

P 03 684 7688
E admin@mflnz.co.nz
www.mflnz.co.nz

# TIMARU DISTRICT 2045 DRAFT GROWTH MANAGEMENT STRATEGY JOINT SUBMISSION FOR Z J POPLAWSKI, C M & J L MORRIS, J M & N E SAVAGE, Z J POPLAWSKI & H C TRUSTEES 2009 LIMITED, J & B FAMILY TRUST, D C & C E BRAND & H C TRUSTEES 2010 LIMITED, D K & M K COUPLAND & T M SIMPSON AND D A & R M COUPLAND & T M SIMPSON

# 1 INTRODUCTION AND QUALIFICATIONS

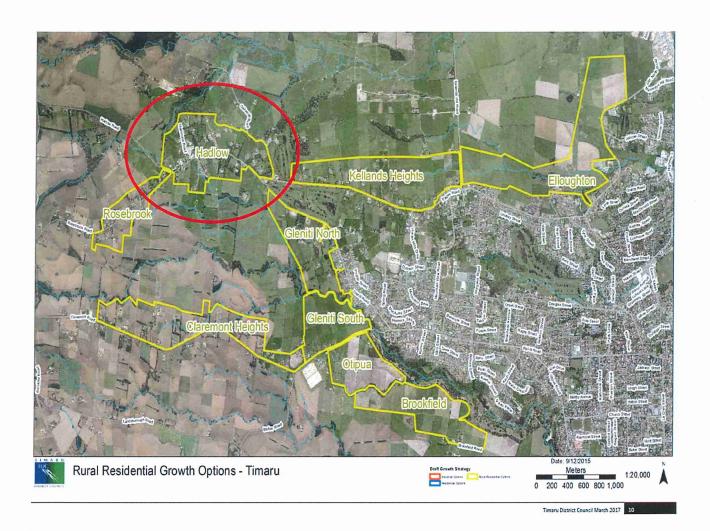
- 1.1 This joint submission has been prepared on behalf of the above parties by Andrew Rabbidge, Licensed Cadastral Surveyor, Registered Professional Surveyor and Company Director of Milward Finlay Lobb Limited. I have been employed by Milward Finlay Lobb Limited since November 1995 with over 21 years' local subdivision and planning experience throughout South Canterbury and the surrounding districts.
- 1.2 I hold a Bachelor of Surveying (Credit) from the Otago University completed in 1995. I am a full member of the New Zealand Institute of Surveyors, a member of the Consulting Surveyors of New Zealand and an Associate of the New Zealand Planning Institute.
- 1.3 The purpose of this joint submission, is to consider the Draft Growth Management Strategy with respect to Rural Residential growth immediately to the northwest of the current Timaru Urban extents as bordered by the Gleniti Golf Club.
- 1.4 Seven of the eight submitters owned land within the Gleniti Road, Oakwood Road and Gladstone Road areas and these properties are specifically identified in Appendix 1 and total approximately 49.73 hectares.

#### 2 EXISTING SITUATION

2.1 The subject properties are held in individual certificates of titles and are currently Zoned Rural 1 in terms of the Operative Timaru District Plan (refer to Appendix 2). Gleniti Road, Gladstone Road and that portion of Oakwood Road adjacent to the Gleniti Golf Club are sealed carriageways to usual Timaru District Council Rural roading standards with wide grass berms. Water supply in this locality is from Council's Downlands Scheme, albeit the water is connected to the Timaru Urban supply. The balance of Oakwood Road to the northwest is a shingle formation.



- 2.2 The land adjacent to Gleniti Road and Gladstone Road is elevated north facing land, with a natural escarpment forming a natural basin for the land adjacent to Oakwood Road to the northwest of the Gleniti Golf Club.
- 2.3 Council's Growth Strategy 2017 Options Report considers a Rural Residential growth location option "Hadlow", refer to the image below.



# 3 TIMARU DISTRICT GROWTH STRATEGY 2017 – GROWTH ASSUMPTIONS

3.1 We refer to Table 2 on the following page, from page 10 of Council's Growth Assumptions Report which forecasts a total of 2,211 household units for the period of 2013 to 2043 within the entire Timaru District.



**Table 2: Statistics New Zealand Projections** 

Settlement Area Population - Stats NZ	2013	2018	2023	2028	2033	2038	2043
Pleasant Point Unit	1,320	1,400	1,470	1,560	1,640	1,720	1,800
Geraldine Area Unit	2,370	2,470	2,520	2,560	2,590	2,600	2,600
Temuka Area Unit	4,180	4,260	4,310	4,360	4,390	4,390	4,350
Timaru Urban Area Units	26,770	27,240	27,350	27,380	27,270	26,970	26,570
Timaru District	45,400	47,000	47,800	48,400	48,800	48,800	48,600
Timaru District - Households - Stats NZ	2013	2018	2023	2028	2033	2038	
High	19,300	20,600	21,600	22,500	23,300	24,000	
Medium	19,300	20,200	20,800	21,200	21,500	21,600	
Low	19,300	19,800	19,900	19,900	19,800	19,400	
	Land.						
Person per Dwelling Ratio - Stats NZ	Gald.						
High	2.35	2.28	2.21	2.15	2.09	2.03	
Medium	2.35	2.33	2.30	2.28	2.27	2.26	2.26
Low	2.35	2.37	2.40	2.43	2.46	2.52	
Settlement Area Household Demand	2013	2018	2023	2028	2033	2038	2043
Changes							
Pleasant Point Unit	561	602	640	683	723	761	797
Geraldine Area Unit	1,008	1,062	1,097	1,121	1,141	1,151	1,151
Temuka Area Unit	1,777	1,831	1,875	1,910	1,934	1,943	1,925
Timaru Urban Area Units	11,380	11,707	11,901	11,993	12,014	11,938	11,760
Timaru District	19,300	20,200	20,800	21,200	21,500	21,600	21,511

- 3.2 This averages at just under 74 additional households per year, noting the peak household demand is forecast to be achieved in 2038 of 21,600 households.
- 3.3 With Council's capacity assessment of existing developable Residential land within the Timaru District comprising 62.4 hectares as at December 2016 (refer to page 12 of the Growth Assumptions Report), we foresee considerable demand for Rural Residential development within the Urban fringe of Timaru, bearing in mind the rural nature of our district.
- 3.4 Based on our experience of the local land development market (Milward Finlay Lobb Limited is a locally owned and operated business that can trace its origins back to 1877), we consider the capacity assessment of 62.4 hectares to be optimistic. The existing Urban Timaru Residential Zones were established in 1995 and the majority of land suitable for economic and feasible Residential development has previously been completed (excluding the balance of the Residential 6 Zone in Gleniti).



- 3.5 Land development is complex by nature with a number of external factors at force which we consider will further reduce the 62.4 hectares of land identified by Council for developable Residential land including:
  - 3.5.1 Land values, location and topography.
  - 3.5.2 Development costs, including the provision of vehicle access and essential services.
  - 3.5.3 Sale prices.
  - 3.5.4 Capital investment, taxation, GST and the initial land purchase.
  - 3.5.5 Borrowing costs.
  - 3.5.6 Council development contributions.
  - 3.5.7 Reliance on prior downstream development to provide access and/or the provision of essential services.
  - 3.5.8 Other concurrent residential development within the Timaru urban and also rural within Rural Residential areas.
  - 3.5.9 External factors beyond the Timaru District such as the Canterbury Earthquakes, Government Policy (such as KiwiSaver) or lending requirements from Banks.
- 3.6 Based on the foregoing and particularly bearing in mind the predicted 2033 peak, we disagree with Council's conclusion by the application of the NPS-UDC that, "there is sufficient vacant and large Residential Zoned allotments in Timaru to accommodate the predicted residential growth in the next 30 years" (refer to page 70 of the Growth Assumptions report).

### 4 RURAL RESIDENTIAL GROWTH ASSUMPTIONS

- 4.1 As mentioned previously, Council's Options Report considered the "Hadlow" area is an option for Rural Residential growth which has currently not been recommended further by Council in preference to the "Elloughton", "Kellands Heights" and "Gleniti North" areas.
- 4.2 As a consequence of paragraph 3.5 above and the associated subheadings, we foresee additional demand for larger areas of Rural Residential expansion on the Timaru Urban fringe, which in addition to offering choice also integrates with Council's requirement to give effect to the Canterbury Regional Policy Statement (CRPS).
- 4.3 A demand pattern analysis has been undertaken by Council for the period 2005 to 2015 which results in a predicted average of 18 new Rural Residential allotments being developed on Rural properties across the District, with allotment areas less than 2 hectares, per annum.
- 4.4 Of those 18 dwellings per year, Council forecast a poultry 11 new households to be built to accommodate Rural Residential growth in Timaru.



- 4.5 These figures are based on issued building consents, we believe these figures only tell part of the story with various relevant external factors at force including:
  - 4.5.1 The Pilcher v Rawlings court case [2013 NZENVC67] at 348 Gleniti Road, Timaru, which declined a Discretionary Rural 1 subdivision consent in 2013.
  - 4.5.2 Based on my personal knowledge of subdivision within the Rural 1 zone within the Timaru District since 1995 and the drawn out nature of the Pilcher v Rawlings case, lower than average subdivision consents for smaller rural allotments preceded the 2013 court case by at least 2 years.
  - 4.5.3 The Global Financial Crisis of 2008 and 2009 had a significant impact on land development and bank lending, which in turn significantly impacted on the construction of new dwellings within the District.
  - 4.5.4 The age of the current District Plan Rules in relation to subdivision entitlements within the Rural 1 Zone is also relevant, as those Rules date back to 27 August 1988. The majority of land owners that desired to achieve Rural Residential subdivision for allotments under 2 hectares in area in terms of those entitlement Rules, had generally completed subdivision prior to 2005.
  - 4.5.5 At the time, there was a general expectation that the Timaru District Council would introduce new subdivision rules in October 2005 (being the 10th Anniversary of the District Plan notification date), however this did not eventuate and these same Rural 1 subdivision entitlement rules still apply today.
  - 4.5.6 This resulted in an increased number of subdivision entitlements being utilised for allotments with areas less than 2 hectares in the years leading up to 2005 and a corresponding lull in the subdivision of smaller Rural living allotments after 2005.
- 4.6 Based on the foregoing, we believe that Council's conclusion that 11 (or 330 over 30 years) should be constructed on the Timaru fringe, based on historical demand to be incorrect and artificially low.

# 5 TIMARU DISTRICT 2045 – DRAFT GROWTH MANAGEMENT STRATEGY

Timaru District by definition is a rural community and this is reflected in Council's Building Consent Statistics for the period 2005–2015 where 63 percent of Building Consents were Urban based and the remaining 37 percent in Rural areas (refer to page 42).



- 5.2 Caution needs to be taken when reviewing Building Consents over the 2005–2015 period, given various relevant external factors which resulted in reduced building in Residential, Rural and Rural Residential areas and these have previously been addressed under paragraphs 3.5 and 4.5 and the associated subheadings.
- 5.3 "Household Projections to 2043 identify that an additional 907 new households will be required in the Urban areas of Timaru, Temuka, Geraldine and Pleasant Point. By comparison 1304 additional households are predicted for the remainder of the District, including Rural areas, Rural Residential development and the smaller settlements such as Cave and Pareora" (refer to page 42).
- 5.4 Allowing for the projected 540 dwellings (i.e. 18/year x 30 years) in the Districts Rural Residential Zones, this results in a nett figure of 764 dwellings forecast to be built within the districts Rural Zones.
- 5.5 These figures are based on NZ Statistics forecasts which project a 3:4 household ratio in favour of Rural Residential and Rural household growth areas, verses Urban household growth within the District for the 2013-2043 period.
- The Draft Growth Management Strategy (refer to page 43) seeks to alter this 3:4 household ratio in the main settlements, compared to that in the rural areas and remaining settlements to a 3:1 ratio in favour of new household growth within the existing urban areas of Timaru, Geraldine, Temuka and Pleasant Point.
- 5.7 Whilst the NZ Statistics 2013-2043 forecasts clearly demonstrates the increased aged population within the Timaru District, we foresee significant demand for modern household units to be constructed in Rural Residential areas utilising modern building materials, double glazing, efficient heating and insulation, solar power, onsite stormwater retention and the like.
- As a generalisation, retirees from Rural areas including the 'baby-boomer' generation (born in the period 1946-1964), we anticipate would be predominately debt free and would seek to build modern dwellings in Rural Residential areas where they have some control over landscape, topography outlook, solar advantage, urban amenity and the like.
- 5.9 Such Greenfield Rural Residential developments also need to be considered in the context of the proximity to the Timaru CBD and the associated community facilities. This may be only a relatively short one way trip of 5 kilometres, which is considerably less than travel between Rural Residential areas and CBD's for many other regions throughout New Zealand.



- 5.10 Much of the forecast aged population within our district we anticipate, would be attracted to build a modern dwelling in a Rural Residential area as an intermediate step after selling the 'family home' and prior to the further migration to the smaller infill residential townhouse, or retirement village that age and health often dictates.
- 5.11 We consider that Council's desire to achieve a 75% Residential to 25% Rural and Rural Residential ratio for new household units through to 2043, fails to recognise the rural nature of the Timaru District, which is supported by the household projections which are currently an approximate a 60% to 40% split in favour of Rural and Rural Residential households (refer to page 42).
- 5.12 We are competing with other districts for population and employment growth, which in turn generates and maintains a thriving and vibrant local economy.
- 5.13 Districts beyond South Canterbury offer extensive options for Rural Residential development, which may be more suited for a number of future retirees currently residing within the Timaru District and also new residents to the District, that do not wish to confirm with the 75% of Residential household infill desired by Council's Growth Management Strategy for the 2013-2043 period.
- 5.14 We note and support the concerns raised by the South Canterbury Chamber of Commerce Chief Executive, Wendy Smith with respect to the Draft Growth Management Strategy which "did not appear to reflect wider development in South Canterbury and called on the Council to be more aggressive in its growth targets." (quoted from www.stuff.co.nz, refer to Appendix 4).
- 5.15 That same article also refers to Council's Mayor Damon Odey stating that "the Council was bound to using Statistics New Zealand Data and he was confident it (the Draft Growth Strategy) was a robust plan. My ambition and my vision, for this district is to exceed those numbers".
- 5.16 We strongly support the Mayors future and vision for the district, however we fail to see how Council will exceed the Statistics New Zealand projections without providing for larger areas of Rural Residential development on the fringe of Timaru.
- 5.17 We do note however that the Council were only bound to using Statistics New Zealand Data for the <u>Timaru Urban Area</u> to comply with the NPS-UDC. Refer to the final paragraph on page 6 of the Growth Assumptions report which confirms this stance.



- 5.18 To provide some context, with our northern neighbours the Ashburton District, we refer to Appendix 5 with the approximate boundaries of that Council's Residential D Zones highlighted in purple.
- 5.19 Within the Residential D Zone, subdivisions can be achieved on the basis of 4,000 square metre minimum allotment areas. Significant further capacity also exists within the Lake Hood complex, which has capacity for up to 500 allotments some 6 kilometres southeast of Tinwald.
- 5.20 Putting this into context, the Ashburton Township has a population of 19,850, with an additional 12,400 living in the wider district (refer to the Appendix 7 for weblink). By way of direct comparison, the Timaru District population statistics for 2013-2043 are copied from figure 13 of Council's Draft Growth Management Strategy below.

Figure 13 Timaru District Population 2013-2043

Area	Current population*	Additional Population 2043	Total Population 2043
Timaru	26,770	-200	26,570
Temuka	4,180	170	4,350
Geraldine	2,370	230	2,600
Pleasant Point	1,320	480	1,800
Other (includes Rural Residential)	10,760	2,520	13,280
Total	45,400	3,200	48,600

Source: Statistics NZ (\*2013 Census Base Medium Projections)

## 6 CONCLUSION AND DECISION SOUGHT FROM COUNCIL

- 6.1 We note with concern the significant contrast between the Ashburton District and the Timaru District in relation to zone expansion, with significantly more Rural Residential development enabled on the fringe of Ashburton compared with Council's vision for Timaru. Putting into context once again, the Ashburton District is approximately 30% smaller than the Timaru District and are subject to the same Resource Management Act and Environment Canterbury requirements as the Timaru District Council.
- 6.2 Many current or future Timaru District residents may consider Ashburton District (or in fact any other District in the Country) to be a more appealing alternative in the period through to 2043, given the extensive choice available for Rural Residential Development outside the Timaru District.
- 6.3 Similarly, the remaining Districts in our immediate vicinity being the Waimate District and the Mackenzie District provide for large areas for Rural Residential allotments.



- 6.4 Based on the foregoing assessment of Council's Growth Strategy and bearing in mind the ease of servicing land to the northwest of the Gleniti Golf Course, we now refer to Appendix 3 and would seek Council approval to adopt the "Hadlow" Rural Residential Growth extension highlighted in red and also the proposed "Hadlow" extension highlighted in green, which terminates on the northern side of Gleniti Road within this existing per-urban area.
- 6.5 These areas of proposed Rural Residential growth align with the management of Rural Residential Development in terms of the Canterbury Regional Policy Statement. The land adjacent to Oakwood Road is not fragmented and can be easily consolidated, therefore satisfying another fundamental objective of the Canterbury Regional Policy Statement. That portion of Oakwood Road is in a natural basin and whilst providing for good northerly views, this area cannot be viewed from adjacent public places such as Gleniti Road to the south or Spur Road to the north.
- 6.6 We note Council's suggested allotment sizes without a connection to a Council reticulated sewer network of between 0.5 and 2.0 hectares and this is considered to be practical, noting the Council have consulted with Environment Canterbury as part of the Growth Management Strategy 2013-2043.
- 6.7 Ultimately however, a Council initiated and maintained low pressure pumped sewer main to service this area (and beyond) would be preferable and we would formally request that Council investigate this further as part of their Infrastructure Strategy, the Long Term Community Plan and the upcoming Timaru District Plan review.
- 6.8 On behalf of the joint applicants, we extend an invitation to the Commissioner and fellow Councillors to view the land parcels comprising this joint application and this can be coordinated through Milward Finlay Lobb Limited on an as needed basis. We thank you for your time in considering this submission.



# Prepared on behalf of:

Z J Poplawski, J & B Family Trust, C M & J L Morris, J M & N E Savage, Z J Poplawski & H C Trustees 2009 Limited, J & B Family Trust, D C & C E Brand & H C Trustees 2010 Limited, D K & M K Coupland & T M Simpson, R P & P B Simmons Trustee Co Limited and D A & R M Coupland & T M Simpson.

By:

A S Rabbidge

BSurv (Credit), MNZIS, CSNZ, Associate NZPI, Director - Milward Finlay Lobb Limited

16 May 2017

#### **ATTACHMENTS**

Appendix 1 Locality plan and aerial photograph.

Appendix 2 Timaru District Council, current zoning Map 22.

Appendix 3 Proposed extension to the 'Hadlow' Rural Residential Zone on the north side of Gleniti Road only.

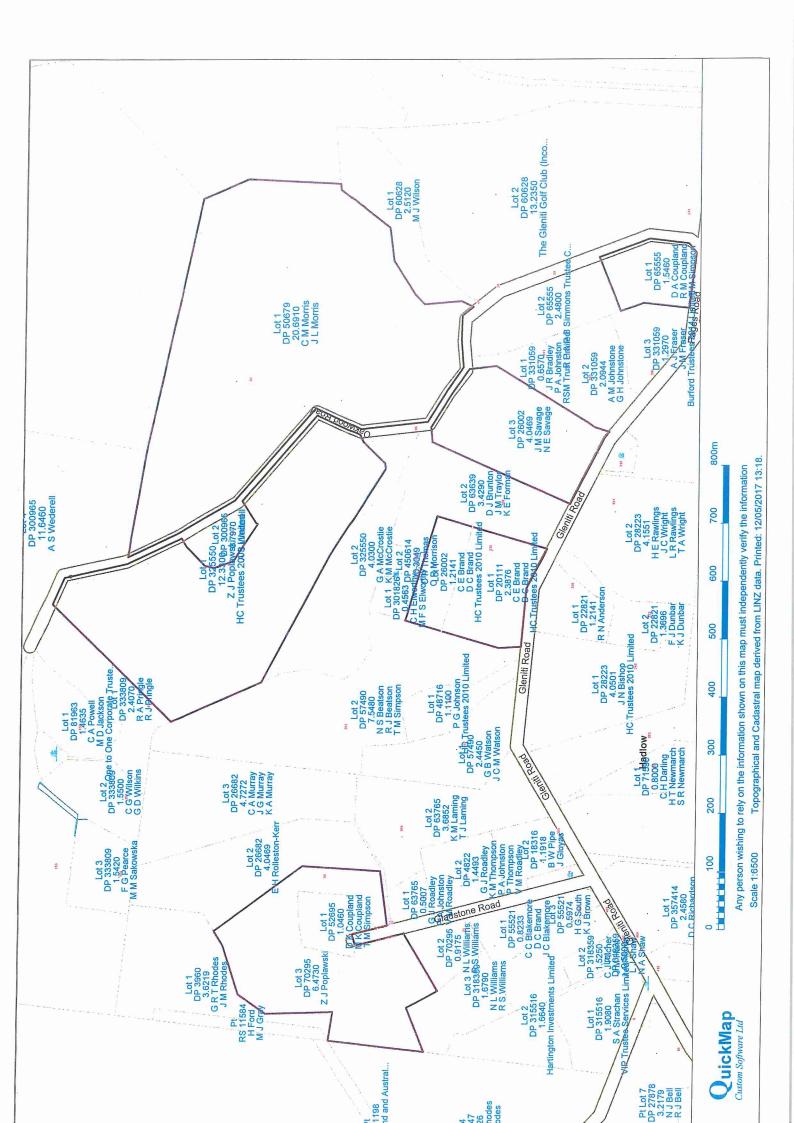
Appendix 4 www.stuff.co.nz – Timaru Herald article dated 31 March 2017.

<a href="http://www.stuff.co.nz/timaru-herald/news/91026003/growth-management-strategy-not-ambitious-enough-for-timaru-business-leader-says">http://www.stuff.co.nz/timaru-herald/news/91026003/growth-management-strategy-not-ambitious-enough-for-timaru-business-leader-says</a>

Appendix 5 Ashburton District Plan – Planning Map Legend and Urban Ashburton zoning index.

Appendix 6 <a href="https://en.wikipedia.org/wiki/Ashburton">https://en.wikipedia.org/wiki/Ashburton</a>, weblink dated 3 May 2017.

Appendix 7 Map of the Rural Residential Growth Options Timaru (page 10), dated March 2017.

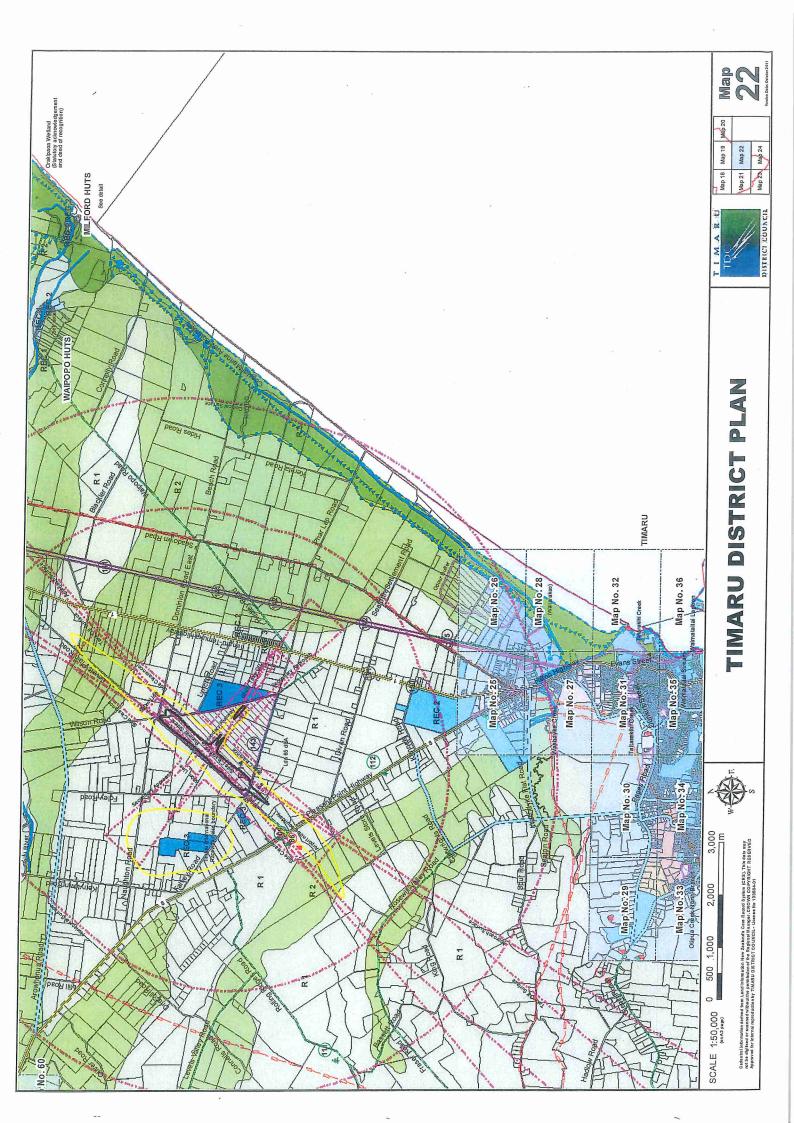


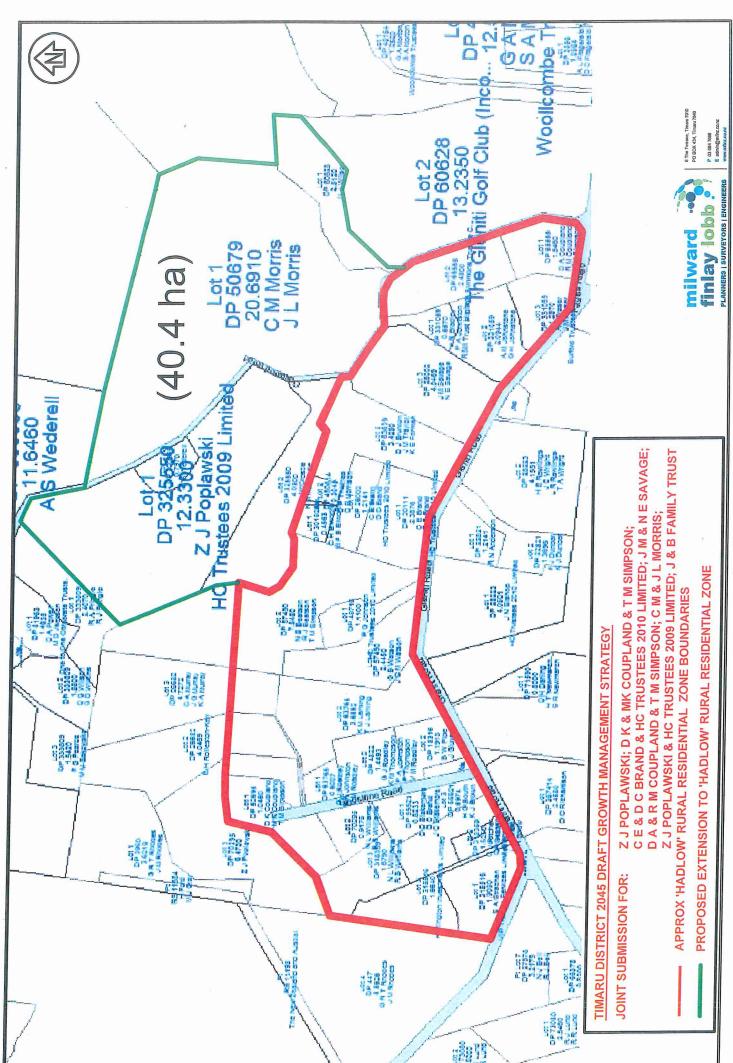
# powered by Canterbury Maps



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Z:\. 2017 Drawings\TDC 2045 Growth Management Strategy\'Hadlow' Rural Residential.dwg

# stuff

# Growth Management Strategy not 'ambitious' enough for Timaru, business leader says

TETSURO MITOMO/FAIRFAX NZ

The South Canterbury Chamber of Commerce chief executive says the Timaru District Council's Growth Management Strategy was not ambitious enough

Divisions appear to be emerging between the South Canterbury Chamber of Commerce and the Timaru District Council following claims the council's draft Growth Management Strategy is not "ambitious" enough.

Chamber of Commerce chief executive Wendy Smith said the newly released strategy, which uses Statistics New Zealand data, did not appear to reflect wider development in South Canterbury, and called on the council to be more aggressive in its growth targets.

Meanwhile a senior economist says the council should be planning for a future where dairy intensification is not a key driver of the regional economy because of growing environmental concerns.

JOHN BISSET/FAIRFAX NZ

South Canterbury Chamber of Commerce chief executive Wendy Smith.

Timaru District mayor Damon Odey was disappointed by Smith's comments and said the chamber should be working with the council.

#### READ MORE

- \* 2000 more homes needed to cope with growth
- \* Long-term strategy required to address ad-hoc development in Timaru

"[The] Chamber is looking like a big wheel when they should be working alongside the council."

MYTCHALL BRANSGROVE/FAIRFAX NZ

Timaru District Mayor Damon Odey.

Suggestions about dairy intensification in the regional economy were generalist, and if done properly, dairy intensification would not further impact the

Their comments follow the release of the council's Growth Management Strategy on Thursday. The draft strategy is a 30-year blueprint which allows the district to respond to growth pressures and changing demographics.

The draft document indicates dairy intensification, alongside expansion of Washdyke and Timaru's port, local factories, forestry and the freight sectors, was expected to remain a major driver and contributor to the local economy over the next 30 years.

JOHN BISSET/FAIRFAX NZ

Council district planning manager Mark Geddes holds the draft Growth Management Strategy on Thursday.

Chamber chief executive Wendy Smith was pleased the council had carried out the work on the strategy.

Ad Feedback



However, she believed it was not as ambitious as it should be.

The extent of development taking place, with tourism development in the Mackenzie Country and associated growth, the impact of the Port of Tauranga investments, impact of irrigation now and further irrigation projects in the works, might not be accounted for in "typical Statistics New Zealand numbers", Smith said.

"We would suggest them to be more ambitious in its growth strategies."

The council should look to further growth, with a two-stage approach, ensuring an ambitious growth plan and a separate model for infrastructure and investment, she said.

A second, more conservative, model would protect the council from "unreasonable obligations".

Infometrics senior economist Benje Patterson said, while the district had seen "enormous" expansion in the dairy industry, dairy farm intensification was likely to "stop" because of

growing environmental concerns.

The district would eventually see a dairy "de-intensification", but when that would occur was "difficult and uncertain to predict", Patterson said.

In the year 2000, there were approximately 28,000 cows in the Timaru District. Now there were more than 130,000 cows, he said.

There was growing public awareness of the impact dairy intensification has on waterways, significant media coverage, and global concerns around environment.

He urged the council to start considering what the "downside" could be for Timaru.

"Thats not to say the dairy sector couldn't continue to grow."

Diversifying into other higher value processing, such as Fonterra's new mozzarella plant, could drive the dairy industry in the district, he said.

However, Odey said he was disappointed in Smith's comments and said the council consulted with the chamber, and other stakeholders, throughout the process.

The council had sought clarification about the stats being used in the process, "because we did challenge" them, Odey said.

"That's a pretty standard measure, to use Stats NZ data."

The council had very strict measures in place to ensure concerns around dairy intensification.

He said comments about the future of dairy intensification in Timaru were "generalist".

Dairy intensification, when done properly, and in conjunction with other work such restoring water ways, "won't cause further impact to the environment", he said.

Odey said the council was bound to using Stats NZ data, and he was confident it was a robust plan.

"My ambition, and my vision, for this district is to exceed those numbers."

The plan would be discussed at the council meeting on Tuesday during a publicly excluded session.

- Stuff

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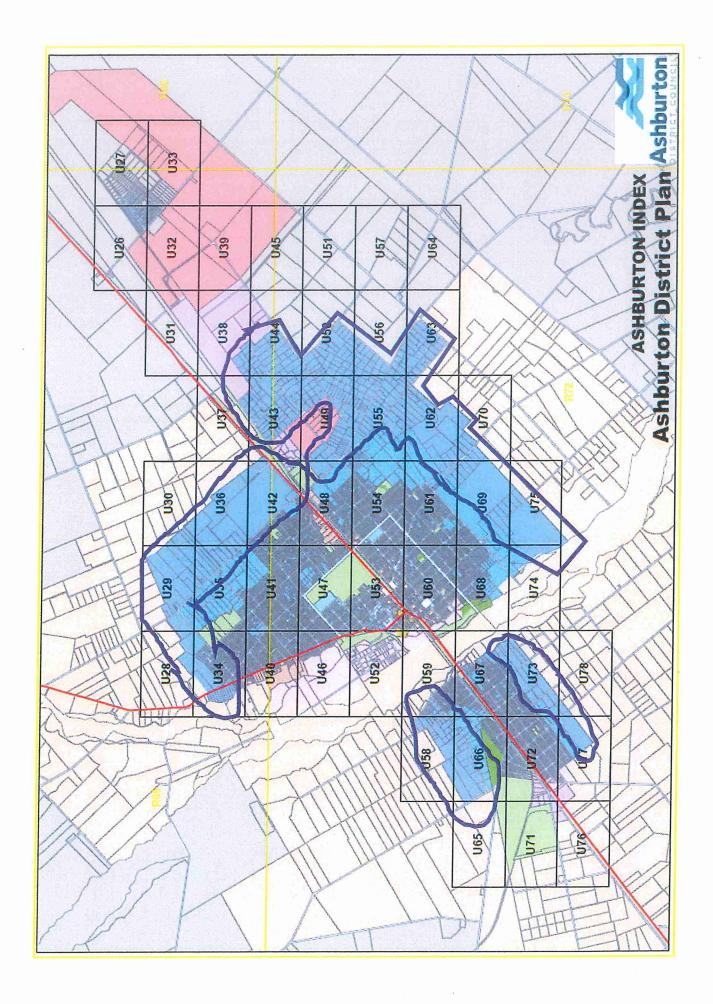
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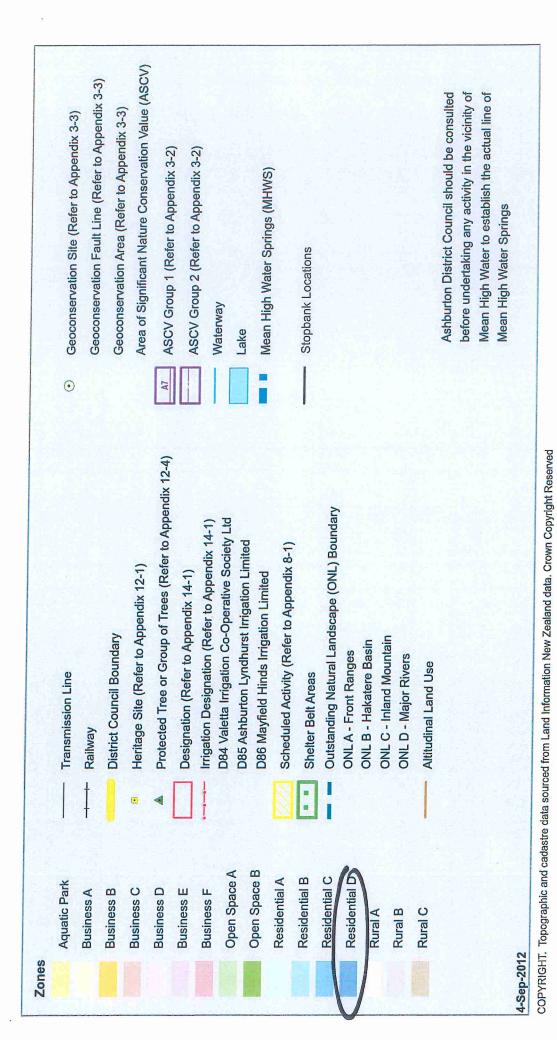
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Ashburton District Plan - Planning Map Legend



Coordinates: 43°54'20"S 171°44'44"E

# Ashburton, New Zealand

From Wikipedia, the free encyclopedia

Ashburton (Māori: Hakatere) is a large town in the Canterbury Region, on the east coast of the South Island of New Zealand. The town is the seat of the Ashburton District, a territorial authority encompassing the town and the surrounding rural area, which is also known as Mid Canterbury. It is 85 kilometres (53 mi) south west of Christchurch and is sometimes regarded as a satellite town of Christchurch.[4]

Ashburton township has a population of 19,850, with an additional 12,400 living in the wider district. The town is the 23rd largest urban area in New Zealand and the third-largest urban area in the Canterbury Region, after Christchurch and Timaru.

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# **Naming**



Ashburton's historic train station before it was demolished in 2013[5]

was named by the surveyor Captain Joseph Thomas of the New Zealand Land Association, after Francis

Ashburton

Baring, 3rd Baron Ashburton, who was a member of the Canterbury Association. The town is laid out around two central squares either side of the railway line and main highway, Baring Square East and Baring Square West.

"Ashvegas", Ashburton's common nickname, is an

# Ashburton Hakatere (Māori)

Secondary urban area



Aerial view of Ashburton, looking west. The Ashburton River or Hakatere is visible at left.

Nickname(s): Ashvegas



Coordinates: 43°54'20"S 171°44'44"E

Country Region Territorial authority

New Zealand Canterbury Ashburton District

Electorates

Rangitata

Te Tai Tonga (Maori electorate)<sup>[1]</sup>

Government<sup>[2]</sup>

Mayor

Donna Favel