Chapter 12A (Development of Greater Christchurch) ('PC1') including Variations 1, 2, 3 and 4.
9. My evidence will address the key elements of Oakvale's submissions in the context of the relevant statutory considerations applying to PC1. For clarity, my evidence addresses each of the key points raised in submissions under separate subheadings. Accordingly, my evidence is set out as follows:
  - i. Intent of PC1 Transport Related Policies and Objectives
  - ii. Prescriptive vs Non-prescriptive Approach in Relation to CN3, CSW3 & CSW4
  - iii. Mitigating Risks of a Non-prescriptive Approach in Relation to CN3, CSW3 & CSW4
  - iv. Conclusions in Relation to CN3, CSW3 & CSW4
  - v. Kainga

### **Source Documents**

10. For the purpose of preparing this submission, I have generally familiarised myself with the issues, objectives, policies and methods outlined in the proposed plan change 1 and relevant supporting evidence.
11. I have reviewed the following documents when preparing this statement:
  - (a) The section 42a report prepared by the CRC (comprising a number of separate statements of evidence), including the

officer recommendations on submissions and the recommended amendments to PC1 as notified.

- (b) Proposed Change No. 1 and Variations 1, 2, 3 and 4 to the Canterbury Regional Policy Statement.

## **INTENT OF PC1 TRANSPORT RELATED POLICIES AND OBJECTIVES**

12. In summary and relative to Oakvale's submission, there are two important strands to the overall transport related objectives of PC1. These are as follows:

- Firstly, to ensure that development is appropriately located such that the use of existing transportation infrastructure and public transport services is able to be optimised without necessitating further infrastructure provision into new areas.
- Secondly, to ensure that the development of transportation infrastructure and public transport services is appropriately located, timed and funded in conjunction with new land use development.

13. Of particular relevance to this submission and relative to the second point above, policy 6 sets out the proposed location and timing of the identified Greenfields areas.

## **TRANSPORTATION FACTORS RELEVANT TO THE TIMING OF GROWTH IN CN3, CSW3 & CSW4**

14. The Oakvale land located in the Styx (CN3) area is not scheduled for development until post 2017. However an analysis of current volumes on collector and arterial roads which link the site to the wider road network shows that there is residual capacity to accommodate some of the deferred development (as per table 2 of policy 6) presently. This raises the question as to the justification for a blanket delay on development until 2017.

15. Furthermore, it is noted that the proposed Greenfields development area - Belfast CN1 has provision for the construction of 1140 households between 2007-2016 as per table 2. It appears that traffic

generated by this particular area will require direct access onto either Main North Road or Johns Road, both part of the strategic state highway network. Given the volumes that each of these roads carry and their strategic status, it is not particularly desirable to create additional accesses on to either road.

16. From a safety and efficiency perspective, it is certainly more preferable to have access to a local or collector road, both of which have a significant property access function. The Styx CN3 land subject to this submission has potential access on to both Claridges and Highsted Roads, both classified as collector routes in the context of the City Plan roading hierarchy and as noted earlier, both roads have spare capacity to cater for additional traffic.
17. Moreover, whilst traffic from both sites (CN1 & CN3) is likely to access the city via a similar end-route (e.g. Main North Road, Papanui Road, Cranford Street), the Styx land has a closer relative proximity to the city and comparably favourable route options, in terms of both number and capacity.
18. It follows, that from a traffic perspective, there is no justification for favouring the CN1 land over the CN3 land for immediate development as the most appropriate policy and method to achieve the PC1 objectives.
19. In the case of the Oakvale land located in Sparks Road CSW3 and Halswell CSW4, the existing surrounding network provides some residual capacity due to the number of alternate routes available and the short term future provision of the Southern Arterial motorway, due for completion in 2013, which provides a linkage to the city from Halswell Junction Road. This enables a more efficient dispersal of vehicles over the existing network.
20. In terms of a comparative analysis with the Wigram CSW1 and Awatea CSW2 areas (where development is scheduled to occur between 2007 and 2016), there again is no particular reason from a transport perspective to favour Wigram and Awatea for immediate development over Oakvale's land in CSW3 and CSW4.

21. Whilst in this situation, the likely routes between the Oakvale sites and the City will be different from the routes between the Wigram and Awatea areas and the City, it is noted that all routes including Halswell/Lincoln Road, Sparks Road, Main South Road, Blenheim Road and Riccarton Road are congested during peak times. However, the future provision of the southern arterial extension is likely to relieve congestion on these routes and would also cater for traffic volumes associated with all of these Greenfields areas.
22. In respect to public transport, all three areas subject to this submission are located in close proximity to a number of existing bus routes. These routes could be easily altered and adapted to provide for the public transport demands associated with growth from these areas. This would not require any significant additional infrastructure provision. Any additional patronage would assist in ensuring the future viability and level of service of these existing bus services.
23. Furthermore, the proposed capital programme outlined in the Draft Long Term Council Community Plan 2009 – 2019 (LTCCP) outlines a number of infrastructure improvements to the public transport system including, as specific to this submission, the Cranford bus priority route, the Metrostar bus priority route and the Halswell bus priority route. The Metrostar and Halswell routes are scheduled for completion in 2015-16 & 2012-13 respectively whilst the Cranford route has a completion date in 2017-18.
24. Moreover, the construction of the new Christchurch transport interchange, due for completion in 2013, will ensure additional capacity for the provision of new routes and/or an increase in frequency on existing routes which could serve these Greenfield development areas.
25. It follows that from a public transportation point of view, there is also no reason to defer development in these areas until 2017.

### **CONCLUSIONS IN RELATION TO CN3, CSW3 & CSW4**

26. It is considered that there is some residual capacity on the transport network surrounding the subject sites, to accommodate some

development now and that additional planned infrastructure upgrades as well as public transport provisions will cater for further growth over time.

27. It is also noted that the from a traffic perspective, there is no justifiable reason to defer development on the subject sites when compared to nearby Greenfield areas which are considered suitable for immediate development as contained in table 2, policy 6.

## **KAINGA**

28. Urban development of the Oakvale land located in Kainga is consistent with transport related issues outlined in a number of the objectives in PC1. From a transport perspective, the evidence of Mr Woods considers that objective 1 seeks *“the optimisation of existing transport systems rather than create demand for extended infrastructure into new areas” [Pg.8, Para. 28]*. Furthermore, objective 3 compliments objective 1 by considering limits on where future growth takes place, and in particular in relation to transport, Mr Woods uses the example of public transportation services and the benefits of consolidation for achieving a level of service which makes the system a viable option
29. Essentially these two objectives seek to establish future development in areas already served by roading and public transportation infrastructure.
30. In the case of Kainga, the Oakvale land has direct access on to Kainga Road which is classified as a rural collector road in the context of the Christchurch City Plan roading hierarchy. Current volumes on Kainga Road reveal that there is residual capacity to cater for further development. In addition, the land has direct access to an existing bus route (number 480) and further growth in this area could provide the impetus for improvement to the existing service, particularly in relation to frequency.
31. This contrasts to the designated Greenfields area CN5 (Christchurch Golf Resort) where its location is such that new roading infrastructure would be required in order for access to be obtained. In addition, given

the isolation of this pocket of land, no existing public transport is available.

32. It should also be noted that any additional capacity issues (which objective 8 seeks to avoid) in relation to access to Christchurch City from the north, as a result of growth at Kainga, would be of little difference to those experienced by further development at localities such as Pegasus, Woodend, Rangiora and Kaiapoi.

### **Summary**

33. In respect to the transport related objectives in PC1, Greenfields Development on the Oakvale site at Kainga is appropriate and could be considered more appropriate and certainly no less, than other Greenfields areas included in PC1

**IN THE MATTER** of the Resource Management Act 1991

**AND**

**IN THE MATTER** of a hearing by the Canterbury Regional Council Hearing Panel on Proposed Change No. 1 to the Canterbury Regional Policy Statement Chapter 12A (Development of Greater Christchurch) including Variations 1, 2, 3 and 4.

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**STATEMENT OF EVIDENCE OF JEREMY GOODSON PHILLIPS  
ON BEHALF OF  
OAKVALE FARM LIMITED  
MAURICE CARTER LIMITED  
AVONHEAD MALL LIMITED**

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20 March 2009

## INTRODUCTION

1. My full name is Jeremy Goodson Phillips. I am a senior planner and Director practising with ViaStrada Limited in Christchurch. ViaStrada is a resource management and traffic engineering consulting company that provides resource management related advice to local authorities and private clients. ViaStrada also has offices in Dunedin, Nelson and Auckland and works on projects nationwide.
2. I hold the qualifications of a Bachelor of Science in Geography and Management Science from the University of Canterbury and a Master of Science with Honours in Resource Management from Lincoln University, the latter attained in 2001. I am a graduate member of the New Zealand Planning Institute and a member of the Resource Management Law Association. I have had six years of experience as a resource management planner with both Territorial Authorities and as a consultant.
3. From 2003-2004 I was employed as an urban analyst with the Christchurch City Council and was involved in the initial development of the Urban Development Strategy. In this role, I prepared a report entitled *'Existing Urban Growth Directions for Metropolitan Christchurch'*— a review of existing District Plan objectives and policies directed toward Urban Growth. This document is referenced as a source document in the section 32 report for PC1.
4. I have read the Environment Court's Code of Conduct for Expert Witnesses, as contained in the Consolidated Practice Note 2006, and have prepared my evidence accordingly. The evidence is within my area of expertise, except where I state that I am relying on what I have been told by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.



## SCOPE OF EVIDENCE

5. I have been requested by Oakvale Farm Ltd ('Oakvale'), Maurice Carter Ltd ('MCL') and Avonhead Mall Ltd ('AML') to present planning evidence on their submissions and further submissions to the Canterbury Regional Council ('CRC') on Proposed Change No. 1 to the Canterbury Regional Policy Statement Chapter 12A (Development of Greater Christchurch) ('PC1') including Variations 1, 2, 3 and 4.
6. My evidence will address the key elements of the submissions in the context of the relevant statutory considerations applying to PC1. For clarity, my evidence addresses each of the key points raised in submissions under separate subheadings. Accordingly, my evidence is set out as follows:
  - i. Scope of Evidence
  - ii. Key Conclusions
  - iii. Kainga
  - iv. Halswell
  - v. Sparks Road (CSW3)
  - vi. Upper Styx (CN3)
  - vii. Key Activity Centres (Ferryhead and Avonhead)
  - viii. Heritage & Amenities
  - ix. Quarries
  - x. Conclusions
7. In forming the opinions that I have expressed in this evidence, I have relied in part on the evidence and conclusions of the following experts:
  - Mr Andrew Hall, an engineer with Davie Lovell-Smith Ltd.
  - Mr Geoff McGregor, a traffic planner with ViaStrada Ltd.

### Source Documents

8. I have reviewed the following documents when preparing this statement:
- i. The section 42a report prepared by the CRC (comprising a number of separate statements of evidence), including the officer recommendations on submissions and the recommended amendments to PC1 as notified.
  - ii. The Greater Christchurch Urban Development Strategy.
  - iii. Canterbury Regional Policy Statement, June 1998.
  - iv. Proposed Change No. 1 and Variations 1, 2, 3 and 4 to the Canterbury Regional Policy Statement.
  - v. Relevant submissions and further submissions on PC1 and its variations.

### **KEY CONCLUSIONS**

9. My evidence below draws the following key conclusions:
- i. **Oakvale's land at Kainga should be located within the urban limits and provided for as a Greenfield Residential Area**, on the basis that:
    - a) Servicing infrastructure is existing and can be readily provided due to an absence of capacity constraints;
    - b) Roothing infrastructure and public transport connections are existing, and residual road network capacity can accommodate any increased traffic volumes;
    - c) Emissions from vehicles will be of a trivial scale and no greater than those from other proposed Greenfield areas of a comparable or greater distance from central Christchurch;

and

- d) The land at Kainga can be more readily provided for in terms of roading and public transport infrastructure and has no greater servicing constraints than the comparable Greenfield Residential area supported by CRC at Christchurch Golf Resort (Spencerville). The Kainga land has the added advantage of adjoining an existing urban settlement. In terms of section 32(3)(b), providing for Kainga within the urban limits is more appropriate, with regard to efficiency and effectiveness than the Christchurch Golf Resort.

- ii. **Oakvale's land at South Halswell should be prioritised within the 2007-2016 timeframe in Table 2, Policy 6 and should be recognised as a distinct Growth Area (i.e., CSW7), on the basis that:**

- a) The Special Purpose (South Halswell) zoning that has applied to the land since 2003 has contemplated urban development and to further defer development to 2017 and beyond is unreasonable, would result in significant costs to the landowner(s), and would be an inefficient and ineffective use of the zoned land resource. For these reasons, this land also warrants distinction from growth area CSW4.
- b) Servicing infrastructure is constrained principally in respect of sewer capacity. This constraint will be alleviated by completion of the Western Interceptor which is scheduled to occur in 2012. This constraint exists equally for CSW1 (Wigram) and CSW2 (Awatea) such that there is no basis for imposing a difference in development sequencing on the grounds of servicing and infrastructure.
- c) Roading infrastructure and public transport connections are existing, and residual road network capacity can accommodate any increased traffic volumes prior to 2017. Transport infrastructure constraints do not provide a basis for

favouring the development sequencing of Wigram (CSW1) and Awatea (CSW2) over Oakvale's land.

- iii. **Oakvale supports the 2007-2016 sequencing priority afforded to 175 households within CSW3. However, additional households could be provided within this timeframe for the same reasons cited in (ii)(b) and (c) above.**
- iv. **Oakvale's land at Upper Styx (CN3) should be prioritised within the 2007-2016 timeframe in Table 2, Policy 6, on the basis that:**
  - a) Rooding infrastructure and public transport connections are existing, and residual road network capacity can accommodate any increased traffic volumes prior to 2017. Transport infrastructure constraints do not provide a basis for favouring the development sequencing of Belfast s293 land (CN1) over Oakvale's land.
  - b) Servicing infrastructure is constrained principally in respect of sewer capacity. This constraint will be alleviated by completion of the Grassmere Storage Facility which is scheduled to occur in 2016/2017. Given that servicing infrastructure is expected to be fully available at the beginning of the second sequencing window, it is necessary to enable the rezoning of the land in the first sequence. In this respect, prior to any demand for sewerage infrastructure, lengthy timeframes will be associated with preparing an outline development plan and plan change; finalising subdivision design; obtaining necessary consent approvals; constructing the subdivision; selling allotments; and, building dwellings.
- v. **The Ferrymead and Avonhead Suburban (District) Centres should be afforded key activity centre (KAC) status by PC1 given their function, consistency with the definition for such centres in PC1 and their consistency with other KAC's identified in PC1.**
- vi. **Matters within PC1 associated with character and identity,**

**heritage values, and areas of special amenity, are beyond the functions of the CRC in terms of section 30 of the Act. Accordingly, the relevance and content of objective 4, policy 2 and policy 7 should be reconsidered.**

- vii. PC1 fails to adequately provide for or recognise the opportunities to redevelop exhausted quarries in the Rural Quarry Zone for business activities. In doing so, no regard is had to the existing environmental effects of quarrying and associated existing use rights, or the efficiency of utilising an existing physical land resource with associated investments and improvements.**

## **KAINGA**

10. Oakvale's submission on Variation 4 sought the inclusion of land at Kainga within the proposed urban limits, on the basis that:
- i. The revised air contours proposed in Variation 4 provide for the reallocation of future residential development opportunities elsewhere within metropolitan Christchurch; and
  - ii. The proposed land at Kainga is accessible, abuts an existing urban area, and is able to be readily serviced by existing urban infrastructure and services.
11. The rationale for adopting an urban limit is detailed in the evidence of Mr McCallum on behalf of the CRC and generally, this is not contested.
12. In respect to Kainga specifically, the section 42a report opposes the inclusion of Oakvale's land within the urban limits on the basis that it would not achieve consolidated urban development, may result in cumulative effects associated with traffic congestion and emissions to air and may not be supported by existing urban infrastructure.

13. In response, it is noted that the existing urban settlement at Kainga can be readily expanded to the east, with no servicing infrastructure constraints inhibiting such expansion. This is documented in the evidence of Mr Hall.
14. Whilst traffic congestion is a relevant consideration, Mr McGregor's evidence identifies sufficient road network capacity to accommodate the relatively small volume of traffic anticipated from Kainga and Oakvale's land. Existing public transport connections and physical road infrastructure also make development of this land immediately viable from a road network infrastructure point of view.
15. Emissions to air are to be expected with any transport based activity. In this case, given the small scale of urban land proposed such emissions and effects will be trivial relative to those from new Greenfield areas identified in similarly or further distant locations from Christchurch (e.g., Pegasus, Woodend, Rangiora, Kaiapoi, Lincoln, Rolleston)
16. In respect of a preference for urban consolidation and form, Greenfield development is accepted by the CRC in outlying areas such as Lincoln, Rolleston, Prebbleton, Spencerville, Kaiapoi and Woodend. Whilst these areas contain existing urban settlements, so too does Kainga. Notably, Kainga has existing urban infrastructure which can efficiently and effectively service any new Greenfield development. Based on Mr Hall's evidence, it is understood that this is a point of distinction from much of the new Greenfield land proposed by CRC, which does not have immediate access to urban infrastructure and services.
17. Notably, the CRC section 42a report accepts Greenfield development of 150 households at Christchurch Golf Resort in the vicinity of Lower Styx Road at Spencerville. Such land is detached from existing urban settlements and roading and is unlikely to have immediate access to servicing infrastructure, or public transport connections. Such land offers no benefits compared with Kainga in respect of urban consolidation and is less favourably placed in respect of roading and transport considerations. For these reasons, it is considered that

Oakvale's land at Kainga should be preferred for Greenfield development.

18. In the context of section 32 of the Act, it is considered that providing for Greenfield development at Kainga in Policy 6 and locating Oakvale's land within the urban limits provided for by Policy 1, would be the most appropriate means of achieving objectives 1, 3, 4, 7 and 8, and the purpose of the Act. In particular, this would provide for effective and efficient use of existing urban infrastructure, with minimal financial or environmental costs.

## HALSWELL

### Sequencing

19. Oakvale submitted that their land (on the corner of Glovers Road and Kennedy's Bush Road) within area CSW4 should be prioritised within the 2007-2016 sequencing window set out in Table 2 of Policy 6. As notified, and recommended in the s42a report, this land is identified within the 2017-2026 and 2027-2041 sequencing windows.
20. In establishing a preferred sequence for urban development in Table 2 of Policy 6, the section 32 report concludes that the proposed approach is the most appropriate for achieving the objectives of PC1 and ultimately the purpose of the Act. In respect of the specific relief sought by Oakvale, the s42a report notes that *'it is beyond the capacity of CCC to both practically and financially service this land for development within the 2007-2016 development period'*<sup>1</sup>.
21. In my opinion the sequencing proposed, as it relates to Oakvale's land, is neither efficient nor effective in achieving the enabling objectives of PC1, which among other things seek to **'bring about... Greenfields development on the periphery of Christchurch City... which enables the efficient provision and use of network infrastructure'** (Objective 1) and **'provide for and manage urban growth...'** (Objective 3) (my emphasis added). These objectives principally seek to provide for urban growth

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<sup>1</sup> Section 42a report, Volume 2, Page 648

in appropriate circumstances, rather than fundamentally seeking to constrain growth.

22. Oakvale's land at Glover's Road is currently zoned (Special Purpose (South Halswell) Zone) in the Christchurch City Plan in recognition of its suitability for residential development. This zoning has been in place in the City Plan since May 2003 following the settlement of appeals on the Plan. Notably, both the Christchurch City Council ('CCC') and CRC were parties to a memorandum of consent before the Environment Court, confirming the appropriateness of this zoning (refer **Attachment 1**).
23. The zoning anticipates urban development subject to an outline development plan which addresses a number of key development principles and constraints<sup>2</sup>. Notably, all of the constraints identified within the City Plan can be resolved through the outline development plan process (e.g., road connections, stormwater management, green corridors) in a manner consistent with that contemplated by Policy 8 of PC1.
24. Mr Hall's evidence will address stormwater and other servicing constraints for this land in more detail, and Mr McGregor will address transport and road network constraints. However, it is suffice to say, that the infrastructure constraints for Oakvale's land are not

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<sup>2</sup> These principles and constraints are set out in clause 1.12 of the City Plan and include:

- (a) *development at a density which makes efficient use of the land;*
- (b) *the establishment, in public ownership, of a "green corridor" along the southern boundary of the site adjacent to the low spur and watercourse. The corridor will result in the extension of a green link between State Highway 75 and the Halswell Quarry Park, provide a clear physical barrier to the expansion of the city in accordance with Policy 6.3.10 and maintain separation between Halswell and Kennedys Bush;*
- (c) *the green corridor being provided in part as "environment compensation" (Policy 6.3.14) including open space required for stormwater retention and provision of a public reserve;*
- (d) *a link road being established between Kennedys Bush/Cashmere Roads and Glovers Road or State Highway 75, such that development of the land will not rely on access to State Highway 75 via Larsens Road past Halswell School;*
- (e) *sufficient land be set aside to enable retention of stormwater on site and the prevention of any increases in peak discharges to the sensitive Halswell River catchment;*
- (f) *that a rural zoning be retained over two blocks of land adjacent to the southern boundary of the main block containing existing dwellings;*
- (g) *that any new road access to State Highway 75 be confined to a location acceptable to New Zealand Transport Agency, with possible closure of Glovers Road;*
- (h) *arrangements to provide equity between the land owners for the benefits and costs of the development, unless the development is undertaken on the basis of the area being in single ownership;*
- (i) *that development be undertaken, and if necessary staged, in accordance with a development plan, to achieve the principles described in (a) - (h) above.*



insurmountable and will be resolved by planned roading (e.g., the Southern Arterial) and infrastructure (e.g., the Western Interceptor) improvements. Notably, any constraints faced by Oakvale's land are equivalent to those constraints faced by land at Wigram (CSW1) and Awatea (CSW2) which is also subject to an equivalent Special Purpose zoning in the City Plan but is identified within the 2007–2016 sequencing window in PC1.

25. In my opinion, further deferring the urban development of land which has a well established zoning that anticipates urban development occurring is unreasonable. More relevantly, I consider it does not effectively or efficiently provide for urban growth as contemplated by objectives 1 and 3. Such an approach also results in inefficient use of the currently zoned physical land resource, with Oakvale's reasonable expectation of developing their site in the short term unreasonably delayed. This has resultant holding and opportunity costs which are potentially significant and do not provide for the economic and social wellbeing of Oakvale. Such costs do not appear to have been considered in the section 32 analysis undertaken by the CRC.
26. I note that the Environment Court has been particularly critical of the Special Purpose zoning provisions of the Christchurch City Plan and the unreasonable deferral of development by the City Council to date (see **Attachment 2**). Of particular note, the Court stated in 2004<sup>3</sup>:

*'The critical point in relation to 1.11 is that [the Special Purpose Awatea zoning] is an interim provision with the intention that a variation to the Plan would be introduced by 1 October 2001. The zone was introduced as a result of submissions on the Plan in 1999, and, accordingly, it was anticipated as a short-term measure...*

*...We have concluded that this zone was intended as a catch-all temporary measure until such time as the Council could undertake a more detailed analysis within two and a half years of the decision on the Plans. From this we conclude that it was never intended to be a long-term zoning and this is reflected in the fact that the Rural 2 zone should generally apply within the area (even though the Rural zoning was not appropriate), the Council then*

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<sup>3</sup> C110/2004 Meadow Mushrooms v CCC and CRC (pages 10, 11 and 19)

*accepted that Meadow Mushrooms' activities needed to be provided for separately.*

*That we are still dealing with these provisions some three years after the date by which a variation was to be introduced is of concern to the Court. We question whether putting land into a temporary zone, which is essentially a holding pattern while proper assessments under the Act are made, is an appropriate basis to promulgate an operative plan...*

*...Although the Council remained concerned at achieving an integrated management outcome for this part of Christchurch, we do not consider that to mean that the Council should fail to make a decision as to the appropriate zoning on the basis that it has an option to do so in the future. Failure to undertake the obligations in terms of the Act and assess the appropriate zoning is as much a failure of integrated management as ad hoc decisions on a case by case basis. In our view the best interests of the Act and integrated management are served in this case by clearly providing for an activity which should be permitted on the site and for which future expansion should also be provided. The best method of achieving this is to give clear signals in terms of the Plan as to what is currently envisaged for surrounding property owners when considering development in this area'.*

27. Put simply, Oakvale's land has been subject to a short term and temporary zone that was only ever intended to provide sufficient time for the resolution of any outstanding constraints to urban development. This zoning has been in place since 2003 and the land has been given inadequate priority by the Council in terms of servicing and infrastructure requirements. To further defer and delay development to 2017 or later on the basis that such infrastructure is not presently planned is unreasonable.
28. Furthermore, there is no basis for differentiating the development sequencing of the Special Purpose zones at South Halswell, Wigram and Awatea (i.e., CSW4, CSW1 and CSW2 respectively). All three zones were established as a short-term measure, whilst detailed analysis was undertaken as a precursor to rezoning and development. All three zones have servicing demands that require prioritisation collectively so as to enable development to proceed forthwith.
29. Given this context, it is considered that the proposed sequencing in Table 5 for CSW4 is inequitable and unjustified, it will be inefficient and

ineffective in terms of achieving the enabling objectives of PC1, and it will result in the inefficient use of a zoned land resource.

### **Greenfield Area Identification**

30. A technical matter relating to Oakvale's land at Halswell is that of its identification within PC1.
31. Map 1 and the corresponding detailed maps promulgated with PC1 as notified and as part of the CRC section 42a report identify Oakvale's land at Halswell as a residential Greenfield development area (see **Attachment 3**). However, these maps do not clearly associate this land with any surrounding Greenfield areas (e.g., CSW4 or CSW5). In particular, the maps identify Oakvale's land within a stand-alone Greenfield area defined by a red dotted line extending along Glovers Road to the north, Halswell Road to the west, Greens Drain to the south<sup>4</sup>, and Kennedy's Bush Road to the east.
32. CSW4 to the northwest is separated by existing residential properties along the north side of Halswell Road. CSW5 to the northeast is separated by Kennedy's Bush Road (and is shown with a clearly distinct boundary).
33. In the absence of any clear label, it has been assumed by Oakvale that the area falls within CSW4 and submissions and evidence have been prepared on this basis.
34. However, based on the evidence above regarding the sequencing of this land, I consider that this particular area should be separately recognised and provided for. In particular, the rationale advanced above for providing development sequencing within the 2007-2016 timeframe is unique to the Special Purpose (South Halswell) zone. Specifically, this zone has been in place for some time and provides a clear expectation of urban development. The same cannot be said for the remainder of the CSW4 Greenfield area which is subject to a conventional Rural 2 zoning in the City Plan. Accordingly, if it is

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<sup>4</sup> The s42a report recommends that this southern boundary be extended further south.

accepted that South Halswell should be afforded the same development priority as the other Special Purpose Zones at Wigram and Awatea on the basis of consistency, it is suggested that this would most appropriately be provided for with the use of a specific growth area reference in Table 2, Map 1 and Map H6 (e.g., 'CSW7- South Halswell').

### **SPARKS ROAD (CSW3)**

35. Oakvale owns land adjoining Sparks Road and Milns Road that falls within the Greenfield area labelled CSW3 in PC1. As a result of Variation 4, the CRC has included 175 households within the 2007-2016 sequencing window for CSW3. A further 1455 and 180 households are provided for between 2017-2026 and 2027-2041 respectively.
36. Put simply, Oakvale supports the inclusion of 175 households within the immediate sequencing window. However, I consider that additional household numbers could be provided for within the 2007-2016 timeframe. In this respect, I note that the urban infrastructure constraints for CSW3 are the same as those constraints facing the Special Purpose (South Halswell) Zone, Wigram (CSW1), and Awatea (CSW2). Oakvale's land at CSW3 is also physically adjacent to existing urban settlements in Halswell.
37. On this basis, and for the same reasons advanced above in respect of the Special Purpose (South Halswell) Zone, I consider that provision for additional household numbers should be made in CSW3 between 2007-2016.

### **UPPER STYX (CN3)**

38. Oakvale's submission sought the inclusion of the Upper Styx area within the 2007-2016 sequencing window of Table 2, Policy 6.
39. The section 42a report opposed this relief on the basis that '*other Greenfield areas in that area are more easily planned for and integrated with infrastructure during the period 2007-16*'. It is not clear

from the section 42a report what the other Greenfield areas in the north of Christchurch are 'that are more easily planned for and serviced', given that only the Belfast s293 land is afforded priority within the 2007-2016 window.

40. Regardless, the evidence Mr McGregor has confirmed that the Upper Styx area has no significant transportation constraints which preclude development from occurring prior to 2017. Furthermore, area CN3 is more favourably placed in terms of transport and road network infrastructure than the Belfast s293 land located further to the north.
41. In terms of servicing infrastructure, the evidence of Mr Hall has identified a constraint in sewer capacity for area CN3 that will be resolved with the planned completion of the new Grassmere storage facility in 2016/2017. In all other respects, servicing infrastructure can be readily provided to area CN3.
42. Given that the only constraint to immediate development of area CN3 is to be resolved by 2016/2017, it is considered appropriate to provide for rezoning to occur within the 2007-2016 sequencing window. In this respect, it is noted that physically achieving development prior to 2016 for this land is unlikely. In particular, prior to any demand for sewerage infrastructure, significant time will be required to initiate and conclude a District Plan change (and outline development plan), design and coordinate a subdivision layout, lodge and obtain necessary consent approvals, physically construct any subdivision, sell allotments and build new dwellings. By such time that sewer capacity is required, it is likely to be available. In the event that it is not, zone rules and/or conditions on any subdivision consent could be readily implemented to appropriately manage the timing of connections.
43. Should the sequencing of area CN3 not be advanced, Oakvale and other land owners will be faced with sufficient infrastructure capacity for their land as of 2016/2017 but a planning regime which lags behind with timeframes for development as prescribed in PC1.

## KEY ACTIVITY CENTRES (FERRYMEAD AND AVONHEAD)

44. AML's submission sought that the existing retail centres at Avonhead Mall and Ferrymead be identified as Key Activity Centres ('KAC') in PC1.
45. Avonhead Mall is zoned Business 2 in the Christchurch City Plan and is identified as a Suburban (District) Centre.
46. A large area of land at Ferrymead has recently been confirmed as a Suburban (District) Centre with Business 2 zoning, following an Environment Court decision on Variation 86 to the Christchurch City Plan<sup>5</sup>. This new zoning includes specific provisions which promote and require the development of a mixed-use centre, incorporating effectively integrated residential, retail and commercial activities.
47. The section 42a report opposes AML's submissions seeking KAC status for the two centres above, citing that neither satisfies the definition of a KAC as proposed in PC1, as follows:

*Key existing and proposed commercial/business centres identified as focal points for employment and the transport network and suitable for more intensive mixed-use development. These centres are intended to:*

- provide for the facilities and services necessary to support the planned community, and*
- encourage economic and business activity and interaction, and*
- broaden the mix of uses appropriate to the centre, including high density residential provision within and adjoining the Key Activity Centre, and*
- provide major focal points for the community, and*
- support the development of the principal public transport and cycling networks and the ability to change transport modes, and*
- encourage pedestrian access to and within these centres.*

48. In my opinion, both Avonhead Mall and Ferrymead align with the particulars of the definition and to exclude them would involve an

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<sup>5</sup> *Sloan and Ors. V CCC C135/2008*

artificial and arbitrary judgement at odds with the basis for selecting other KAC's identified in Policy 5.

49. Furthermore, including Avonhead and Ferrymead as KAC's would not result in any conflict with other KAC's identified in Policy 5 or their catchments, nor would it undermine their function, vitality or amenity.
50. In the case of Avonhead Mall and the KAC definition proposed in PC1, this currently zoned business centre:
  - Provides approximately 8,000m<sup>2</sup> of floor space, including a supermarket. In addition to conveniently providing for the needs of the local community, the centre provides a local centre for employment.
  - Is well served by the existing road network, with Merrin Street (a minor arterial route) and Withells Road (a collector route) providing convenient access to the site and nearby State Highways 1 (Russley Road) and 73 (Yaldhurst Road).
  - Is well served by public transport with bus routes 3 and 24 passing the site.
  - Provides opportunities for mixed use development, with low density residential activity currently surrounding the mall and medium-density residential opportunities afforded to the site under the existing Business 2 zoning.
  - Is adjacent to Merrin Primary School, such that the locality already offers a community focal point with associated benefits such as convenience and trip sharing, pedestrian accessibility, community interaction, etc.
51. All of these factors accord with the KAC definition above, such that there is no reason to exclude Avonhead Mall from the list of KACs.
52. In the case of Ferrymead, the Woolworths/Mitre 10 Mega block now enjoys a Business 2 zoning which provides for some 30,000m<sup>2</sup> of retail floor space (compared with approximately 47,000m<sup>2</sup> retail floor space

at Riccarton), buildings up to 20m in height, residential and commercial activities provided above ground floor level, and the development and implementation of outline development plans so as to achieve a diverse mixed use outcome and high quality urban design. A further 6,500m<sup>2</sup> of retail floor space is permitted to occur on the corner of Waterman Place and Ferry Road. Existing retail, commercial and service activities are otherwise found throughout Ferrymead (along Ferry Road, Waterman Place and Settlers Crescent) and medium-high density residential development has recently occurred in the area (e.g., Settlers Crescent and *Waters Edge* on Ferry Road/Tidal View). It is also understood that the City Council is undertaking further investigation into the wider Ferrymead area and its development as a District Centre.

53. Ferrymead is also well served by public transport (bus routes 3,21, 24 and 35); key road connections (Ferry Road- a minor arterial route, Humphreys Drive- a minor arterial route, and State Highway 74); and cycle lanes (Ferry Road).
54. Given these attributes and the significant residential catchment of Mt Pleasant, Redcliffs and the Sumner bays, the existing Ferrymead District Centre and its anticipated development will quite clearly meet the criteria for a KAC as defined in PC1.
55. With the anticipated growth and development of this centre in the near future, it is considered prudent to actively identify this location as a KAC and provide a clear basis for improved development of business activity, mixed use activity (incorporating residential and community uses), and integrated and well planned transport connections and facilities. To do otherwise risks piecemeal development of the area or at the very least a policy direction at odds with that expressly sought by the Environment Court<sup>6</sup>.
56. Based on the matters above, I consider that the identification of Avonhead Mall and Ferrymead as KAC's would be the most appropriate way to achieve objectives 1, 5, 6 and 7 of PC1 and the purpose of the Act. To exclude these existing zoned business centres

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<sup>6</sup> *Sloan and Ors. V CCC C3/2008*



would potentially undermine their function, vitality or amenity and place these centres at odds with comparable centres otherwise identified in Policy 5.

## HERITAGE & AMENITY

57. Oakvale's submission generally opposed the inclusion of matters of character and identity, heritage values, and areas of special amenity within PC1, on the basis that such matters are not of regional significance and are beyond the functions of the CRC in terms of section 30 of the Act.
58. Whilst this submission is elaborated on in legal submissions by Oakvale's counsel, I consider that such matters can (and should) be more appropriately addressed through the District Plan review and change processes. In the absence of defining any specific amenity, heritage or character/identity matters of regional significance, I consider that these need not be addressed by PC1.

## QUARRIES

59. MCL's further submission on PC1 supported in part, the submission of Winstone Aggregates. In particular, MCL agrees that PC1 fails to adequately provide for or recognise the opportunities to redevelop disused quarry sites in the Rural Quarry Zone in the future for business activities.
60. MCL sought that the entire Rural Quarry Zone in the Christchurch City Plan be shown as *Greenfield Outline Development Plan Area-business* on the relevant planning maps advanced in PC1.
61. The CRC section 42a report opposed this relief, citing that '*A general business zoning of the type requested is not considered appropriate within the rural zone. Also the quarrying activity is likely to continue on the site for some years*'<sup>7</sup>.

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<sup>7</sup> Section 42a report, Volume 2, Page 49

62. Quarries within the City's Quarry zone represent a significant physical resource, comprising large land areas with established vehicle access points, industrial buildings, outdoor storage areas and working areas. Significant investment has also been committed to landscaping and noise attenuation (e.g., earth bunds) in order to avoid or mitigate the potential adverse effects of quarrying activity. Furthermore, the Quarry Zone features land use activities which generate adverse effects of a particular scale, character and intensity, which are protected by section 10 of the Act and provide a basis for future activities with similar effects to establish.
63. Given this context, MCL agrees with Winstones' submission that PC1 should, at the very least, recognise the business activity occurring in the City's Quarry zones and provide for the strategic and long-term planning and management of this land resource. Such planning is considered necessary in order to effectively and efficiently utilise the physical land resource, and provide for the contribution of this resource to the City's stocks of business and industrial land.
64. In the context of section 32, such a change would more effectively and efficiently achieve objective 1, insofar as consolidating business activities through the use of existing developed 'industrial' (quarried) land. Such a change would also better achieve objectives 2 and 3, to the extent that they are concerned with adverse effects; objective 6 in respect of providing for the growth of business activities; and, objectives 7 and 8 where these are concerned about efficient use of transport infrastructure (such as the State Highways in proximity to the City's quarries). Without undertaking any quantitative analysis, it is also anticipated that a cost benefit assessment in the context of section 32(4)(a) would favour the utilisation of existing quarried land over the development of new industrial land.
65. Finally, MCL also agrees with Winstones that the necessary structure planning for the Rural Quarry Zone should take place prior to 2015 given the current rate of aggregate extraction and the associated 'life expectancy' of quarry operations.

## **CONCLUSIONS**

66. For completeness, the conclusions stated in paragraph 9 of this evidence are reiterated.

Jeremy Phillips

Director & Senior Planner, ViaStrada Ltd

20 March 2009