

PROACTIVE RELEASE COVERSHEET

Minister	Chris Bishop	Portfolio	RMA Reform
Title of briefing paper	BRF-5748 Timeframe extension request from Waimakariri District Council to complete its Intensification Streamlined Planning Process (December 2024)	Date to be published	17 March 2025

List of documents that have been proactively released				
Date	Title	Author		
30 January 2025	BRF-5748 Timeframe extension request from Waimakariri District Council to complete its Intensification Streamlined Planning Process (December 2024)	Ministry for the Environment		
9 February 2025	Signed amended direction	Hon Chris Bishop, Minister Responsible for RMA Reform		
11 February 2025	Signed letter to Mayor Dan Gordon, Waimakariri District Council	Hon Chris Bishop, Minister Responsible for RMA Reform		

Information redacted: YES

Any information redacted in this document is redacted in accordance with the Ministry for the Environment's policy on proactive release and is labelled with the reason for redaction. This may include information that would be redacted if this information was requested under Official Information Act 1982 (OIA). Where this is the case, the reasons for withholding information are listed below. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Summary of reasons for redaction

Some information has been withheld under Section 9(2)(a) of the OIA to protect the privacy of natural persons.

Some information has been withheld under Section 9(2)(g)(i) of the OIA to maintain the effective conduct of public affairs through the free and frank expression of opinions.

Some information has been withheld under Section 9(2)(h) of the OIA to maintain legal professional privilege.

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Briefing: Timeframe extension request from Waimakariri District Council to complete its Intensification Streamlined Planning Process (December 2024)

Date submitted: 30 January 2025 Tracking number: BRF-5748 Sub Security level: In-Confidence MfE priority: Non-urgent

Actions sought from Ministers				
Name and position	Action sought	Response by		
To Hon Chris BISHOP Minister Responsible for RMA Reform	Respond to recommendations Sign amended direction and Gazette notice	14 February 2025		
CC Hon Penny SIMMONDS Minister for the Environment	No action required	N/A		

Actions for Minister's office staff

Liaise with Minister Simmonds' office regarding her feedback on BRF-5788 (Waimakariri District Council's extension request for its Proposed District Plan).

Return the signed briefing to the Ministry for the Environment (<u>advice@mfe.govt.nz</u> and <u>ema.pct@mfe.govt.nz</u>).

Ensure the direction (Appendix 2) and Gazette notice (Appendix 3) are signed.

Present the direction to the House of Representatives within 20 working days of issuing the direction.

Send response letter (Appendix 4) to Waimakariri District Council.

Appendices and attachments

Appendix 1: Letter from Waimakariri District Council requesting a further extension (dated 17 December 2024)

Appendix 2: Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

Appendix 3: Draft Gazette notice – The Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Amendment Notice 2025

Appendix 4: Draft response to Waimakariri District Council's request for a further extension to its Intensification Planning Instrument

Key contacts at Ministry for the Environment				
Position	Name	Cell phone	First contact	
Principal Author	Nathan Stocker			
Responsible Manager	Sarah McCarthy	s 9(2)(a)	✓	
General Manager	Martyn Pinckard			

Minister's comments

Timeframe extension request from Waimakariri District Council to complete its Intensification Streamlined Planning Process (December 2024)

Key messages

- 1. This briefing seeks your decision on whether to grant Waimakariri District Council's (the Council) request for more time to complete its Intensification Streamlined Planning Process (ISPP).
- 2. The Council was originally required to complete the ISPP by 20 August 2023. The former Minister for the Environment granted an extension to 17 December 2024.
- On 17 December 2024, the Council requested a further extension to make decisions on its Intensification Planning Instrument, Variation 1: Housing Intensification (Variation 1), until 30 June 2025 (request attached at **Appendix 1**). This is due to the hearings processes having taken longer than anticipated.
- 4. The Council considers that 30 June 2025 is the earliest it can make well-considered decisions on Variation 1.
- 5. At the same time as requesting an extension for ISPP, the Council requested an extension until the same date (30 June 2025) to make decisions on its Proposed District Plan (PDP), under clause 10A of Schedule 1 of the RMA. Clause 10A extensions have a separate legal process to ISPP extensions and the Minister for the Environment has portfolio responsibility to decide whether to grant extensions under clause 10A. We are preparing separate advice (BRF-5788) to support her decision. You will be cc'd on this advice.
- 6. We recommend that you grant the Council's ISPP extension request and direct the Council to make decisions on Variation 1 by **30 June 2025**.
- 7. Council has requested four weeks from decisions to notify these decisions (ie, until 28 July 2025). This is the last step of the ISPP for the Council, prior to any rejected recommendations being referred to you. Based on an assessment of how long other councils have taken to notify decisions, we believe a two week period would be sufficient and minimise risk of overlap with the Resource Management (Consenting and Other System Changes) Amendment Bill (RM Bill 2) being enacted. We have spoken with Council officers about this who understand this interaction and have indicated they would work to a two week notification period, should this request be granted.
- 8. Therefore, we recommend that you direct the Council to notify its decisions on Variation 1 by **14 July 2025**. These new timeframes should allow the Council enough time to complete the work necessary to make decisions on the IPI, whilst maintaining an expeditious planning process.

Recommendations

We recommend that you:

- a. **agree** to amend "Minister for the Environment's Direction for the Intensification Streamlined Planning Process to the first tranche of specified territorial authorities", 11 April 2022, and revoke "Minister for the Environment's Amended Direction for the Intensification Streamlined Planning Process to Waimakariri District Council", 3 April 2023, to:
 - require Waimakariri District Council to make decisions on its Intensification Planning Instrument, Variation 1: Housing Intensification (Variation 1), by **30 June 2025**;
 - ii. require Waimakariri District Council to notify its decisions on Variation 1 by **14 July 2025** (instead of the currently directed 17 December 2024); and

	Yes No
If you agree with recommendation (a):	
b. sign the amended direction in Appendix 2	
	Yes No
c. sign the Gazette Notice in Appendix 3	
	Yes No
d. agree to send Waimakariri District Council the letter in Appendix	4
	Yes No
e. note the amended direction will take effect on 28 February 2025	
f. note that officials will use this opportunity to correct a minor error Council's current ISPP direction	or in Waimakariri District

- g. **note** the signed amended direction must be presented to the House of Representatives within 20 working days of being issued
- h. **agree** this briefing will be proactively released on the Ministry for the Environment's website within the next eight weeks.

Yes | No

If you do not agree with recommendation (a):

i. meet with officials for further discussion

Yes | No

Signatures

Sarah McCarthy Manager - Urban Policy Environmental Management and Adaptation 30 January 2025

Hon Chris BISHOP Minister Responsible for RMA Reform Date:

Timeframe extension request from Waimakariri District Council to complete its Intensification Streamlined Planning Process (December 2024)

Purpose

1. This briefing seeks your decision on whether to grant Waimakariri District Council's (the Council's) request for more time to complete its Intensification Streamlined Planning Process (ISPP).

Background

- 2. The Resource Management Act 1991 (RMA) requires the Council use the ISPP to progress an Intensification Planning Instrument (IPI) that gives effect to Policies 3 and 4 of the National Policy Statement on Urban Development 2020 (NPS-UD) and incorporates the Medium Density Residential Standards (MDRS) into the Council's district plan.
- 3. As the Council notified its Proposed District Plan (PDP) prior to the commencement of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021, it was required to progress its IPI as a variation to its PDP.¹
- 4. The Council notified its IPI, Variation 1: Housing Intensification (Variation 1), on 13 August 2022. At the same time, it notified Variation 2, which relates to financial contributions. Variation 2 was originally intended to form part of the IPI but has instead progressed through a standard process under Schedule 1, Part 1 of the RMA, as it is not possible to notify more than one IPI or to use the ISPP for anything other than an IPI.²
- 5. The Council was originally required to notify its decisions on the Independent Hearings Panel's (IHP) recommendations on Variation 1 by 20 August 2023. This is the last step of the ISPP for the Council, prior to any rejected recommendations being referred to you.
- 6. On 20 December 2022, the Council requested an extension for more time to complete the ISPP. This was due to both resourcing issues and a desire to align Variations 1 and 2 with the PDP process to enable an integrated decision-making process. The former Minister for the Environment granted the Council an extension until 17 December 2024.
- 7. On 17 December 2024, the Council requested a further extension under sections 80L and 80M of the RMA to *make* decisions on the IHP's recommendations on Variation 1, until 30 June 2025 (**Appendix 1**).
- 8. The Council estimates that it would require an extra four weeks to *notify* these decisions (ie, until approximately 28 July 2025), given the administrative workload involved.
- 9. The Council has also requested an extension to make decisions on the remainder of its Proposed District Plan (PDP) by 30 June 2025, under clause 10A of Schedule 1 of the RMA. The Minister for the Environment has portfolio responsibility to decide whether to grant the requested PDP extension. We are preparing separate advice to support her decision (BRF-5788).
- The Council also requested an extension to Variation 2 under sections 80L and 80M of the RMA (Appendix 1). This is likely due to Variation 2 being mistakenly included in the

¹ Clause 33(2)(b), Schedule 12 of the RMA.

² This is restricted by <u>section 80G of the RMA</u> (Limitations on IPIs and ISPP).

current direction.³ However, as Variation 2 is not an IPI, any extension needs to be issued under clause 10A of Schedule 1 of the RMA, rather than sections 80L and 80M. Therefore, the request for an extension for Variation 2 is being considered as part of the PDP extension request in advice to the Minister for the Environment.

- 11. The reasons provided by Council for requesting an extension include more time being required to complete the ISPP and PDP processes and to allow for well-integrated decisions to be made on the PDP and Variations 1 and 2.
- 12. While the Council has been progressing Variation 1 concurrently with the PDP and Variation 2, they are following two distinct legal processes.

Setting and amending ISPP timeframes

- 13. The RMA enables the Minister for the Environment to set and amend a council's ISPP timeframes. The Prime Minister has agreed that you have portfolio responsibility, as Minister Responsible for RMA Reform, for these statutory decisions. You are able to exercise these powers in accordance with section 7 of the Constitution Act 1986.
- 14. You can make a direction to set or amend the timeframes of the ISPP, including the dates by which the Council must make or notify decisions on the IHP's recommendations, as per sections 80L(1)(c) and 80M(3) of the RMA. Any such direction is secondary legislation and must be notified in the New Zealand Gazette.
- 15. When making a direction, you must have regard to section 80D of the RMA, which describes the purpose of the ISPP as being to provide for an expeditious planning process for councils progressing an IPI.

Analysis and advice

Waimakariri's reasons for requesting an extension

- 16. The Council considers that 30 June 2025 is the earliest that it can make careful, integrated and well-considered decisions on Variation 1 (along with the PDP and Variation 2).
- 17. The Council explains (as outlined in **Appendix 1**) that the PDP and Variation 1 and 2 hearing processes have taken longer than anticipated due to a range of process-related factors, including increases in the number of hearings, as well as the extent of assessment, reporting, and conferencing required by the IHP.
- 18. The Council also notes that there are distinct (though similar) legislative requirements for the PDP and ISPP processes, which has added further complexity and time to the process.
- 19. Consequently, the final scheduled hearing only occurred in early November 2024 and the IHP has not yet indicated when it will formally close the hearings.
- 20. Once the hearings close, the IHP must deliberate and complete their recommendations on the provisions and submissions to the Council. The Council has indicated it is working closely with the IHP to determine timeframes for this phase of the process. We note that, although the Council is ultimately responsible for meeting the prescribed ISPP timeframes, its ability to direct the IHP to complete process steps by certain timeframes is likely constrained by existing contractual arrangements between the two parties.

³ The existing direction issued under sections 80L and 80M sets a date that both Variation 1 and Variation 2 need to have their decisions notified by under clause 102 of Schedule 1. However, Variation 2 is not using the ISPP, so cannot have decisions notified under clause 102.

- 21. Once the Council receives the IHP's recommendations, it must consider them, evaluate alternative options if it does not agree with any recommendations, and make decisions. The Council estimates this phase may take 1-2 months.
- 22. Once the Council has made its decisions on the IHP's recommendations, it estimates that a further four weeks would be required to notify these decisions.
- 23. The Council notes that the proposed timeframe and approach have been discussed with the IHP chair and that the chair agrees that the timeframe requested is appropriate.

Analysis

- 24. We recommend that you grant the Council's ISPP extension request, directing the Council to:
 - a. make decisions on the IHP's recommendations on Variation 1 by **30 June 2025**; and
 - b. notify these decisions no later than 14 July 2025.
- 25. We have considered the following two options, having regard to section 80D of the RMA (which requires that an ISPP provides for an expeditious planning process):
 - a. option 1: granting a shorter extension than requested (eg, three months), or refusing to grant an extension.
 - b. option 2 (recommended): granting the requested extension until 30 June 2025.
- 26. The Council states that it is committed to making decisions on Variation 1 (along with the PDP and Variation 2) as soon as possible and that it has taken into account its duty to avoid unreasonable delay under section 21 of the RMA; specifically, it has considered the minimum amount of time needed to carry out its functions under section 31 of the RMA.
- 27. Given the Council considers that 30 June 2025 is the earliest that it can possibly make decisions on Variation 1, granting either a shorter or no extension (option 1) would likely not lead to a more expeditious planning process as it isn't possible to achieve. Substantial progress has been made since the last ISPP extension was granted.
- 28. We recommend granting the Council's requested ISPP extension (option 2) and consider that this option provides for an expeditious planning process, given the circumstances (including that the hearings process took longer than anticipated) and the amount of work that is still required to complete the ISPP.
- 29. We recommend requiring the Council to notify decisions by 14 July 2025. The Council has advised that it would take approximately four weeks to notify decisions, from the date the Council makes decisions. Other councils, however, have generally completed this step in 1-2 weeks and we anticipate that the work to prepare for notification can start prior to decisions being made. Given this, and the need to reduce risk arising from potential overlap with Resource Management (Consenting and Other System Changes) Amendment Bill (RM Bill 2) being enacted, we consider allowing for two weeks for notification to be most appropriate.
- 30. We have spoken with Council officers about the interaction of timeframes with RM Bill 2. They have indicated that, should a timeframe extension be granted, they would work to notify the decisions within two weeks.
- 31. We recommend that the amended direction removes references to Variation 2. This would clarify that Variation 2 needs to continue along a standard RMA Part 1, Schedule 1 process and would remedy the mistake in the existing direction. Council officers have confirmed they would support this approach. We consider this addresses an administrative error rather than being a substantive change.

PDP and Variation 2 extension request

- 32. In preparing this briefing, we consulted with the Ministry for the Environment officials responsible for advising the Minister for the Environment on the Council's PDP extension request. They are aiming to submit this advice imminently and are planning to recommend that she grants the Council's extension request for making decisions on the PDP and Variation 2 by 30 June 2025 (BRF-5788).
- 33. The Minister for the Environment can only either approve or reject the PDP and Variation 2 extension request under clause 10A, there is no ability for her to grant an extension for a different length of time.
- 34. While the Council's letter (**Appendix 1**) discusses the need for integration between Variation 1 and the PDP (and Variation 2), these are following two separate legal processes and decision-making needs to reflect the specific and independent requirements for each.

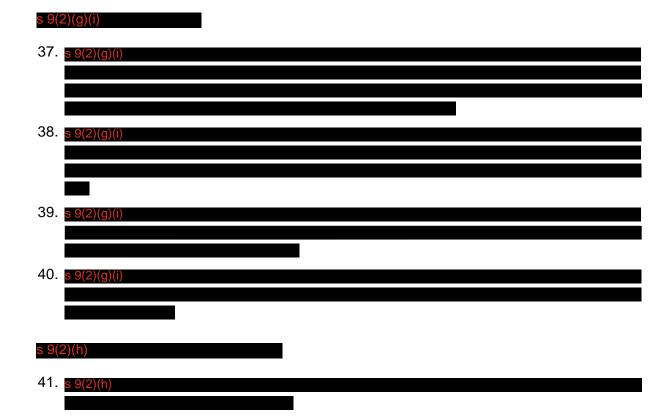
Te Tiriti analysis

35. No Treaty of Waitangi / Te Tiriti o Waitangi issues are associated with the proposals in this briefing.

Other considerations

Consultation and engagement

36. No consultation with other agencies has been undertaken. The Ministry of Housing and Urban Development have been informed of the Council's extension request.



42.	s 9(2)(h)	
43.	s 9(2)(h)	
44.	. s 9(2)(h)	
45.	s 9(2)(h)	
40		
46.	s 9(2)(h)	

Financial, regulatory and legislative implications

47. No financial, regulatory, or legislative implications are associated with the proposals in this briefing.

Next steps

- 48. If you agree to grant the Council's ISPP extension request, you will need to sign the amended direction (**Appendix 2**) and the Gazette notice (**Appendix 3**).
- 49. As secondary legislation, the amended direction must be notified in the New Zealand Gazette. If you sign the amended direction and Gazette notice, we will work with your office to present the direction to the House of Representatives and publish the Gazette notice. We propose that the amended direction takes effect on 28 February 2025.
- 50. If you agree to grant the Council's ISPP extension request, we recommend that you send the Council the letter in **Appendix 4** informing them of your decision.
- 51. If you would like to make a different direction to the one recommended in this briefing, or to clarify any matters, we suggest meeting with you to discuss.

Waimakariri District Council 215 High Street Private Bag 1005 Rangiora 7440, New Zealand Phone 0800 965 468

Our Reference: / 241217224944

17 December 2024

Hon Penny Simmonds Minister for the Environment PO Box 18888 Parliament Buildings WELLINGTON, 6160

Email: p.simmonds@ministers.govt.nz

Hon Chris Bishop Minister for RMA Reform Parliament Buildings WELLINGTON, 6160

Email: <u>c.bishop@ministers.govt.nz</u>

Dear Ministers,

Waimakariri District Council Proposed District Plan – Application for Extensions of Time on proposed District Plan Review and Intensification Planning Instrument

Introduction

- We are writing to you to request further extensions of time for making decisions on the Proposed Waimakariri District Plan (PDP), and the Intensification Planning Instrument (IPI) which was notified as Variation 1 to the PDP (Variation 1) and Variation 2 to the PDP (Variation 2) on 13 August 2022. The extension requests are made pursuant to clause 10A, Schedule 1 of the Resource Management Act 1991 (RMA) and section 80M of the RMA (respectively). The Waimakariri District Council (Council) respectfully requests extensions of time to make decisions on the PDP and Variations 1 and 2 to 30 June 2025.
- 2. Minister Bishop thank you for the opportunity to meet with you last week on Teams to discuss Council's progress on the PDP and Variations 1 and 2 and this request for extensions. The Council has also been liaising with the Ministry for the Environment officials. As we discussed, the Council is committed to making decisions on the PDP and Variations 1 and 2 as soon as possible but requires further time to do so for the reasons outlined below.
- 3. By way of further context, our Council is committed to progressing with the district plan review as expeditiously as possible to ensure that we have a document that takes into account the high growth that has been experienced in the district since we completed our last district plan. While we are seeking a time extension until the end of June 2025 (and we do not think we can complete the process before this), our intention is not to wait until that date to release decisions if decisions can be made earlier.



Background

- 4. The Council is currently reviewing the Waimakariri District Plan with all scheduled hearings on the PDP now completed. The PDP was prepared from 2016-2021 and notified on 17 September 2021. The 17 September 2021 notification date coincided with the issue of an Environment Court decision that subdivision and land use rules providing for a 20 ha minimum lot size in the General Rural Zone in the PDP have immediate legal effect.¹ Submissions on the PDP closed on 26 November 2021.
- 5. Prior to the enactment of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (Amendment Act) the Council intended to proceed to the further submission stage in early 2022 followed by hearings commencing in the second half of 2022.
- 6. The passing of the Amendment Act required the Council, as a tier 1 territorial authority, to incorporate the medium density residential standards (MDRS) in relevant residential zones across the district, and give effect to policy 3 of the National Policy Statement on Urban Development (NPS-UD) across its urban zones, as well as re-enabling the use of financial contributions. The Amendment Act further required Council to proceed with implementing the intensification planning instrument (IPI) through a variation to its PDP.²
- 7. Based on guidance from Ministry for the Environment (**MFE**) and in reference to section 32 evaluations completed prior to notification of the PDP, Council decided that the most appropriate way to implement the MDRS and policy 3 of the NPS-UD was by way of two variations to the PDP (rather than changes to the Operative District Plan that the PDP is intended to replace):
 - a. Variation 1 (housing intensification the intensification planning instrument); and
 - b. Variation 2 (financial contributions).
- 8. A summary of submissions to the PDP was largely complete in mid-June 2022, with the plan to notify and invite further submissions in July 2022. However, this was postponed to allow for alignment with the submission process for both Variation 1 and 2 in order to minimise confusion for submitters. Variations 1 and 2 took four months for the Council to draft, and were notified on 13 August 2022. This was in advance of the required notification date of 20 August 2022.
- 9. Following the completion of the notification process, submissions on Variations 1 and 2 were summarised. The further submission process for Variations 1 and 2 occurred simultaneously with the further submission process for the PDP, ending on 21 November 2022.
- 10. In December 2022, the Council was ready to proceed with hearings on the PDP and the two variations. Because Variations 1 and 2 are variations to the PDP (rather than an operative District Plan), they must be progressed alongside the PDP. In simplistic terms, if we issued our MRDS Variation first, we would be amending a document that is not operative.

¹ *Re Waimakariri District Council* [2021] NZEnvC 142.

² Schedule 12, Clause 33 of the RMA.

- 11. Under the RMA decisions on a proposed plan must be made within two years of the date a proposed plan is notified. This would have required decisions to be made by 17 September 2023.³
- 12. The Council had also been directed to notify decisions on the Independent Hearings Panel's (**IHP**) recommendations on the IPI by 20 August 2023, pursuant to Clause 2 of Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Notice 2022 (**Gazette Notice**).
- 13. The Council considered, for a variety of reasons, that it would not be able to make decisions on the PDP by 17 September 2023 or Variations 1 and 2 by 20 August 2023. Importantly, decisions could not be made on Variations 1 and 2 before decisions were made on the PDP because Variations 1 and 2 are variations (or changes) to the PDP (rather than a variation / change to a District Plan which is already operative). Decisions on a change to a PDP cannot be made before decisions on the PDP itself.
- Accordingly, on 20 December 2022 the Council sought a time extension for making decisions on the PDP and Variations 1 and 2 to 17 December 2024. That extension was granted. A copy of the extension request is attached as **Appendix 1**. Minister Parker's decision granting the extensions is attached as **Appendix 2**.
- 15. Pursuant to a direction issued by the former Minister for the Environment on 20 March 2024, under clause 10A, Schedule 1 and s80L of the RMA Council is required to make decisions on the PDP and the IHP's recommendations on Variations 1 and 2 by **17 December 2024**.
- 16. At the time of the December 2022 extension requests, the hearings were scheduled to run until May 2024, with recommendations from the hearings panel and decisions by the local authority expected in the second half of 2024.
- 17. While significant progress has been made on the hearings for the PDP since the extension request was granted in 2023, the hearings process has taken longer than expected for reasons discussed further below. The final scheduled hearing was held on 4 November 2024.
- 18. Against that background, the Council is not going to be in a position to make decisions on the PDP or Variations 1 and 2 by 17 December 2024. This application for extensions of time is made accordingly.

Progress of PDP and Variations 1 and 2

- 19. Substantial progress has been made on PDP and Variations 1 and 2 since the extension request was made and granted. Hearings commenced in May 2023. Since that time the Hearing Panels have sat for approximately 37 days, over 18 months, on 24 hearings. The final scheduled hearing (the reconvening of Hearing Stream 12D Ohoka) occurred on 4 November 2024.
- 20. **Appendix 3** sets out the number of scheduled hearings that have taken place for the wider review process, including Variations 1 and 2. The Council have issued approximately 56 s42A reports, 104 reply reports, and 21 briefs of expert evidence. The Panels have received approximately 64 memoranda from submitters and issued 49 Minutes and/or directions. There have also been 30 joint witness statements lodged with the Hearings Panels.

³ Schedule 1, Clause 10(4)(a) RMA.

- 21. However, the PDP and Variation 1 and 2 hearing processes have taken longer than anticipated due to a variety of factors, including (but not limited to):
 - a. an increased number of hearings (particularly for rezoning requests);
 - b. the extent of assessment and reporting;
 - c. Panel directions for conferencing between officers and submitters;
 - d. responding to written questions from the Panel (both before and after hearings); and
 - e. Panel directions for the production of joint witness statements on areas of agreement and disagreement between the officers and submitters.
- 22. Variation 1 and rezoning requests have been particularly time consuming and complex matters.
- 23. Other external factors that have affected the district plan review and IPI hearings timeframes are:
 - a. the continued implementation of the Amendment Act;
 - b. the enactment and then repeal of the Natural and Built Environments and Strategic Planning Acts;
 - c. changes to national direction including the enactment or amendment of the National Planning Standards;
 - d. the National Policy Statement (NPS) for Urban Development and the NPS for Highly Productive Land;
 - e. the Greater Christchurch Spatial Plan; and
 - f. Schedule 1 RMA consultation on the draft Canterbury Regional Policy Statement.
- 24. A further complicating matter that has extended the process is the requirement to establish an additional IHP to make recommendations on submissions that were lodged as part of the Amendment Act process. An IHP is a requirement of clause 96(1)(a) of Schedule 1 of the RMA and the IPI. The IHP Panel process was subject to a Council decision on 4 April 2023. The IHP is one example of the different plan and decision-making processes that apply to an IPI vis a vie the processes for the PDP. There are similar, but distinct, legislative requirements for the PDP and IPI which have also added complexity and time to the process. A number of submitters lodged submissions on both the PDP and IPI variations. One of the features of the need for two Hearing Panels is that hearings have needed to be split into submissions that are specific to each process, as a way to ensure that submitters had an opportunity to present to the appropriate panel. While this has added time and complexity to the process, it means that we are able to combine decision-making timing which will enable efficiencies at the decision-making phase. It is important to highlight some of the submissions and a number of issues for consideration by the Panels are inter-related and require integrated decision-making.
- 25. As stated above, the final scheduled hearing (a reconvening of Hearing Stream 12D Ohoka) occurred on 4 November 2024. The remaining right of reply reports for Hearing Streams 12C, 12D, 12E, 7A, 7B and Variation 1 were also completed at the end of November 2024 / beginning of December 2024.⁴ The Council's reporting has now occurred, with the panel issuing a Minute on 12 December allowing some submitters a short period of time to respond to matters.⁵

⁴ Minute 44 – Response to Council memorandum – Timeframes and wrap up Reply Reports dated 23 October 2024.

⁵ Minute 48 – Panel Response and Directions to Prosser and Fletcher Fawcett Road – Memorandum HS 12C– dated 12 December 2024.

- 26. The plan review process has been considered within the context of changes to the National Policy Statement for Urban Development and the preparation of the Greater Christchurch Spatial Plan within the Teir 1 area of the district. The Council anticipates that it will be in a position to ensure that the latest housing bottom lines are exceeded across the short, medium and long term, whilst acknowledging that the panel(s) have not yet provided their recommendations to consider. This includes ongoing implementation of the MDRS standards to enable further opportunities for intensification.
- 27. The Council is also aware of the recent introduction of the Resource Management (Consenting and other system changes) Amendment Bill (**Second RMA Amendment Bill**) which proposes, amongst other things, various changes relevant to the MDRS. The Council is cognisant that it may need to consider the implications of any changes to the RMA that are in effect before it makes decisions on the PDP and Variation 1.

Assessment of time extension

- 28. To inform your consideration of a time extension, the Council has identified the following four phases that must be carried out to complete the district plan review process:
 - a. **Phase 1:** Completion of remaining evidential requirements. Although all scheduled hearings have now been completed, as mentioned above, this step involves Council reporting officers and submitters completing all remaining evidential requirements set by the Hearings Panel. Following receipt of the planning officers' right of reply reports on 13 December 2024, the Panel has not yet indicated when they will close the hearings.
 - b. **Phase 2:** PDP and IHP Panel deliberations. In this phase, the Panels for the PDP and IHP will consider the evidence put forward by submitters and will complete their recommendations on the provisions and submissions to the Council. Council is currently working with the chair of the PDP and IHP panels to refine the exact timing of the panel recommendations.
 - c. Phase 3: Council is to consider and make decisions on recommendations from the PDP and IHP Panels. Within this phase the Council needs to consider the recommendations made by both the PDP and IHP Panels including evaluating alternative options if the Council does not accept all of the recommendations. Council staff require sufficient time to read and familiarise themselves with the Panel's recommendations. Staff reports to Councillors will be required to assist Council's consideration of the Panel's recommendations and provide a recommendation to the Council to accept, accept in part, or reject the recommendations of the Panel. As noted above, the Council may also need to consider the implications of any changes to MDRS signalled in the Second RMA Amendment Bill. This phase may take 1-2 months given the volume of information and assessment that Councillors will likely wish to consider when making their decisions. Council is committed to making decisions as soon as practicable to provide certainty for the community.
 - d. **Phase 4:** Notification of the Council's decisions on the PDP and IHP recommendations. It is estimated that this phase will take 1 month from the date the Council makes decisions

to notification. The timeframe is largely driven by the need to complete the required administrative tasks, including public notification.

- 29. Phases 1 to 3 need to be completed for decisions to be made on the PDP and IPI. The extension timeframe sought therefore covers Phases 1 to 3 but not Phase 4 which would occur as soon as reasonably practicable following the Council making decisions in Phase 3. It is important that the amendment of the PDP and notification is completed accurately and that sufficient time is allowed for that to occur. If Phase 4 is required to be completed, a further 4 weeks would be required for any extension.
- 30. **Appendix 4** to this letter includes an assessment of three alternative timeframes for an extension. Appendix 4 assesses the advantages and disadvantages of three options for an extension and recommends that option 2 (an extension of 6 months) be granted.
- 31. **Appendix 5** is an assessment of the effects of an extension on specific persons, the community, and considers the reasonableness of the delay. These are matters that must be taken into account by the Council before making an application for an extension pursuant to clause 10A(3), Schedule 1 the RMA.
- 32. The proposed timeframe estimations have been prepared in consultation with staff, external advice, and the Hearing Panels, while also considering timeframes for other district plan review processes by comparable councils across the country. It is noted that, while there are some uncertainties/unknowns, the Council needs to make a decision on the best available information to enable an application to be made to the Ministers ahead of the current deadline for making decisions.
- 33. It is noted that the above phases are not all within the control of Council or staff, and as such, the phases may progress quicker or slower than anticipated. The timeframes set out above also do not take into account any additional assessments required as a result of legislative change or potential notification of the Regional Policy Statement.

Extension requests

- 34. Having regard to the above and the assessment in Appendix 4, the Council seeks the following specific extensions of time:
 - A time extension, under clause 10A, Schedule 1 of the RMA, to 30 June 2025 to make decisions on the PDP.
 - A time extension, and/or further direction, under sections 80L and 80M of the RMA to 30 June 2025 to make decisions on the IPI (Variation 1) and Variation 2. This is to align with the requested PDP deadline.
- 35. The proposed timeframe and approach has been discussed with the hearing panel chairperson, Commissioner Gina Sweetman. Ms Sweetman agrees that the timeframe requested is appropriate, having regard to the anticipated timeframe for releasing recommendations on the PDP and Variations 1 and 2 and the inter-related and integrated nature of submissions on the PDP with Variations 1 and 2 and the need (both legal and practical) for decisions to be released at the same time.

- 36. As part of your consideration, the RMA requires an assessment of the effects of an extension on specific persons, the community and a consideration of the reasonableness of the delay As noted above, the Council has undertaken an assessment of the likely effects of the time extension on the interests of people and the community, in accordance with Clause 10A, Schedule 1, RMA. These matters are addressed in **Appendix 5**.
- 37. The Council, informed by Council staff, has considered a range of options between April and December 2025. **Appendix 4** to this letter provides an assessment of three options between April and December 2025, with the preferred Option 2 forming the basis for the requested time extensions.
- 38. Council considers that the time extension request of approximately 6 months is consistent with the time requirement to complete phases 1 to 3 identified above. Phase 4 can occur as soon as reasonably practicable following phase 3 (decisions). Option 2 provides a 'middle ground' between options 1 and 3, balancing the need for sufficient time to make robust, considered and integrated decisions and certainty for plan implementation and the community in terms of the PDP and MDRS, whilst ensuring continued integrated decision making occurs within current minimum achievable timeframes.
- 39. In making the request for extensions, the Council has taken into account its duty to avoid unreasonable delay under section 21 of the RMA. Specifically, the Council has considered the minimum amount of time needed to carry out its functions under section 31 of the RMA. The request for a time extension is not considered an unreasonable delay because the additional time needed is what Council considers to be the minimum to provide for a careful, integrated and well-considered decision-making process for the PDP and Variations 1 and 2, on the information currently available.
- 40. The Council emphasises that good progress has been made on the PDP and IPI processes and the further time sought in order to make decisions is not, in its view, unreasonable. The Council considers the PDP and IPI hearings processes have progressed with due expedition. The further time extension will ensure that:
 - a. there is sufficient time to adequately assess the effects of the PDP and IPI via the Hearings Panel process with recommendations yet to be made; and
 - b. for Council to consider recommendations and the implications of those recommendations for the PDP and Variations 1 and 3 before making decisions;
 - c. the community and submitters have certainty about the planning framework, in terms of the PDP and MDRS (Variations 1 and 2);

having regard to the substantial engagement and work undertaken to date.

41. We are willing and available to further discuss these matters with both of you and Ministry for the Environment staff.

Yours sincerely

Dan Gordon Mayor

Withrow

Jeff Millward Chief Executive

Our Reference: / 221122202693

20 December 2022

Hon David Parker Minister for the Environment PO Box 18 888 Parliament Buildings WELLINGTON, 6160

Email: d.parker@ministers.govt.nz

Dear Minister

Waimakariri District Council Proposed District Plan – Application for Extension of Time on proposed District Plan Review and Intensification Planning Instrument

Introduction

- 1. We are writing to you to request an extension of time for making decisions on the Proposed Waimakariri District Plan (PDP), and the Intensification Planning Instrument which was notified as Variation 1 to the PDP (Variation 1).
- 2. The Waimakariri District Council (Council) is currently reviewing the Waimakariri District Plan. The district plan was made operative in 2005. In the time since being made operative the district has grown substantially and faces new resource management challenges, including implementing the national planning standards, to reflect the updated development context of the district, and to simplify and reduce plan complexity. Accordingly, a replacement plan, the Proposed District Plan ("PDP") was prepared from 2016-2021 and notified on 17 September 2021. The 17 September 2021 notification date coincided with the issue of an Environment Court decision that subdivision and land use rules providing for a 20 ha minimum lot size in the general rural zone in the PDP have immediate legal effect.¹ Submissions closed on 26 November 2021.
- Prior to the enactment of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 ("Amendment Act") the Council intended to proceed to the further submission stage in early 2022 followed by hearings commencing in the second half 2022.
- 4. The passing of the Amendment Act required the Council, as a tier 1 territorial authority, to incorporate the medium density residential standards (MDRS) in relevant residential zones across the district, and give effect to policy 3 of the National Policy Statement on Urban Development (NPS-UD) across its urban zones, as well as re-enabling the use of financial contributions. The Amendment Act required Council to proceed with processing the intensification planning instrument as a variation to its proposed district plan (sch 12, cl 33 RMA)



¹ [2021] NZEnvC 142.

waimakariri.govt.nz

- 5. Based on guidance from MFE and in reference to the more recent and responsive section 32 evaluations completed prior to notification of the PDP, Council decided that the most appropriate way to implement the MDRS and policy 3 of the NPS-UD was by way of two variations to the PDP: Variation 1 (housing intensification the intensification planning instrument), and Variation 2 (financial contributions).
- 6. A summary of submissions to the PDP was largely complete in mid-June 2022, with the plan to notify and invite further submissions in July 2022. However, this was postponed to allow for alignment with the submission process for Variations 1 and 2 in order to minimise confusion for submitters. Variations 1 and 2 took four months for the Council to draft, and were notified on 13 August 2022. This was in advance of the required notification date of 20 August 2022.
- 7. Following the completion of the notification process, submissions on Variations 1 and 2 were summarised. The further submission process for Variations 1 and 2 occurred simultaneously with the further submission process for the PDP, ending on 21 November 2022.
- 8. The Council is now ready to proceed with hearings on the PDP and the two variations.
- 9. However, the RMA² requires decisions on a proposed plan to occur within two years from when a proposed plan is notified. This would require decisions to be made by 17 September 2023. For reasons to be provided below and in the appendices to this letter, the Council will not be able to make decisions by 17 September 2023. A time extension of 15 months to 17 December 2024 is sought for decisions to be made on the PDP³. As currently scheduled, hearings will run until May 2024, with recommendations from the hearings panel and decisions by the local authority expected in the second half of 2024.
- 10. The Council has also been directed to notify decisions on the independent hearings panel's recommendations on the Intensification Planning Instrument (IPI) by 20 August 2023, pursuant to clause 2 of Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Notice 2022 (Gazette Notice). The Council also applies, under section 80M of the RMA, for an amendment to the direction in the Gazette Notice, to extend the time for making decisions in Variations 1 and 2 until 17 December 2024.

Assessment of time extension

- 11. To inform your consideration of a time extension, Appendix 1 sets out the number of hearing days that are proposed for the wider review process, including Variations 1 and 2. The proposed timetable is considered to balance the need for efficiency within the process while providing a manageable district plan review process that is achievable with the Council's current resources (internal staff and availability of external consultants).
- 12. The proposed timeframe has been prepared in consultation with staff and the hearings panel, while also considering timeframes for other district plan review processes by comparable Councils across the country. Council acknowledges that the timeframe set out in Appendix 1 may be conservative in terms of the number of hearing days; however, while the number of hearing days may reduce, the overall starting point for each hearing stream will need to occur at the earliest

² Sch 1, cl 10(4)(a) RMA

³ Sch 1, cl 10A RMA

date set out given the need to establish a timeframe for s42A reports to be circulated. This means that while the number of hearing dates may reduce, that the overall end date is fixed.

- 13. Accordingly, the Council seeks the following specific extensions:
 - A time extension, under schedule 1, clause 10A, sch 1 of the Resource Management Act 1991, of 15 months (to 17 December 2024) to notify decisions on the PDP.
 - A time extension, and/or further direction, under s80L of the Resource Management Act to 17 December 2024 to notify decisions on the intensification planning instrument (variation 1). This is to align with the requested PDP deadline.
- 14. The proposed timeframe and approach has been discussed with the hearing panel chairperson, Commissioner Gina Sweetman. She agrees that the timeframe requested is appropriate, particularly given the inter-related and integrated nature of submissions on the PDP with Variations 1 and 2. Her view is that it would be problematic to issue a separate decision on Variations 1 and 2 in advance of the wider consideration of submissions on the PDP.
- 15. As part of your consideration, the Act requires an assessment of the effects of an extension on specific persons, the community, and a consideration of the reasonableness of the delay. The Council has undertaken an assessment of the likely effects of the time extension on the interests of people and the community, in accordance with cl 10A, schedule 1, RMA. This assessment is detailed in Appendix 2. Appendix 2 assesses the advantages and disadvantages of three options for the hearings process, and recommends that option 1 (a 15 month time extension) is granted.
- 16. Council considers that the time extension request of 15 months is consistent with the time requirement to analyse, draft, and notify its intensification planning instrument. The timeframe for hearings on the PDP has not extended in duration, apart from the additional hearing slots required for Variations 1 and 2.
- 17. In making the request for an extension, the Council has taken into account its duty to avoid unreasonable delay under section 21 of the RMA. Specifically, the Council has considered the minimum amount of time needed to meet its functions under section 31 of the RMA. The request for a time extension is not considered an unreasonable delay because the additional time needed is what Council considers to be the minimum to provide for a careful, integrated and well-considered decision-making process for the PDP and Variations 1 and 2. The Council considers that the most effective approach is to hear submissions and make decisions on the PDP and Variations 1 and 2 together. The Council also considers it is reasonable to make up for the additional time required to prepare its intensification planning instrument as required, and has analysed and considered all the other options available to it before requesting a time extension.
- 18. Variation 1 was the result of a mandatory direction from Central Government over which Council had no control of the timing. Council records that it is currently underway with a proposed district plan that it considers responded to the housing capacity challenges that the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act sought to address, while balancing appropriate change in the district's existing urban environments. The Council specifically notes that the legislation required Council to notify a plan change or variation incorporating the required medium density residential standards, and to progress that variation through to a decision.

- 19. There may be further developments arising from the Greater Christchurch Partnership in the next year which will require consideration, including through the district plan hearings process.
- 20. We are willing and available to further discuss these matters with you.

Yours faithfully

Dan Gordon Mayor

Million

Jeff Millward Acting Chief Executive

Appendix 1 – Proposed Hearing Dates



Provisional Hearing Dates



			Α	s at: 14/12	2/2022
Report ID	S42a Report	Start	Finish	Duration	Stream Duration
SO1 - R1	Part 1, General Matters, Cross Plan issues, Definitions, NDI	Mon 15/05/2023	Mon 15/05/2023	0.5	
S01 - R2	Overarching \$42a Report (TBC?)	Mon 15/05/2023	Mon 15/05/2023	0.5	
SO1 - R3	Interpretation & Cross-cutting Definitions	Tue 16/05/2023	Tue 16/05/2023	0.5	2.5
S01 - R4	Strategic Directions	Tue 16/05/2023	Tue 16/05/2023	0.5	
SO1 - R5	Urban Form & Development	Wed 17/05/2023	Wed 17/05/2023	0.5	
S02 - R1	Mana Whenua	Wed 17/05/2023	Wed 17/05/2023	0.5	
S02 - R2	Sites & Areas of Significance to Maori	Thu 18/05/2023	Thu 18/05/2023	0.5	1.5
S02 - R3	Special Purpose Kainga Nohoanga	Thu 18/05/2023	Thu 18/05/2023	0.5	
SO3 - R1	Hazardous Substances	Wed 14/06/2023	Wed 14/06/2023	0.5	
S03 - R2	Contaminated Land	Wed 14/06/2023	Wed 14/06/2023	0.5	3.0
S03 - R3	Natural Hazards	Thu 15/06/2023	Fri 16/06/2023	2.0	
S04 - R1	Coastal Environment	Mon 17/07/2023	Mon 17/07/2023	1.0	
S04 - R2	Ecosystems and Indigenous Biodiversity	Tue 18/07/2023	Wed 19/07/2023	2.0	
S04 - R3	Natural Character of Freshwater bodies	Thu 20/07/2023	Thu 20/07/2023	0.5	
S04 - R4	Natural Features and Landscapes	Thu 20/07/2023	Thu 20/07/2023	0.5	5.0
S04 - R5	Public Access	Fri 21/07/2023	Fri 21/07/2023	0.5	
S04 - R6	Activities on surface of water	Fri 21/07/2023	Fri 21/07/2023	0.5	
S05 - R1	Earthworks	Mon 14/08/2023	Mon 14/08/2023	0.5	
S05 - R2	Noise	Mon 14/08/2023	Mon 14/08/2023	0.5	
S05 - R3	Light	Tue 15/08/2023	Tue 15/08/2023	0.5	
S05 - R4	Signs	Tue 15/08/2023	Tue 15/08/2023	0.5	
S05 - R5	Historic Heritage	Wed 16/08/2023	Wed 16/08/2023	0.5	5.0
S05 - R6	Notable Trees	Wed 16/08/2023	Wed 16/08/2023	0.5	
S05 - R7	Energy and Infrastructure	Thu 17/08/2023	Thu 17/08/2023	1.0	
S05 - R8	Transport	Fri 18/08/2023	Fri 18/08/2023	0.5	
S05 - R9	Temporary Activities	Fri 18/08/2023	Fri 18/08/2023	0.5	
S06 - R1	Rural	Mon 09/10/2023	Thu 12/10/2023	4.0	
S06 - R2	Open Space Zones (3)	Fri 13/10/2023	Fri 13/10/2023	1.0	5.0
S07 - R1	Residential	Wed 22/11/2023	Fri 24/11/2023	3.0	
S07 - R2	Large Lot Residential	Mon 27/11/2023	Mon 27/11/2023	1.0	
S07 - R3	V1 - Intensification	Tue 28/11/2023	Thu 30/11/2023	3.0	8.0
S07 - R4	V2 - Financial Contributions	Fri 01/12/2023	Fri 01/12/2023	1.0	
S08 - R1	Subdivision - Residential	Mon 29/01/2024	Mon 29/01/2024	1.0	
S08 - R2	Subdivision - Excl Residential	Tue 30/01/2024	Tue 30/01/2024	1.0	2.0
S09 - R1	Commercial and Industrial	Wed 31/01/2024	Fri 02/02/2024	3.0	3.0
S10 - R1					3.0
	SPZ - Kaiapoi Regeneration	Wed 21/02/2024	Wed 21/02/2024	0.5	
S10 - R2	SPZ - Pines Beach and Kairaki	Wed 21/02/2024	Wed 21/02/2024	0.5	
S10 - R3	SPZ - Pegasus Resort	Thu 22/02/2024	Thu 22/02/2024 Thu 22/02/2024	0.5 0.5	3.0
S10 - R4 S10 - R5	SPZ - Museum & Conference SPZ - Hospital	Thu 22/02/2024 Fri 23/02/2024	Fri 23/02/2024	0.5	
S10 - R5	Future Development Areas (FUDA)				
		Fri 23/02/2024	Fri 23/02/2024	0.5	-
S11 - R1	Designations	Wed 13/03/2024	Wed 13/03/2024	1.0	3.0
S11 - R2	Wrap up Hearing	Thu 14/03/2024	Fri 15/03/2024	2.0	_
S12 - R1	Rezoning Requests Pt 1	Wed 10/04/2024	Fri 12/04/2024	3.0	
S12 - R2	Rezoning Requests Pt 2	Mon 29/04/2024	Tue 30/04/2024	2.0	14.0
S12 - R3	Rezoning Requests Pt 3	Mon 06/05/2024	Thu 09/05/2024	4.0	
S12 - R4	Rezoning Requests Pt 4	Mon 20/05/2024	Fri 24/05/2024	5.0	

Appendix 2 – Assessment of effects of time extension options

Planning process to date:

Policy development:

- Council's operative District Plan dates to 2004
- Council agreed to undertake a full review of the District Plan in 2017.
- The PDP was drafted to be consistent with the new National Planning Standards (2019).
- The PDP was notified on 18 September 2021
- Environment Court decision issued on 18 September 2021 giving immediate legal effect to subdivision and land use rules providing for a 20 ha minimum lot size in the general rural zone
- Submissions closed on 21 November 2021
- 450 submissions were received
- Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 in force from 21 December 2021
- Variation 1 and Variation 2 drafted from January 2022-June 2022.
- Variation 1 and Variation 2 notified 13 August 2022
- Submissions closed 9 September 2022
- Further submissions (on PDP, Variation 1, Variation 2) opened on 5 November 2022
- Further submissions closed on 21 November 2022.

Hearing and decision-making:

- Council has appointed a pool of six commissioners: Gina Sweetman (Chair), Gary Rae (Deputy Chair), Allan Cubitt, Megen McKay, Cr Niki Mealings, Cr Neville Atkinson
- Hearings are proposed to take approximately 60 days of sitting time
- Commissioners have indicated a preference for each hearing stream to be preceded by three weeks for provision and reading of Council's s42A report and submitter evidence, followed by the sitting schedule (outlined in Appendix 1 above)
- Hearing sitting will finish in May 2024, with decision-writing expected to take up to two months following the close of hearings. This leaves one month remaining for recommendations to be considered by Council, followed by public notification of the decisions reached.
- There are two pathways for this notification of decision
 - 1. under cl 11, sch 1 RMA for the PDP (with appeal rights to the Environment Court), and
 - 2. cl 102, sch 1 RMA for variation 1 (the intensified streamlined planning process), which does not have appeal rights.

Ad	Advantages of Option 1		advantages of Option 1
•	Allows a single integrated decision that considers variation 1 and variation 2 in the same hearings structure as the proposed district plan. Conduct hearing in a logical order for hearing and making decisions on topics within the district plan. Decisions on strategic topics are made before the detail of zones, and the intensification planning instrument is considered at the most logical step in the hearings process.	•	Decisions are delayed longer than anticipated by the RMA, noting that in part the delay has been to implement changes required by the RMA as an integrated package.
•	Implements Sch 12, cl 33 RMA which requires variations to proposed district plans (where they exist), which, as a consequence, routes intensification planning instruments into existing hearing processes for proposed district plans.		
•	Submitters do not need to attend additional hearings.		
•	Sufficient time is provided for decision- writing after the hearings have finished.		
•	One set of recommendations is presented to councillors, noting the difference between approval pathways for Schedule 1 content vs the intensification streamlined planning process.		

Option 1 – 15 month timeframe extension to 17 December 2024 (preferred option)

Option 2 – Six month timeframe extension to 17 March 2024

Ac	Advantages of Option 2		Disadvantages of Option 2	
•	In addition to the advantages listed above for Option 1: Minimises the time extension.		A six month extension will require reducing the hearing and decision-writing and decision-making time, adversely affecting the quality of submitters input into the hearing and the quality of the decision- making.	
			Compressed timeframes also impose higher workload on Council planners, submitters and their representatives, which may result in sub-standard evidence and section 42A reports, and lead to an inferior plan and outcomes for the community.	

 A shortened process could force a rush of hearings and decision making, resulting in potential breach of natural justice and fairness requirements for a hearings process.
• Less than optimum, inferior and/or non- integrated planning outcomes are likely to result in an increase in appeals to the Environment Court, and possibly plan changes, thus more costs to Council and the community.
• There are many substantial requests for rezoning. The time required to hear these cannot be reasonably reduced.

Option 3 – Hear variation 1 separately from the proposed District Plan

Advantages of Option 3	Disadvantages of Option 3		
• Variation 1 may be able to be heard (through the intensification streamlined planning process) separately to the proposed district plan and with recommendation issued separately.	 If decisions on variation 1 are made before district-wide issues, some of which are qualifying matters, are considered, Council risks a poor quality and non-integrated district plan. It is a requirement of s31 RMA to integrate decision making, and to review 		
 Assuming Council approval, decisions on variation 1 could be made and publicly notified by the deadline of 20 August 2023 	objectives, policies, and methods to ensure sufficient development capacity in the district beyond just the medium density residential standards.		
	• Less than optimum, inferior and/or non- integrated planning outcomes are likely to result in an increase in appeals to the Environment Court, and possibly plan changes, thus more costs to Council and the community.		
	 Separate processes may breach natural justice and fairness requirements for a hearings process. 		
	• Submitters may have to appear multiple times		
	• Staff do not believe it is possible to fully sever variation 1 content from the proposed district plan, which may result in some MDRS matters being heard before submitters have the opportunity to give submissions on the underlying framework of the proposed plan.		

Affected Persons and Interests of Communities

Pursuant to clause 10A(3) of Schedule 1 of the Act, before applying for an extension, Council must take into account:

- a) The interests of any person, who, in its opinion, may be directly affected by an extension; and
- b) The interests of the community in achieving adequate assessment of the effects of these proposed plans; and
- c) Its duty under Section 21 to avoid unreasonable delay
- In relation to clause (a) above, Council has taken into account the interests of any person, who, in
 its opinion may be directly affected by an extension. All persons who submitted on the Proposed
 District Plan and the two variations may be directly affected by the extension of time sought.
 However, the Council does not consider any individual submitters to be affected by the delay than
 any other submitter. This issue affects all submitters on the plan, both those seeking to support
 the enabling provisions and those seeking changes.
- Council has taken into account all persons who submitted on the proposed District Plan and the two variations and whether any person is considered to be directly affected by this extension of time sought.
- Council has, in particular taken into account the interests of the communities who have worked with Council to develop the Proposed District Plan, particularly the areas where there is a need to increase development capacity.
- Council has also considered the interests of those affected by the Environment Court decision on the immediate legal effect of the rural subdivision 20 ha standard. There are a range of views on this issue, but the primary consideration for Council is the need to make an integrated decision that will also take into account the new requirements of the NPS for Highly Productive Land.
- In relation to clause (b), Council has taken into account the interests of the community in achieving adequate assessment of the effects of the proposed plan. It is considered that a single hearings process, with a 15 month extension, will result in better quality and integrated decision-making and plan, which will better serve the interests of the community than the alternatives. Council considers that the provisions of variation 1 cannot be separated from the overall plan, and that a lesser 6 month extension will result in the inferior planning outcomes as described above.
- In relation to clause (c), Council has taken into account its duty to avoid all unreasonable delay under section 21. Council has considered the minimum extension of time required to enable it to meet its functions under section 31 RMA.
- Council has received no submissions or deputations requesting a faster decision-making process.
- Council considers it is appropriate to continue to hear both variations and the proposed district plan together, noting the differing requirements for panel makeup, decision-making, and approval of variation 1 (the intensification planning process).
- Council is confident that these revised timeframes are appropriate and will be met.

Appendix 2 – Letter from Minister Parker granting extension request

Hon David Parker BCom, LLB

Attorney-General Minister for the Environment Minister of Revenue Associate Minister of Finance



COR-3729

Dan Gordon Mayor Waimakariri District Council rosalie.jordan@wmk.govt.nz

c.c. Jeff Millward Acting Chief Executive Waimakiriri District Council 215 High Street Private Bag 1005 Rangiora 7440

Dear Mayor Gordon

Approval of Waimakariri District Council's request for an extension of time under clause 10A, Schedule 1 of the Resource Management Act 1991, and request for an amendment to their Direction under section 80M of the Resource Management Act 1991

On 20 December 2022, Waimakariri District Council (WDC) lodged an application for an extension of time (under Clause 10A Schedule 1 of the Resource Management Act 1991 (RMA)) until 17 December 2024 to issue decisions on its Proposed District Plan Review for the Waimakariri District.

I agree to this extension for the Proposed District Plan Review process to be completed under Clause 10A(4)(a) of Schedule 1 of the RMA. Decisions on the Proposed District Plan Review must be made on or before 17 December 2024.

The reasons for my decision are:

- a) WDC has met the statutory requirements for an application under Schedule 1, clause 10A of the RMA
- b) WDC has advised that an extension until 17 December 2024 is needed to complete the PDP process
- c) granting an extension provides a reasonable timeframe for WDC to complete and issue its decisions on the PDP and will provide procedural certainty for the remainder of the plan change process.

In accordance with clause 10A(6) of Schedule 1 of the RMA, you are now required to publicly notify this extension.

WDC also applied for an amendment of their Intensification Planning Instrument (IPI) Direction for an extension of time (under section 80M of the RMA) until 17 December 2024 to issue decisions on their IPI. I also agree to this timeframe extension for the IPI. Decisions on the IPI must be made on or before

17 December 2024. The reason for my decision is that the timeframe extension will enable WDC to align timeframes between their PDP and IPI for an integrated decision with procedural certainty for all parties involved.

I wish you well for the remainder of your plan-making process.

Yours sincerely

Hon David Parker Minister for the Environment

Appendix 3 - Completed scheduled hearings

Hearing Stream Hearing Streams 1 & 2	 Topics Definitions - not specific to a chapter (DEF) Strategic Directions (SD) Urban Form and Development (UFD) Mana Whenua (MW) Sites and Areas of Significance to Māori (SASM) Special Purpose Zone – Kāinga Nohoanga (SPZ(KN)) 	Date Held 15-19 May 2023
Hearing Stream 3	 Hazardous Substances and Contaminated Land (HS and CL) Natural Hazards (NH) 	25-26 July 2023
Hearing Stream 4	 Public Access (PA) Activities on the Surface of Water (ASW) Natural Features and Landscapes (NFL) Coastal Environment (CE) Natural Character of Freshwater bodies (NATC) 	17-18 July 2023
Hearing Stream 5	 Noise (NOISE) Notable Trees (TREE) Historic Heritage (HH) Signs (SIGN) Light (LIGHT) Energy and Infrastructure (EI) Transport (TRAN) Earthworks (EW) 	21-24 August 2023
Hearing Stream 6	 Open Space and Recreation Zones (OSRZ, NOSZ, OSZ, SARZ) Rural Zones (RURZ, GRUZ, RLZ) 	9-10 October 2023
Hearing Stream 7A	 Residential Zones (not rezoning) (RESZ) Large Lot Residential Zone (not rezoning) (LLRZ) 	16-17 September 2024

	 Ecosystems and Indigenous Biodiversity (ECO) Variation 2 – Financial Contributions (V2: FC) 	
Hearing Stream 7B	 Variation 1 – Housing Intensification (V1: HI) 	
Hearing Stream 8	 Subdivision – Urban (SUB) Subdivision – Rural (SUB) 	15 April 2024
Hearing Stream 9	• Commercial and Mixed Use Zones (CMUZ, KLFR, LCZ, LFRZ, MUZ, NCZ, TCZ)	29 January 2024
Hearing Stream 9A	 Industrial Zones (INZ, LIZ, GIZ, HIZ) 	15 April 2024
Hearing Stream 10	 Special Purpose Zones Kaiapoi Regeneration (SPZ(KR)) Pines Beach and Kairaki Regeneration (SPZ(PBKR)) Pegasus Resort (SPZ(PR)) Museum and Conference (SPZ(MCC)) Hospital (SPZ(HOS)) 	19 February 2024
Hearing Stream 10A	 Christchurch Airport Noise / Bird Strike (Airport) Future Urban Development Areas (FUDA) 	19-21 February 2024
Hearing Streams 11 & 11A	 11 – Designations (DES) (District Council) 11A – Designations (DES) (requiring authorities other than District Council) 11A – Temporary Activities (TEMP) 	15 April 2024
Hearing Stream 12A	 Rezoning: Commercial/Industrial Zones (CMUZ & INZ) Oxford and surrounds Pegasus Resort (PR) 	4-5 June 2024
Hearing Stream 12B	Rezoning: • Rural Lifestyle Zone (RLZ)	11 June 2024

Hearing Stream 12C	 Rezoning: Large Lot Residential Zone (LLRZ) Large Lot Residential Overlay 	22-23 July 2024
Hearing Stream 12D	Rezoning: • Ohoka	1-3 July 2024
Hearing Stream 12E (A) & (B)	Rezoning: • Rangiora • Kaiapoi • Woodend • Variation 1	19-22 August 2024
Hearing Stream 12F	Rezoning: • Rangiora Airfield	22 August 2024
Hearing Stream 12D (reconvened)	Rezoning: • Ohoka	4 November 2024

Appendix 4 – Assessment of time extension options

Below is an assessment of three options for extension timeframes.

Option 1 – A 'minimum' time extension of about three months until 25 April 2025 based	
on recent decisions from the Ministers	

Advantages of Option 1	Disadvantages of Option 1
 Timeframe likely consistent with extensions recently granted to other Councils Minimises time extension compared to Options 2 or 3 Earliest timeframe for making decisions, providing more certainty to community than Options 2 or 3 Less potential to be affected by changes in the legislative environment and the unknown progression of new legislation 	 Panel recommendations expected to be released in, or shortly after this timeframe and no time is available for Phase 3 Timeframe almost certain to not be achieved Unlikely to result in a well-integrated and considered plan due to highly compressed timeframe Unrealistic target. Likely to necessitate further request for extension of time which would be inefficient and carries that risk that it may not be granted

Option 2 – A 'middle ground' time extension of about five months until 30 June 2025 that provides minimum timeframes to complete Phases 1-3 based on the best estimations of Council staff and current legislative framework, but not Phase 4 which would occur as soon as reasonably practicable following the Council making its decisions in Phase 3.

Advantages of Option 2	Disadvantages of Option 2
 Shorter time extension than Option 3 More achievable than Option 1, especially if Panel recommendations released in the timeframe indicated Earlier timeframe for making decisions than Option 3, providing more certainty to community earlier on PDP and MDRS 	• If Panel recommendations are released in April 2025 (a release timeframe of up to 4 months from close of hearings has been indicated) this will provide highly compressed timeframe (compared to Option 3) in which to craft well integrated decisions, brief Council, and for Council to make decisions
 Provides more time than Option 1 to craft well integrated decisions, brief Council and for Council to make decisions Allows decision to be made by this term of Council who decided on notification of the PDP and Variations 1 and 2 	 Based on the above point, whether timeframe can be achieved is highly dependent on timing of release of Panel recommendations which may affect achievability May necessitate further request for extension of time which would be inefficient and carries the risk that it may not be granted
	Less certainty for submitters and wider community due to delay in making

decisions compared to Option 1 (weighed against a relatively short period for any such uncertainty particularly compared to Option 3)
 Higher potential than Option 1 to be affected by changes in the legislative environment and the unknown progression of new legislation

Option 3 – A 'maximum' time extension of about one year until 19 December 2025 that would provide additional time to complete the process and reduce the risk of a further extension needing to be sought.

Advantages of Option 3	Disadvantages of Option 3
 Most achievable timeframe, especially if Panel decisions not released as anticipated More time than Options 1 or 2 to craft well integrated decisions, brief Council, Council to make decisions Option least likely to necessitate further request for extension of time 	 anticipated, noting that in part the delay has been to implement changes required by the RMA as an integrated package More uncertainty for submitters and the wider community in terms of the PDP and

Appendix 5 – Matters to be taken into account before applying for an extension

Below Council has set out its consideration of the matters it must take into account before making an extension application under clause 10A(3), Schedule 1 of the RMA.

Affected Persons and Interests of Communities

Pursuant to clause 10A(3) of Schedule 1 of the RMA, before applying for an extension, Council must take into account:

- a) The interests of any person, who, in its opinion, may be directly affected by an extension; and
- b) The interests of the community in achieving adequate assessment of the effects of these proposed plans; and
- c) Its duty under Section 21 to avoid unreasonable delay
- In relation to clause (a) above, Council has taken into account the interests of any person, who, in
 its opinion may be directly affected by an extension. All persons who submitted on the Proposed
 District Plan and the two variations may be directly affected by the extension of time sought.
 However, the Council does not consider any individual submitters to be affected by the delay more
 than any other submitter. This issue affects all submitters on the plan, both those seeking to
 support the enabling provisions and those seeking changes.
- Council has taken into account all persons who submitted on the proposed District Plan and the two variations and whether any person is considered to be directly affected by this extension of time sought.
- Council has, in particular taken into account the interests of the communities who have worked with Council to develop the Proposed District Plan, particularly the areas where there is a need to increase development capacity.
- Council has also considered the interests of those affected by the Environment Court decision on the immediate legal effect of the rural subdivision 20 ha standard. There are a range of views on this issue, but the primary consideration for Council is the need to make an integrated decision that will also take into account the new requirements of the NPS for Highly Productive Land.
- In relation to clause (b), Council has taken into account the interests of the wider community in
 achieving adequate assessment of the effects of the proposed plan. It is considered that an
 extension to 30 June 2025, will result in better quality and integrated decision-making and plan in
 the shortest possible timeframe, which will better serve the interests of the community than the
 alternatives.
- In relation to clause (c), Council has taken into account its duty to avoid all unreasonable delay under section 21. Council has considered the minimum extension of time required to enable it to meet its functions under section 31 RMA.
- Council has received no submissions or deputations requesting a faster decision-making process.
- Council is confident that these revised timeframes are appropriate and can be met.⁶

⁶ Based on the information available and the current, applicable legislative and planning frameworks.

Appendix 2: Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

The Minister Responsible for RMA Reform (in accordance with section 7 of the Constitution Act 1986) makes the following direction made under sections 80L and 80M of the Resource Management Act 1991 (RMA). The direction is secondary legislation for the purpose of the Legislation Act 2019 and is administered by the Ministry for the Environment.

Commencement

(1) The direction comes into force on 28 February 2025.

Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

- (2) In accordance with sections 80L and 80M of the RMA, the Minister Responsible for RMA Reform directs Waimakariri District Council to make decisions on the Independent Hearings Panel's recommendations for Variation 1: Housing Intensification in accordance with clause 101 of Schedule 1 of the RMA by 30 June 2025.
- (3) In accordance with sections 80L and 80M of the RMA, the Minister Responsible for RMA Reform directs Waimakariri District Council to notify its decisions on the Independent Hearings Panel's recommendations for Variation 1: Housing Intensification in accordance with clause 102 of Schedule 1 of the RMA by 14 July 2025.

Principal direction amended

(4) This direction amends "Minister for the Environment's Direction for the Intensification Streamlined Planning Process to the first tranche of specified territorial authorities", 11 April 2022, only to the extent specified in this notice.

Previous amended direction revoked

(5) The "Minister for the Environment's Amended Direction for the Intensification Streamlined Planning Process to Waimakariri District Council", 3 April 2023, is revoked.

Signed

Hon Chris Bishop Minister Responsible for RMA Reform

Date

Notes

- i. This direction must be complied with.
- ii. Part 6 of Schedule 1 of the RMA specifies the requirements of any Intensification Streamlined Planning Process.
- iii. Section 80M of the RMA provides the Minister the ability to amend this direction on their own initiative or following a request from one or more of the specified territorial authorities named in this direction.
- iv. Waimakariri District Council may, in accordance with Section 80M of the RMA apply in writing for an amendment to the direction.

Appendix 3: Draft Gazette notice – The Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Amendment Notice 2025

The Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Amendment Notice 2025

The Minister Responsible for RMA Reform (in accordance with section 7 of the Constitution Act 1986) gives notice of the following direction made under sections 80L and 80M of the Resource Management Act 1991 (RMA). The direction is secondary legislation for the purpose of the Legislation Act 2019 and is administered by the Ministry for the Environment.

Title and Commencement

- (1) This notice is the Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Amendment Notice 2025.
- (2) The direction comes into force on 28 February 2025.

Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

- (3) In accordance with sections 80L and 80M of the RMA, the Minister Responsible for RMA Reform directs Waimakariri District Council to make decisions on the Independent Hearings Panel's recommendations for Variation 1: Housing Intensification in accordance with clause 101 of Schedule 1 of the RMA by 30 June 2025.
- (4) In accordance with sections 80L and 80M of the RMA, the Minister Responsible for RMA Reform directs Waimakariri District Council to notify its decisions on the Independent Hearings Panel's recommendations for Variation 1: Housing Intensification in accordance with clause 102 of Schedule 1 of the RMA by 14 July 2025.

Principal notice amended

(5) This direction amends "The Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Notice 2022" published in the New Zealand Gazette, 27 April 2022, 2022-sl1594, only to the extent specified in this notice.

Previous amendment notice revoked

(6) The "Resource Management (Direction for the Intensification Streamlined Planning Process to the First Tranche of Specified Territorial Authorities) Amendment Notice 2023" published in the New Zealand Gazette, 12 April 2023, 2023-sl1497, is revoked.

Copies of the above notices are available free of charge on the Ministry for the Environment's website, https://environment.govt.nz.

Dated at _____ this ___ day of January 2025.

Hon Chris Bishop Minister Responsible for RMA Reform

Notes

- i. This direction must be complied with.
- ii. Part 6 of Schedule 1 of the RMA specifies the requirements of any Intensification Streamlined Planning Process.

- iii. Section 80M of the RMA provides the Minister the ability to amend this direction on their own initiative or following a request from one or more of the specified territorial authorities named in this direction.
- iv. Waimakariri District Council may, in accordance with Section 80M of the RMA apply in writing to the Minister Responsible for RMA Reform for an amendment to the direction.

Appendix 4: Draft response to Waimakariri District Council's request for a further extension to its Intensification Planning Instrument

Dan Gordon Mayor Waimakariri District Council mayor@wmk.govt.nz

Dear Mayor Dan Gordon

Approval of Waimakariri District Council's request for an amendment to its direction under section 80M of the Resource Management Act 1991

Thank you for your letter dated 17 December 2024 requesting additional time to complete Variation 1: Housing Intensification (Variation 1) through an amendment to "The Resource Management (Direction for the Intensification Streamlined Planning Process (ISPP) to the First Tranche of Specified Territorial Authorities) Notice 2022".

I am granting your ISPP extension request. My direction extends the timeframe for Waimakariri District Council to make decisions on the Independent Hearings Panel's (IHP) recommendations on Variation 1 to 30 June 2025 and the timeframe by which the Council must notify these decisions to 14 July 2025.

I consider that this extension will maintain an expeditious planning process, as required by the Resource Management Act 1991 (RMA), particularly in light of the work that is still required to deliver Variation 1 and Council's commitment to delivering on this as quickly as possible.

I note that this is the second timeframe extension granted for this process. As such, I expect Council to endeavour to complete the ISPP within the new timeframe as a matter of priority.

I appreciate the IHP's commitment to providing an integrated set of recommendations, which nonetheless clearly differentiates which recommendations relate to Variation 1. While there will likely be interconnections between the contents of the Proposed District Plan and Variation 1, it is important that the scope of each process remains clear and distinct.

Your request for a timeframe extension for the Proposed District Plan and Variation 2 will be considered separately by the Minister for the Environment.

The amended direction will take effect on 28 February 2025. My officials will contact Council officers once the direction takes effect.

Thank you for all your work to date. Housing supply is a critical issue for the Government. I ask that Council officers continue to engage with officials from the Ministry for the Environment on progress towards completing the ISPP.

Yours sincerely

Hon Chris Bishop Minister Responsible for RMA Reform

Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

The Minister Responsible for RMA Reform (in accordance with section 7 of the Constitution Act 1986) makes the following direction made under sections 80L and 80M of the Resource Management Act 1991 (RMA). The direction is secondary legislation for the purpose of the Legislation Act 2019 and is administered by the Ministry for the Environment.

Commencement

(1) The direction comes into force on 28 February 2025.

Minister Responsible for RMA Reform's amended direction for the Intensification Streamlined Planning Process to Waimakariri District Council

- (2) In accordance with sections 80L and 80M of the RMA, the Minister Responsible for RMA Reform directs Waimakariri District Council to make decisions on the Independent Hearings Panel's recommendations for Variation 1: Housing Intensification in accordance with clause 101 of Schedule 1 of the RMA by 30 June 2025.
- (3) In accordance with sections 80L and 80M of the RMA, the Minister Responsible for RMA Reform directs Waimakariri District Council to notify its decisions on the Independent Hearings Panel's recommendations for Variation 1: Housing Intensification in accordance with clause 102 of Schedule 1 of the RMA by 14 July 2025.

Principal direction amended

(4) This direction amends "Minister for the Environment's Direction for the Intensification Streamlined Planning Process to the first tranche of specified territorial authorities", 11 April 2022, only to the extent specified in this notice.

Previous amended direction revoked

(5) The "Minister for the Environment's Amended Direction for the Intensification Streamlined Planning Process to Waimakariri District Council", 3 April 2023, is revoked.

Signed tophe Bril

Hon Chris Bishop Minister Responsible for RMA Reform

8/2/25

Date

Notes

- i. This direction must be complied with.
- ii. Part 6 of Schedule 1 of the RMA specifies the requirements of any Intensification Streamlined Planning Process.
- iii. Section 80M of the RMA provides the Minister the ability to amend this direction on their own initiative or following a request from one or more of the specified territorial authorities named in this direction.
- iv. Waimakariri District Council may, in accordance with Section 80M of the RMA apply in writing for an amendment to the direction.

Signed letter to Mayor Dan Gordon, Waimakariri District Council

Hon Chris Bishop

Minister of Housing Minister for Infrastructure Minister Responsible for RMA Reform Minister of Transport Leader of the House Associate Minister of Finance Associate Minister for Sport and Recreation



CB-COR1714

11 February 2025

Dan Gordon Mayor Waimakariri District Council *By email: <u>mayor@wmk.govt.nz</u>*

Dear Mayor Dan Gordon

Approval of Waimakariri District Council's request for an amendment to its direction under section 80M of the Resource Management Act 1991

Thank you for your letter dated 17 December 2024 requesting additional time to complete Variation 1: Housing Intensification (Variation 1) through an amendment to "The Resource Management (Direction for the Intensification Streamlined Planning Process (ISPP) to the First Tranche of Specified Territorial Authorities) Notice 2022".

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I consider that this extension will maintain an expeditious planning process, as required by the Resource Management Act 1991 (RMA), particularly in light of the work that is still required to deliver Variation 1 and Council's commitment to delivering on this as quickly as possible.

I note that this is the second timeframe extension granted for this process. As such, I expect Council to endeavour to complete the ISPP within the new timeframe as a matter of priority.

I appreciate the IHP's commitment to providing an integrated set of recommendations, which nonetheless clearly differentiates which recommendations relate to Variation 1. While there will likely be interconnections between the contents of the Proposed District Plan and Variation 1, it is important that the scope of each process remains clear and distinct.

Your request for a timeframe extension for the Proposed District Plan and Variation 2 is considered separately by the Minister for the Environment.

The amended direction will take effect on 28 February 2025. My officials will contact Council officers once the direction takes effect.

Thank you for all your work to date. Housing supply is a critical issue for the Government. I ask that Council officers continue to engage with officials from the Ministry for the Environment on progress towards completing the ISPP.

Yours sincerely

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Hon Chris Bishop Minister Responsible for RMA Reform