

# Ellesmere 2031

## Ellesmere Area Plan





# Ellesmere Area Plan

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# Executive Summary

## Purpose of the Ellesmere Area Plan

The primary purpose of the Ellesmere Area Plan is to provide high-level planning direction to guide the growth and sustainable management of each township in the Ellesmere area through to the year 2031. All of the Selwyn District is located within the takiwā of Ngāi Tahu and their ancestors who have held mana whenua over these areas for many generations.

The geographic extent of the Ellesmere area reflects the current ward boundaries and is illustrated in Figure 1 on Page 7, noting that the Area Plan's primary focus is on settlements currently zoned for residential purposes in the district plan, rather than the surrounding rural environment or past settlements.

Taumutu is recognised as the oldest continuously occupied settlement in the District.

The Ellesmere Area Plan is a key project for the council that will identify initiatives to assist in the delivery of the Selwyn 2031: District Development Strategy (Selwyn 2031) vision, which is:

“To grow and consolidate Selwyn District as one of the most livable, attractive and prosperous places in New Zealand for residents, businesses and visitors.”<sup>1</sup>

This Area Plan does not rezone land, but indicates a range of issues and opportunities that will inform the ongoing strategic planning and management of growth for each township through to 2031.

While the Area Plan is non-statutory, it will help to inform:

1. the District Plan Review (DPR) and other statutory planning processes under the Resource Management Act (RMA)
2. future Long-Term Plan (LTP) and Activity Management Plan (AMP) processes under the Local Government Act (LGA), and
3. other Council, community and privately initiated projects and capital investment decisions.

The Area Plan identifies a broad range of implementation steps to deliver social, economic, cultural and environmental outcomes for each township. These steps range from investigations into the appropriateness of resource management regulatory controls as part of the DPR or town centre studies, through to the establishment of forums to determine, for example, how to incorporate Ngāi Tahu values and interests in local government decision-making, how best to manage natural hazards and how to ensure townships and settlements have access to educational, health, and employment opportunities, services and facilities which meet their needs, including the needs of mana whenua.

## Steps taken to develop the Ellesmere Area Plan

The Ellesmere Area Plan was prepared by following the Local Government Act consultative process. Preparation of this document began in February 2015 and involved engagement with Ngāi Tahu as the Crown's Treaty Partner and mana whenua of the District, a number of key stakeholders<sup>2</sup>, Council-elected representatives and staff. Technical reports and extensive community consultation also informed this Area Plan.

This engagement enabled broad-level baseline information to be documented and relevant issues and local community needs to be identified. These matters collectively informed and shaped preliminary findings contained within the draft Area Plan, published for consultation in May 2016.

Further community consultation and ongoing stakeholder engagement took place through May and June of 2016 to review and refine the draft Area Plan. A public meeting to consider formal comments on the draft Area Plan took place in early July 2016 prior to the Council considering whether to adopt a final Area Plan. This Area Plan was formally adopted by the Council on 14 September 2016.

## Overview

This Area Plan is split into two sections:

**Section 1** provides high level context including an explanation of Ngāi Tahu mana whenua values and interests, a brief history of European settlement and an overview of the growth-related issues that are relevant in the Ellesmere area. This is followed by more detailed information on the scope and status of the Area Plan and the principles and methodologies that have been applied to each township to determine the various implementation steps. Section 1 concludes with a summary of the process steps that have been identified to implement, monitor and review this Area Plan.

**Section 2** sets out the township-specific assessments which focus on detailed issues and opportunities analyses. This information informs a range of recommended implementation steps. These implementation steps are proposed to initiate more detailed projects, discussions, investigations or capital works to realise the opportunities and address the issues.

## Terms used in this document

See pages 71-74 for a glossary of terms and abbreviations used in this Area Plan.

<sup>1</sup>Selwyn 2031: District Development Strategy, Executive Summary, adopted Oct 2014, P8.

<sup>2</sup>Township committees, Malvern Community Board, New Zealand Transport Agency, KiwiRail, Environment Canterbury, Te Taumutu Rūnunga and Te Ngāi Tūāhuriri Rūnunga through Mahaanui Kurataio Ltd, Ministry of Education and Canterbury District Health Board



*The gateway at Taumutu Marae, Te Taumutu Rūnanga*

*The Ngāi Tahu Values Statement provides essential context to the Area Plan. It has been prepared by Ngāi Tahu and reflects the collaborative approach taken by Selwyn District Council and Ngāi Tahu in the development of this document.*

## SECTION 1: CONTEXT

# Ngāi Tahu Values Statement

Selwyn District lies within the takiwā of Ngāi Tahu<sup>3</sup>.

The contemporary structure of Ngāi Tahu is set out in the Te Rūnanga o Ngāi Tahu Act 1996 (TRoNT Act). Section 6 identifies Te Rūnanga of Ngāi Tahu (Te Rūnanga) as the iwi authority representing Ngāi Tahu whānui. Ngāi Tahu whānui is identified as the collection of individuals who descend from the primary hapū of Waitaha, Ngāti Mamoe and Ngāi Tahu and are descendants of persons who were members of Ngāi Tahu living in 1848 and listed in the minute book of the 1929 Ngāi Tahu Census Committee.

Ngāi Tahu is made up of whānau and hapū groups who through whakapapa and mana whenua relationships have become established in distinct areas of the Ngāi Tahu takiwā. These groups are recognised in the TRoNT Act as papatipu rūnanga within those takiwā areas.

The papatipu rūnanga who represent those who hold mana whenua over the Selwyn District are:

- (i) Te Ngāi Tūāhuriri Rūnanga whose takiwā centres on Tuahiwi marae and extends from the Hurunui to Hakatere, sharing an interest with Arowhenua Rūnanga northwards to the Rakaia and thence inland to the Main Divide; and
- (ii) Te Taumutu Rūnanga whose takiwā centres on Taumutu and the waters of Te Waihora/Lake Ellesmere and adjoining lands and shares a common interest with Te Ngāi Tūāhuriri Rūnanga and Te Rūnanga o Arowhenua in the area south to Hakatere

The takiwā of Te Rūnanga o Arowhenua centres on Arowhenua and extends from the Rakaia to the Waitaki. Te Rūnanga o Arowhenua has an interest in activities which affect the catchment of the Rakaia River.

Section 15(2) of the TRoNT Act provides that where any act requires consultation with iwi this shall be held with Te Rūnanga in the takiwā of Ngāi Tahu whānui. Section 15(3) of the TRoNT Act requires Te Rūnanga to consult with papatipu rūnanga.

Te Rūnanga encourages agencies to engage directly with papatipu rūnanga on matters of interest to papatipu rūnanga and will take into account the views of papatipu rūnanga when determining its position on matters.

Selwyn District Council has a direct working relationship with Te Taumutu Rūnanga and Te Ngāi Tūāhuriri Rūnanga.

<sup>3</sup>References: Beattie H. *Māori Place Names of Canterbury*, 2nd edition, Cadsonbury Publications, Christchurch, 1995. Brailsford B. *Greenstone Trails The Māori and Pounamu*, 2nd edition, Stoneprint Press, Hamilton, 1996. Brailsford B. *The Tattooed Land*, 2nd edition, Stoneprint Press, Hamilton, 1997. Evison HC. *Te Wai Pounamu Greenstone Island*, Aoraki Press, Wellington, 1993. Jolly D et al. *Mahaanui Iwi Management Plan 2013*, unpublished, 2013. Maling PB. (ed) *The Torlessee Papers*, The Pegasus Press, Christchurch, 1958. <sup>4</sup>Section 15

## Mana Whenua of the Selwyn Area

The origins of Māori occupation of Te Waipounamu (South Island) including Ngā Pākihi Whakatekateka o Waitaha (the Canterbury Plains) is recorded in creation histories handed down orally from generation to generation. These histories record whakapapa. Whakapapa is a cornerstone of Ngāi Tahu culture; the lands, waters and tūpuna (ancestors) from which a person descends and with which they identify. Whakapapa is fundamental to tūrangawaewae and mihimihi. It is also the basis on which rights to land and resources are determined.

Mana whenua is the customary right to manage the resources over a given area (takiwā) and to act as its kaitiaki. It is obtained through whakapapa (ancestral links to the area) and is maintained through continuous occupation of the area (ahi kā roa) and exercise of those rights (eg mahinga kai). With those rights come responsibilities for protecting the mauri of the resources and their long-term sustainability (kaitiakitanga). The term mana whenua can also describe the people who hold mana whenua. The Glossary of Terms provides further explanation of some of these concepts.

The people of Waitaha are known to have occupied Te Waipounamu, including the area now known as Selwyn District, for hundreds of years. By the seventeenth century, Ngāti Mamoe moved south into Te Waipounamu, followed later in the century by Ngāi Tahu.

Led by Moki son of Tūāhiriri, Ngāi Tahu initially won control of Te Waipounamu as far south as Waihora (Lake Ellesmere) and Tawera (Torlesse Range). Leading chiefs took control by establishing pā: Te Ruahikihiki at Taumutu; Makō at Wairewa; Te Rakiwhakaputa at Whakaraupō (Rāpaki) and Turakautahi at Rakahuri (naming his pā Kai-a-poi).

Kaiapoi pā became a busy trading post and stronghold for Ngāi Tūāhuriri. Later a section of Ngāi Tūāhuriri moved westward and wrest control of the sources of pounamu from Ngāti Wairangi; establishing Poutini Ngāi Tahu. Further south from the established rohe or territory of Ngāi Tūāhuriri, the boundaries between Ngāi Tahu, Ngāti Mamoe and Waitaha became blurred through successive southward migrations and intermarriage.



*Maahunui II, the wharenui at Tuahiwi Marae, Te Rūnanga o Ngāi Tūāhuriri*

The people of Te Taumutu Rūnanga descend from the tupuna or ancestor, Te Ruahikihiki and his son Moki (II) who settled at Taumutu in the seventeenth century. Te Ruahikihiki moved from Akaroa Harbour to Taumutu on the southern shores of Te Waihora/Lake Ellesmere. Te Ruahikihiki settled at the pā, Orariki, which is where the present day Hone Wetere church and hapū urupā are located. Moki (II) established his pā site nearby at Taumutu, on the site where the present Ngāi Tahu Moki marae is located, near the south-western edge of Te Waihora/Lake Ellesmere. In 1891 a wharenuī, named Moki, was opened on the site of the original historic Pā o Moki.

Today, various hapū of the South Island have their own distinct areas (rohe/takiwā) over which they hold mana whenua, but they are closely linked through whakapapa and familial ties.

The townships of Selwyn District form footprints within a broader takiwā of Ngāi Tahu and their ancestors. Land for Ngāi Tahu was not an area of so many hectares to be marked out and owned by an individual. It was the natural resources that a whānau or hapū could collectively access and utilise for mahinga kai – the food and materials that formed the economic and social basis of life, trade and the well-being of Ngāi Tahu whānui.

Ngāi Tahu had year-round settlements along the coastal areas of Canterbury, including at Kai-a-poi, Taumutu and around Te Pātaka o Rākaihautū/Banks Peninsula. Pā sites were also located at Whakaepa/Coalgate and Kowai Bush as well as numerous mahinga kai. Ngāi Tahu had a nomadic existence travelling extensively as part of the annual cycle of mahinga kai and to maintain ahi kā and links with whānau. Numerous camps (nohoanga) and sites of seasonal occupation existed throughout Ngāi Pākihi Whakatekateka o Waitaha (the Canterbury Plains). Evison (1993, p.5) estimates more than 1400 named sites regularly used for mahinga kai between the Waimakariri and Matau (Clutha) rivers alone.

Ara tawhito (trails) criss-cross the Selwyn landscape between mahinga kai and pā sites, across the alpine passes in the upper Waimakariri and Rakaia to Te Tai Poutini (The West Coast) and along the coast to the north and south. Lakes, wetlands and tarns were important sources of mahinga kai for travelling parties, including high country lakes such as Whakamātau (Lake Coleridge), Moana (Lake Lyndon) and Moana Rua (Lake Pearson).

Kura Tāwhiti (Castle Hill) was an important settlement associated with whare wānanga, cultivation and mahinga kai; and remained an important mahinga kai for travellers. The artwork found on the rocks tells the stories of mana whenua. Geographically many people think of Castle Hill as the limestone rock formations near SH 73, but for Ngāi Tahu it is part of a larger cultural landscape of great significance, including the Torlesse Range.

Whakamātau, Moana Rua and Kura Tāwhiti are Areas of Statutory Acknowledgement in the Ngāi Tahu Claims Settlement Act 1998.

A major 'sign post' for the use and occupation of land by Ngāi Tahu is the names given to mountains, rivers and other geographic features. Ngāi Tahu place names indicate both a relationship with the area and observation of its physical characteristics. All places, rivers, wetlands, hillocks and plains were named, not just prominent features.

## Te Waihora/Lake Ellesmere, Waimakariri and Rakaia

Mana whenua associate land with catchments or watersheds; the land and waters being linked through whakapapa and mahinga kai. Each township in Selwyn District is associated with one of three catchments: the Waimakariri, Te Waihora/Lake Ellesmere, or the Rakaia.

A large part of Selwyn District is within the catchment of Te Waihora/Lake Ellesmere. Since oral history can record, Te Waihora/Lake Ellesmere has been a taonga of immense significance to Ngāi Tahu and their ancestors, due to its abundant mahinga kai. There has always been a permanent Ngāi Tahu settlement with several pā at various sites around Taumutu. Whānau and hapū from Te Pātaka o Rākaihautū/Banks Peninsula and Kaiapoi hold mana whenua rights to Te Waihora/Lake Ellesmere as well.

The return of Te Waihora/Lake Ellesmere to Ngāi Tahu was a significant component of Te Kerēme - the Ngāi Tahu Claim. Ownership of most of the bed of the lake was restored to Ngāi Tahu under the Ngāi Tahu Claims Settlement Act 1998 along with the bed of Muriwai (Cooper's Lagoon).

Much time and resource is spent by Ngāi Tahu to restore the health and customary uses of Te Waihora/Lake Ellesmere. The quality of the water in the lake, the levels of the lake, the quality and abundance of mahinga kai, and access for mahinga kai and other customary uses are significant issues for Ngāi Tahu. The impacts of townships and associated effects such as wastewater and stormwater disposal, land drainage and loss of mahinga kai habitat, on the lake and its catchment, are important issues. As a result of land drainage and artificial opening to the sea, Te Waihora/Lake Ellesmere today is estimated to be approximately 25% of the size of its original extent.

## Taumutu

A very significant issue for Ngāi Tahu is the provision which will be made for the recognition and further development of Taumutu. Today Taumutu bears the characteristics of a rural area but the Taumutu Kāinga has been occupied for over 600 years. It is important to Te Taumutu Rūnanga to have Taumutu recognised as the oldest continually occupied settlement in Selwyn District and appropriate provision made for kāinga nohoanga.

When land was purchased from the Ngāi Tahu chiefs for the Canterbury settlement by commissioner Henry Kemp in 1848, Ngāi Tahu were to keep their areas of cultivation and mahinga kai; as well as larger reserves – kāinga nohoanga to be handed back once the area was surveyed. The reserves eventually mapped by the Crown were much smaller than those agreed to. Post World War II town planning regulations over the use of rural land further compromised kāinga nohoanga and much of the land set aside as Māori reserve remained undeveloped or was converted to general freehold Title and sold.

It is important for mana whenua to have Taumutu recognised and provided for as kāinga nohoanga in accordance with the original intent of the Māori reserves under Kemp's Deed.

## Mana Whenua Interests in the Townships in Selwyn District

Mana whenua's relationship with the natural world forms the foundation of Ngāi Tahu culture and the basis for traditional economic and social life. Environment, economics, culture and society are all one. Modern governance systems in New Zealand split these matters into separate components – the four 'well-beings', with different entities and systems responsible for managing various aspects of each.

Mana whenua's interests in planning for townships in Selwyn District encompass all aspects of environmental, cultural, economic and social well-being (including education and health) and their interdependence. As a Treaty Partner of the Crown, Ngāi Tahu seeks an appropriate role in governance and decision-making in partnership with the Council, not as an interested party to be consulted. In summary, there are three major components to mana whenua's interests in townships in the District:

- (i) Recognising townships in Selwyn District sit as footprints within the Ngāi Tahu takiwā. While recognition and protection of mana whenua heritage is very important, town planning isn't limited to potential overlaps between the location of a town and a silent file or archaeological site. The fact each township sits within the takiwā means it is of interest to mana whenua.
- (ii) Ngāi Tahu as the Crown's Treaty Partner has a role in all planning and decision-making relating to townships alongside the Council.
- (iii) The areas and issues which are of interest to mana whenua in the management of townships embrace all four well-beings – environmental, economic, social (including education and health) and cultural; and the opportunities to provide for mana whenua culture and values in a twenty-first century context.

Providing for mana whenua values in the growth of townships in a contemporary sense includes the matters described below. Issues and opportunities of relevance to each township are also recorded in Section 2 of this Area Plan.

## Impacts on the Natural Environment

Reducing the impacts of town growth on the natural environment and taking opportunities to address current issues.

### (i) Land and Water

Opportunities to recognise and manage the interface between the growth of townships and associated demand for drinking water, the disposal of waste and wastewater, and land drainage. Integrated management of land and water– ki uta ki tai (from the mountains to the sea):

- Recognising the mahinga kai and ecological habitat values of all water bodies (including drains and water races).
- Ensuring wastewater and stormwater treatment and disposal options are focused around the use of land rather than discharges to water.
- Promoting the 5Rs. Reduce waste, reuse items, recycle and recover materials, residual disposal in landfill, as a last option in the management of solid waste.

- Recognising that Te Waihora/Selwyn catchment is over-allocated for water abstraction and ensuring townships are efficient in their water use, and that demand for water supplies can be accommodated within catchment allocation limits for surface water and groundwater. Encourage efficient use of water in urban areas and removing any bureaucracy that discourages water efficient development, eg re-using greywater and on-site rainwater storage.
- Requiring buildings to be setback a sufficient distance from waterways to allow for riparian management and access, and to reduce the demand for in-stream flood protection and erosion works.

### (ii) Indigenous biodiversity and mahinga kai

Opportunities to maintain or enhance the indigenous biodiversity of townships and planting traditional mahinga kai species found in those areas through:

- using indigenous species in landscaping of streets, reserves and other public spaces, including mahinga kai species from the area
- encouraging developers to use indigenous species as well as exotic species on private land; and provide information on appropriate species that are adapted to grow quickly and well in local conditions
- planting mahinga kai species in swales for stormwater, along roads and riparian margins, and creating ecological corridors and links to other sites
- incorporating wetlands, waipuna (springs) and waterways into urban design rather than draining them and restoring natural wetlands, rivers or streams that have been modified, where practical
- aiming for a net gain in wetland areas, through protection, restoration and creation of wetlands.

## Appropriate Management of Culturally Significant Sites and Areas

Protect culturally important sites and use opportunities afforded by town development to enhance culturally significant sites and values to:

- protect wāhi tapu and archaeological sites from damage, destruction or inappropriate encroachment or disturbance
- recognise and protect views of mountains and other important cultural landmarks
- use opportunities to enhance other culturally significant sites and values
- work with the Council and Department of Conservation over the location and management of reserves and other public spaces to ensure that public access is appropriately managed to any sites or areas of cultural significance
- ensure developers are given appropriate information in town planning and resource consent processes on protocols and obligations for accidental discovery of archaeological finds, including engagement with mana whenua.

## Mana Whenua Culture in Townships

Identify opportunities to recognise mana whenua values and to incorporate mana whenua cultural expression in the development or redevelopment of townships through the:

- adoption of mana whenua cultural values and concepts into town planning; including ki uta ki tai, kāinga nohonga and mahinga kai
- encourage the Council's asset management programme to be an example of best practice in managing land, water and utility infrastructure in culturally appropriate ways; eg sewerage, stormwater and drains
- use of mahinga kai species in landscaping public spaces, planting reserves and riparian margins
- enabling the customary harvest of mahinga kai from Council administered reserves
- recognition of access to sites and water bodies for mahinga kai and customary use when approving subdivisions and providing for esplanade reserves, strips and legal roads/road stopping
- creation of mahinga kai parks where appropriate and information on mahinga kai and other customary activities and values along walkways, reserves and other public spaces
- use of street names and place names that reflect Ngāi Tahu ties to areas
- design of public and community buildings and facilities and signage in Te Reo as well as English
- provision of relevant information and displays in Council publications, public spaces, museums and galleries of mana whenua associations with areas as well as colonial heritage.

## Kāinga Nohoanga – Places of residence

Mana whenua promote townships as places for 'living' not just commuting; town planning must consider the needs of people for access to a variety of social (including education and health), economic and cultural services and facilities, including those of Ngāi Tahu whānui through:

- recognition of Taumutu as the district's oldest area of continually occupied settlement
- provision for kāinga nohoanga (including papakāinga) on Ngāi Tahu ancestral lands
- rules for residential development recognise alternative housing patterns to the traditional one house per section, including papakāinga or other communal/village housing, and that these opportunities are not limited to land currently held as Māori reserves
- access is provided to health and educational services, shops, marae and community facilities, and other social services especially for those who do not have a motor vehicle.
- planning for the growth of larger townships, work with the Ministry of Education and mana whenua to ensure a range of opportunities, including kōhanga reo, whānau space and adult education
- employment opportunities close to home.

# European history

The Selwyn district takes its name from George Augustus Selwyn, who was the first person to be appointed to the role of Anglican Bishop of New Zealand in 1841. European sailors, whalers and missionaries had been living amongst Ngāi Tahu in Canterbury from the late eighteenth century and a handful of European settlers had negotiated leases of land from Ngāi Tahu chiefs. The Canterbury purchase (Kemp's Deed) occurred in 1848 and the Canterbury Association began European settlement of the province from the 1850s, with tracts of land being sold along the Rakaia River from this date<sup>11</sup>.

The discovery of coal in the Selwyn district near the Rakaia and Selwyn Rivers in 1851 was one of the catalysts for the development of roads and railways across the Canterbury Plains<sup>12</sup>. Many of the towns in the district developed as a result of the extensive railway network. The increasing ease of access into the Canterbury Plains also led to the development of other towns in the mid to late 1800s.

The development of farms throughout the district shaped the alluvial plains into a network of roads, run holds and waterways and has made an important contribution to the identity of Selwyn as a largely rural district.

The district has enjoyed a relatively stable and prosperous existence, which can be attributed in many respects to its natural resources, geography and accessibility, which is enhanced by easy access to strategic transport links: Christchurch International Airport, the Port of Lyttelton, the state highway network and national rail network.

More detailed information on the districts is contained in the Background Information for Selwyn 2031: (1) History; (2) Natural environment; (3) Demographic and economic growth; (4) Tourism; (5) 5 Waters utilities and transportation network; (6) Social infrastructure; and (7) Policy and planning frameworks<sup>13</sup>.

## Ellesmere area overview

The Ellesmere area takes its name from Te Waihora/Lake Ellesmere, which is a culturally significant taonga to the local Te Taumutu Rūnunga people and an important natural feature in the area.

The Ellesmere County Council was amalgamated with the Malvern and Paparua County Councils to form the Selwyn District Council in October 1989. The Ellesmere Ward area reflects the geographic extent of the Ellesmere area in the context of the Area Plan and Selwyn 2031. The geography of the Ellesmere area incorporates the lower Canterbury Plains.

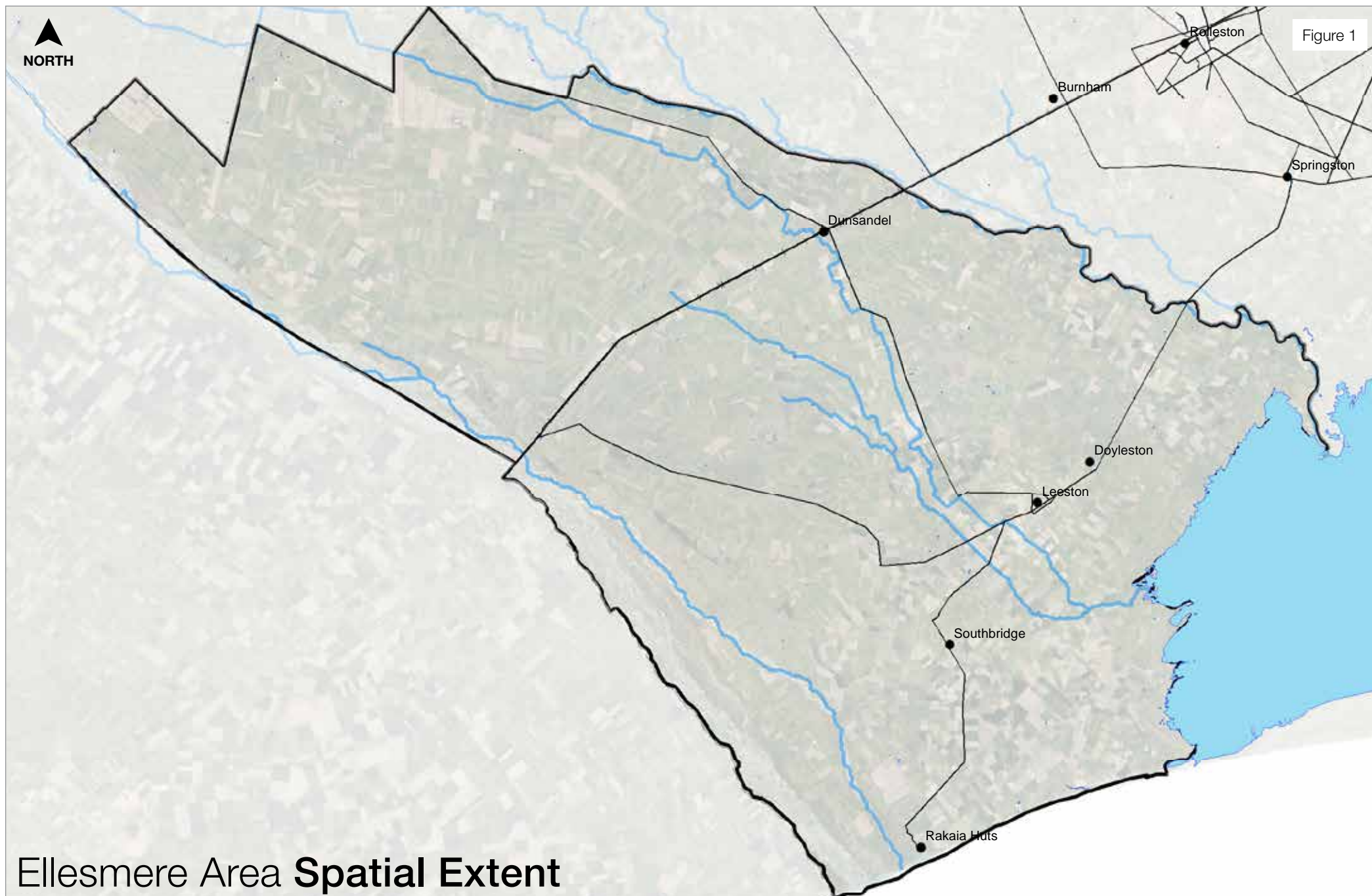
### Figure 3: Spatial extent of the Ellesmere area

Mana whenua have identified that Taumutu is the oldest continually occupied settlement within the Ellesmere area, while Leeston is the primary settlement in the Ellesmere area, being categorised as a service township in Selwyn 2031<sup>15</sup>. The remaining townships include Doyleston, Southbridge, Dunsandel and Rakaia Huts, which are recognised as rural townships in Selwyn 2031.

The following is a summary of the key issues that have been identified as being significant to the Ellesmere Area townships:

- Resilience to hazard risk, including being responsive to potential increases in high rainfall events, sea level rise and coastal erosion that are symptomatic of climate change and the associated potential for lake levels in Te Waihora/Lake Ellesmere to rise; or groundwater tables to rise as a consequence of the Central Plains Water Scheme.
- Sustainable management of natural resources, including preserving groundwater quality and managing the treatment and disposal of wastewater and stormwater discharges.
- Retaining the unique aspirations of the people that reside in what are varied and often discrete settlements.
- Better recognising, preserving and enhancing mana whenua cultural identity and values and the immense cultural significance of Te Waihora/Lake Ellesmere and its catchment.
- Promoting growth that reflects the form and function of townships, while preserving the elements that characterise each settlement.
- The need to provide for a range of lot sizes and housing typologies to better meet the wider needs of the community, particularly in Leeston.
- Sufficient zoned and developable land has been identified to accommodate projected residential growth for each township up to 2031.
- Provision of safe and efficient transport networks and promoting opportunities for walking and cycling and access to public transport.

<sup>14</sup>Jolly D et al. *Mahaanui Iwi Management Plan 2013, unpublished, 2013. P323.* <sup>15</sup>Selwyn 2031: District Development Strategy, Strategic Direction 1, adopted Oct 2014, P34



# Area plan scope and status

## Statutory context

This Area Plan will assist the Council in carrying out its functions under both the RMA and LGA by:

- helping to ensure the sustainable management of the area's natural and physical resources
- facilitating the integrated planning of Council-managed services and utilities
- providing direction for Council acquisition of strategic land areas for the benefit of the community
- supplementing the District Plan Review process
- being considered as part of assessing resource consent applications<sup>16</sup> and changes to the Selwyn District Plan<sup>17</sup>, and
- informing the preparation of Activity Management Plans and Long Term Plan processes.

Figure 2 illustrates the hierarchy of the principal statutory and non-statutory plans and strategies that have either influenced, or will be informed by, the Ellesmere Area Plan.

Figure 2: Statutory context



This Area Plan is a key strategy to deliver the high level actions and implementation steps contained in Selwyn 2031, which have been developed to assist in the integrated management of growth and development in the district for the next 15 years.

The following timeframes have been established for this Area Plan:

- **Short term** 2016 to 2020
- **Medium term** 2021 to 2025
- **Long term** 2026 to 2031

These timeframes are provided to assist in establishing the relative growth needs of each settlement and reflect the reality that resource management processes and outcomes are constantly evolving and being refined over time. These timeframes are consistent with the long-term planning aspirations contained in the 15-year Selwyn 2031 vision and the related growth management initiatives contained within it, while also recognising the mandatory requirement for the content of district plans to be reviewed every 10 years.

The Canterbury Regional Policy Statement (CRPS) also has a strong influence on this Area Plan as it identifies a number of relevant, regionally-significant resource management issues and contains policies and methods to achieve the integrated management of the natural and physical resources within the Canterbury region. Chapter 5: Land Use and Infrastructure of the CRPS is particularly relevant because it sets out the methods to sustainably manage land use development and the provision of infrastructure by requiring urban development to be consolidated<sup>18</sup> with existing urban settlement patterns. Chapter 5 also promotes integrated transport networks, the need to protect the productive capacity of rural land, avoid activities that adversely affect regionally significant natural and physical resources and infrastructure and promote methods to facilitate Papakāinga housing.

As identified above, the Area Plan will also influence the planning instruments and strategies identified in Figure 4 to varying degrees, most notably the District Plan Review, future LTP processes and decision-making under the RMA.

It is important to note that the identification of preferred (and possible) growth areas in this document is only an initial step in the process to identify the appropriateness of any future land use zoning to enable sections to be subdivided and housing constructed. The substantive merits of zoning land must be determined through the statutory process set out in the RMA<sup>19</sup>, whether that is through the District Plan Review, a Council plan change or a privately-initiated request. Such investigations require the commissioning of more detailed technical reports, the undertaking of comprehensive cost/benefit analysis, appropriate methods to address District Plan objectives and policies (including the preparation of outline development plans where necessary), mandatory requirements to enable public participation and the need to hold public hearing processes.

<sup>16</sup>Pursuant to s104 of the RMA. <sup>17</sup>Pursuant to s74 of the RMA.

<sup>18</sup>The following excerpt describes the concept of urban consolidation in the context of this Area Plan: "Minimises adverse effects on water quality and versatile soils through selective restraint on peripheral development; shortens private car trips by locating housing close to employment, schools and business areas; ensures that safe and convenient pedestrian and cycling links are provided to new neighbourhoods; increases population densities to support public transport; emphasises a compact pattern of development; and enables extensions to the township boundaries only where the land use patterns avoid isolated and dispersed patterns of urban growth." – Refer to the adopted Rural Residential Strategy 2014, P10.

## Growth management assumptions

The Ellesmere Area Plan supplements the higher growth directions contained in Selwyn 2031 with more localised information on the issues and opportunities that will influence growth in the identified townships for the next 15 years. The preparation of this Area Plan and the related growth assumptions have been guided by the following three growth concepts outlined in Selwyn 2031:

1. Establishing a **township network** to manage the scale, character and intensity of urban growth across the whole district.
2. Establishing an **activity centre network** to manage the scale and intensity of business areas throughout the district's townships.
3. Encouraging, within a District-wide context, **self-sufficiency** for each township.

These Selwyn 2031 growth concepts have informed the township based analyses contained in [Section 2](#), influencing both the issues and opportunities that have been identified and the implementation steps that are being recommended to deliver more livable, self-resilient and sustainable townships.

Selwyn 2031 sets out an aspirational target of maintaining an 80/20 population split, (a) 80% of the population in urban areas and 20% in rural areas and (b) 80% of the total population base residing in the Greater Christchurch Urban Strategy Area of the district and the 20% balance residing in the Malvern and Ellesmere Wards. The Selwyn Growth Model has been a component of the township analyses in [Section 2](#). This has ensured that the growth allocations align with the projected growth needed to achieve the aspirational 80/20 population split, while also ensuring that the analysis takes account of the township network and activity centre concepts outlined above.

The Area Plan investigations assessed the relative merits of promoting a defined ratio of infill/intensification to greenfield development as a method of promoting more sustainable, self-resilient townships. This is on the basis that more intensive subdivision and housing options assist in providing for elderly persons' housing, facilitating more affordable homes and providing smaller homes and sections that better meet the needs of the wider community. In addition, the provision of more intensive development through consolidated development can also deliver positive environmental, social and economic outcomes by optimising the use of land and avoiding dispersed settlement patterns. However, the position reached following the township analyses in [Section 2](#) is that many of the townships are not well placed to support more intensive housing typologies or infill at this point in time as a consequence of:

- a lack of necessary infrastructure, local services or community facilities
- limited or no access to public transport
- resource or natural hazard constraints, and
- amenity conflicts within established neighbourhoods or potential reverse sensitivity effects with existing activities

This Area Plan identifies a number of implementation steps that signal the need for Council to investigate the appropriateness of facilitating more intensive development options in the larger townships, where there is an identified need for elderly persons' housing and for a greater range of housing types through several implementation steps, including:

- a review of minimum average lot sizes and other refinements to the existing Selwyn District Plan provisions through the District Plan Review process
- town centre studies, and
- possible future capital works to address constraints.

Phase 1 consultation and further investigative work has highlighted several examples of urban land uses that have established in isolation from larger settlements within the Ellesmere area, due to previous zoning patterns or historic circumstances. The Area Plan is limited to dealing with areas defined as townships by having a Living Zone in the District Plan. This is on the basis that the Canterbury Regional Policy Statement discourages dispersed settlement patterns where they are not supported by appropriate levels of community facilities, local services or integrated network infrastructure; or to facilitate papakāinga. In addition, isolated settlements can dilute the amenity attributed to rural outlook, reduces the productive capacity of rural land through intensification and gives rise to reverse sensitivity effects with surrounding land uses through incremental development that is often difficult to proactively manage. The District Plan Review is better placed to address this issue through a review of the appropriateness of the rural volume where these urban conglomerations are currently managed through either the rural or existing development area provisions.

As outlined in the above Ngāi Tahu Values Statement, an important issue for local rūnunga is the recognition of the historic settlement of Taumutu and for Council, local Iwi and other strategic partners to work collectively to investigate future opportunities to recognise and enable the provision of papakainga/kāinga nohoanga.

<sup>19</sup>The 1st schedule of the RMA sets out the mandatory steps that are required to be followed to consider the appropriateness of changes to District Plans.

<sup>20</sup>Selwyn 2031 Selwyn Growth Management Strategy identifies a number of measures as a starting point to realise these opportunities.

This Area Plan is a precursor to the District Plan Review process, which will review the extent to which the current District Plan is enabling the Selwyn District Council to fulfil its functions and other statutory obligations under the RMA<sup>21</sup>. Several of the implementation steps identified in [Section 2](#) signal the need for studies to investigate the appropriateness of changes to the District Plan or will be directly informed by the position reached in the District Plan Review on land use activities and subdivision. There needs to be a determination made on the extent to which the next generation plan manages activities more directly or whether the current effects-based approach is continued. This will influence whether initiatives such as the proposed spot zoning of existing business activities in townships that do not currently have a business zone will be implemented.

Similarly, this Area Plan does not zone land and there are very few examples where there is an identified need for Council to actively promote additional residential or business zoning, in the Ellesmere area, under the District Plan Review. Evidence suggests there is sufficient developable land available to accommodate projected household and business growth or that there are constraints which currently preclude additional development. Equally, this Area Plan does not promote the rezoning of land currently zoned for residential or business purposes to less intensive zone patterns (such as Rural), even where there are examples that such an approach has merit. This is a matter for the District Plan Review.

What this Area Plan does provide is a range of implementation steps in [Section 2](#) to inform future planning initiatives, long-term plan processes to determine capital works projects and private investment decision-making. It identifies preferred and possible future long term growth areas to coordinate development over the next 15 years and beyond while also promoting a range of local initiatives that aim to make each township a more self-resilient and vibrant place to live, work, visit or invest in.

Several of the issues identified in this Area Plan are of sub-regional relevance and managed directly by Environment Canterbury. Environment Canterbury has been engaged as a strategic partner throughout the preparatory stages of this document, with regional planning instruments managing the effects associated with any given activity. It is therefore difficult to provide definitive direction in this Area Plan in respect to how the allocation of natural resources such as water, or the future management of hazard risk and wastewater discharges, presents a constraint or an opportunity to growth over the next 15 years. This is on the basis that these resources and hazard risks are subject to individual site-specific consenting or permitting processes.



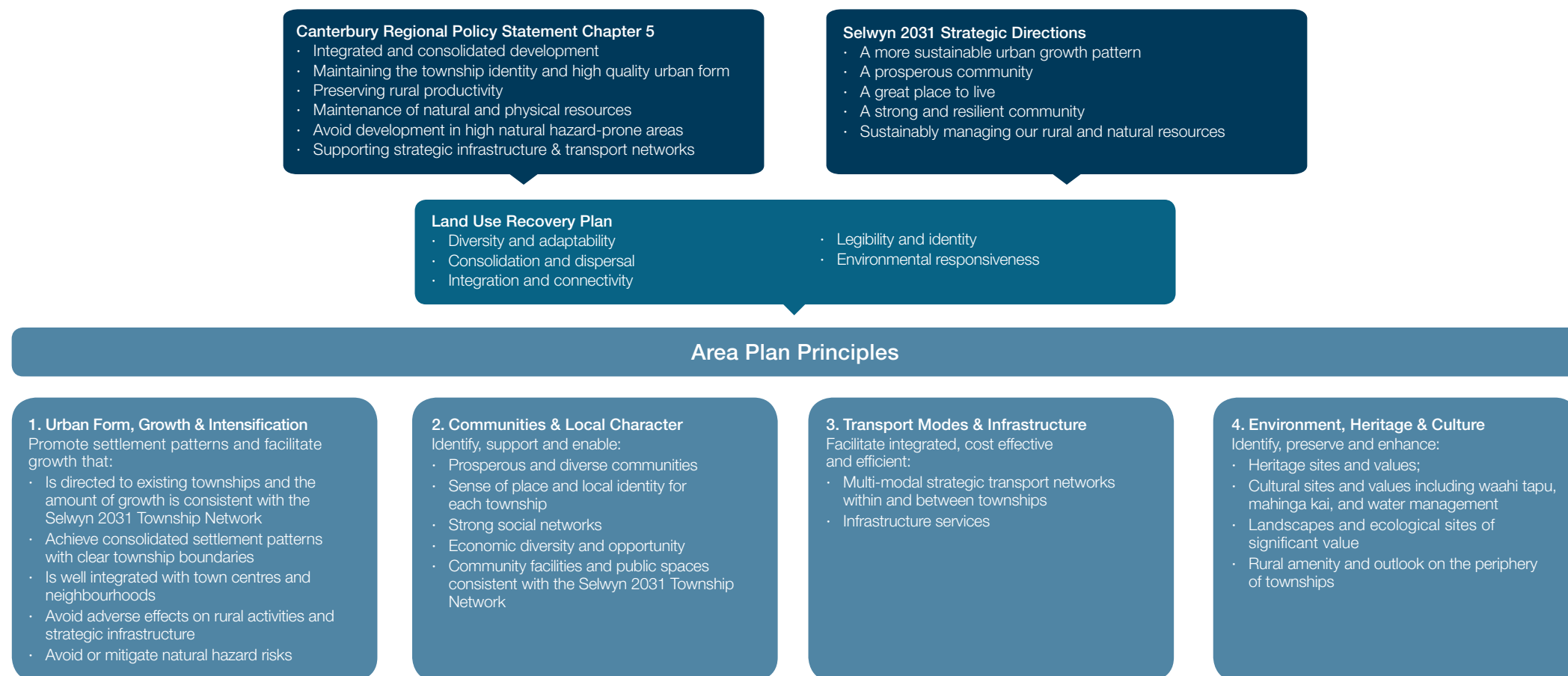
<sup>21</sup>Pursuant to s74 of the RMA.

# Area Plan Methodologies and Principles

## Methodologies

Figure 3 illustrates the methods that have been followed to ensure robust and consistent criteria are applied to identify issues and opportunities for each township. Figure 3 confirms that the high level outcomes contained within the Canterbury Regional Policy Statement, Selwyn 2031 and the Ministry for the Environment's People, Places and Spaces urban design principles have influenced the principles that have been developed and applied to the more detailed township assessments contained in Section 2.

Figure 3: Township analysis principles



<sup>22</sup>Refer to the document entitled "Selwyn 2031 Implementation Review – Dec15", which lists each Selwyn 2031 issue and action and outlines how these have been addressed by the Area Plan process and/or implementation step.

Principles

The Area Plan principles are comprised of the following four themes (see Figure 3), which collectively encapsulate the elements that are recognised as being necessary to achieve sustainable urban settlements:

1. Urban form, growth and intensification.
2. Communities and local character.
3. Transport modes and infrastructure.
4. Environment, heritage and culture.

Importantly, these principles incorporate the strategic directions and accompanying issues and actions identified specifically in Selwyn 2031<sup>22</sup>.

The four themes are not mutually exclusive, with many of the issues and opportunities being interrelated. As a consequence, the principles are not set out in a hierarchy and have not been applied in this way. All of the principles have been weighed up in an overall consideration of the relative influence any given issue or opportunity may have on the management of growth in the context of each township.

Area Plan process

Figure 4 illustrates the various steps and processes that have been followed to prepare the consultation draft.

Figure 4: Steps undertaken to prepare the Area Plan consultation draft

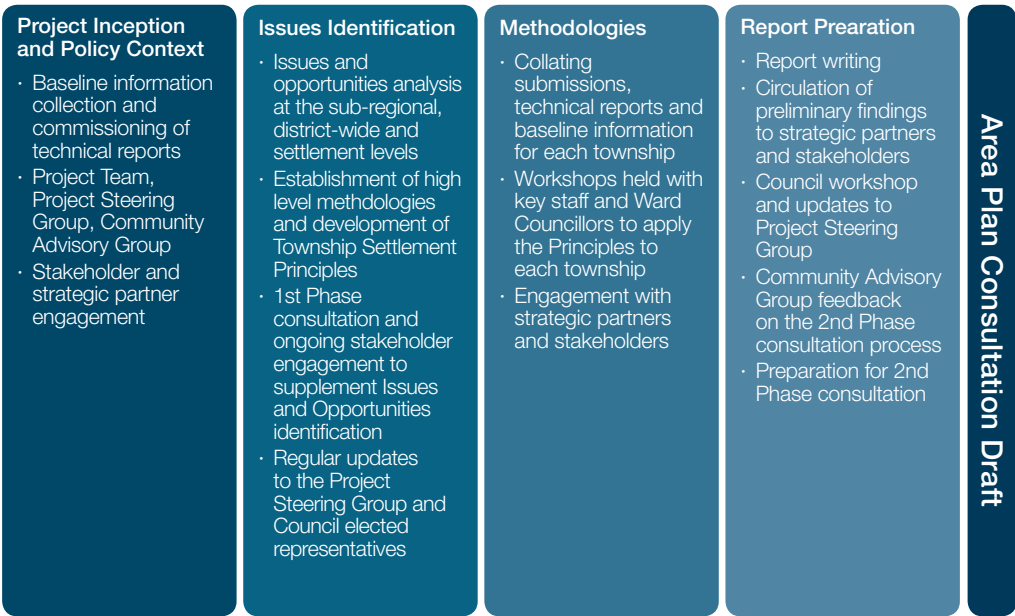
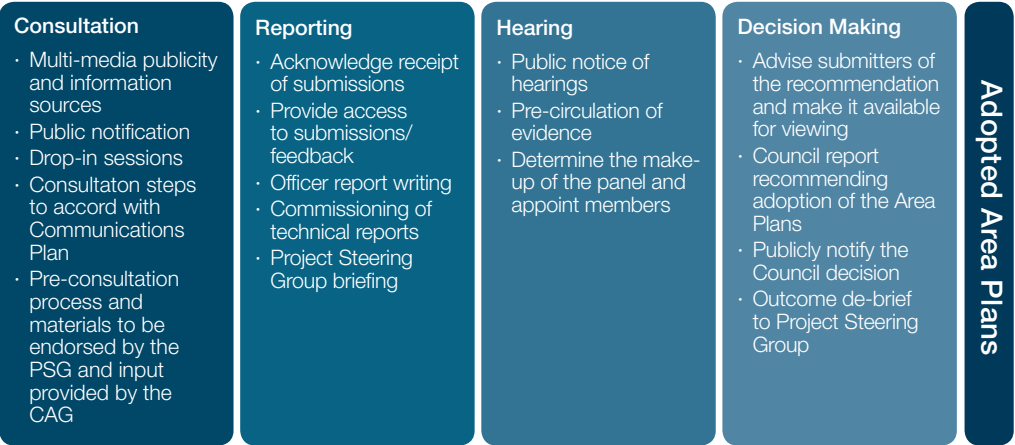


Figure 5 illustrates the various steps and processes that are to be undertaken to consider amendments to the consultation draft and to adopt an Ellesmere Area Plan.

Figure 5: Steps to be undertaken to finalise the Ellesmere Area Plan



Consultation and engagement

The Area Plan project to date has been informed by:

- extensive technical expertise from Council staff and consultants
- township-based workshops with ward councillors and key Council staff to consider submissions from the Phase 1 consultation process, technical reports and baseline information and to apply the identified principles to each settlement
- oversight from elected representatives and a rununga representative through the Project Steering Group forum
- stakeholder engagement with strategic partners<sup>23</sup> that included regular meetings and circulation of materials
- feedback on the proposed Phase 1 consultation process steps and materials from a Community Advisory Group comprising township committee representatives and local individuals
- Phase 1 consultation that included local and social media coverage, local newsletters, website based information, publicly available materials in hard copy and electronic formats and seven community drop-in sessions in August held in Dunsandel, Leeston, Springfield and Darfield, and
- targeted interviews with local business/land owners and land development consultants.

<sup>23</sup>Township committees, Malvern Community Board, New Zealand Transport Agency, KiwiRail, Environment Canterbury, Te Taumutu Rūnunga and Te Ngāi Tūāhuriri Rūnunga, Ministry of Education and Canterbury District Health Board.

Figure 6 outlines the various organisations, representatives, individuals and stakeholders that have assisted the project team to prepare this document.

Figure 6: Area Plan project team and governance structure



As identified in the previous sub-section, this Area Plan has been prepared to inform further engagement with the organisations, representatives, individuals and stakeholders identified in Figure 6 and public decision-making following the consideration of the formal submissions received through the Phase 2 consultation process.

## Implementation, monitoring and review

This Area Plan identifies a broad range of implementation steps in [Section 2](#) under each township assessment that address the identified issues and assist to realise the respective opportunities for each township. Information on the Council department responsible for advancing each implementation step, along with the methods, anticipated timeframes (short, medium or long term) and indicative costs, is also listed in [Section 2](#). Although one department may take a lead role in progressing the implementation steps, a collaborative effort involving input from a range of Council staff, agencies, stakeholders and the community will likely occur.

The implementation of this Area Plan is a component of the governance and reporting functions identified for Selwyn 2031, which includes:

1. an **Advisory Committee** made up of councillors, community board members and rununga representatives to provide overarching direction on the implementation of Selwyn 2031 and the Ellesmere Area Plan
2. a **Strategy and Management Group** comprising the Council's executive management team and second tier managers to ensure the Selwyn 2031 and the Ellesmere Area Plan is implemented in a timely manner and coordinated with other Council work streams and forums, and
3. the **People's Panel** forum to enable local interests to be registered in respect to the identified Selwyn 2031 strategic directions and actions and the Area Plan implementation steps and their associated outcomes.

The information gathering and reporting required to be undertaken as part of the annual Selwyn 2031 Monitoring Report will extend to each of the townships represented in this Area Plan. This information collection, monitoring, analysis and reporting will assist in tracking progress with the implementation steps above, while also informing outcomes analysis and future reviews.

This Area Plan will be reviewed at five yearly intervals; an initial review in 2021 and final review in 2026. These steps will ensure the necessary investigations are undertaken to confirm that the issues and opportunities that have been identified for each township remain relevant; and secondly, to gauge the extent to which each implementation step has been actioned and to determine outcomes with the implementation steps above, while also informing outcomes analysis and future reviews.

# SECTION 2: TOWNSHIP GROWTH STRATEGIES

## Introduction

This section contains a more detailed analysis of each of the five townships that are covered by this Area Plan.

This analysis initially outlines the following baseline information that has been established through technical reports, consultation responses and strategic partner engagement:

- historic and cultural context
- projected growth and changes in the demographic composition
- Selwyn 2031 Township Network status
- District Plan zoning, and
- residential, business and industrial land capacity.

Section 2 goes onto outline the opportunities and issues that apply to each respective township in the Ellesmere area, with a focus on the following themes:

- population, growth capacity and urban form
- business development
- natural and cultural heritage
- transport
- 5 Waters
- business development, and
- local facilities and community development

These opportunities and issues have been developed through baseline information analysis, technical reports<sup>1</sup>, consultation responses and strategic partner engagement.

There is little evidence to support the need to actively re-zone land for additional greenfield residential or business land in all of the townships in the Ellesmere area. This is based on there being sufficient zoned or developable land available to accommodate the projected population growth over the Ellesmere 2031 planning horizon for each settlement, or that there is a need to address a number of issues that are currently limiting development opportunities. These issues are listed under each township assessment.

This approach is consistent with the sustainable management outcomes set out in the Canterbury Regional Policy Statement, Selwyn 2031 Directions and Area Plan Principles in [Section 1](#), including the need to manage growth in an integrated and consolidated way. These strategic planning documents and statutory instruments signal the need to avoid dispersed settlement patterns that contribute to a range of unsustainable environmental, social and economic outcomes, including:

- (1) costly and inefficient infrastructure
- (2) uncoordinated transport networks and car dependency
- (3) adverse reverse sensitivity and amenity conflicts with legitimately established land uses and strategic infrastructure
- (4) loss of the productive capacity and amenity attributed to the rural environment
- (5) pressure being placed on community facilities and local services
- (6) undermining the amenity that characterises many of the settlements in the Ellesmere Area that are discrete rural service towns; and
- (7) utilising land that may be prone to greater natural hazard risk.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately initiated plan change requests under the RMA, but signals that there is considered to be sufficient capacity within the townships to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review and to signal what resource management constraints need to be addressed to facilitate further growth.

A number of ‘Implementation Steps’ are provided as a means to realise the Opportunities and address the Issues by 2031. The implementation steps contain guidance on indicative:

- (1) timeframes
- (2) Council department work streams
- (3) costs
- (4) agency and Council departments that are primarily responsible for implementation, and
- (5) possible funding sources.

Implementation Steps that apply across all townships in the Ellesmere Area Plan are set out below, while township specific Implementation Steps are set out at the conclusion of each respective township assessment.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Ellesmere area in the short, medium and long term.

<sup>1</sup>Including specifically: Market Economics - Commercial and Retail assessment, OPUS Consultants Ltd - Infrastructure Servicing report; and Abley Consultants - Transportation report.

Key for indicative costs

\$ = below \$50,000

\$\$ = \$50,000 – 200,000

Table 1: Implementation steps - all townships

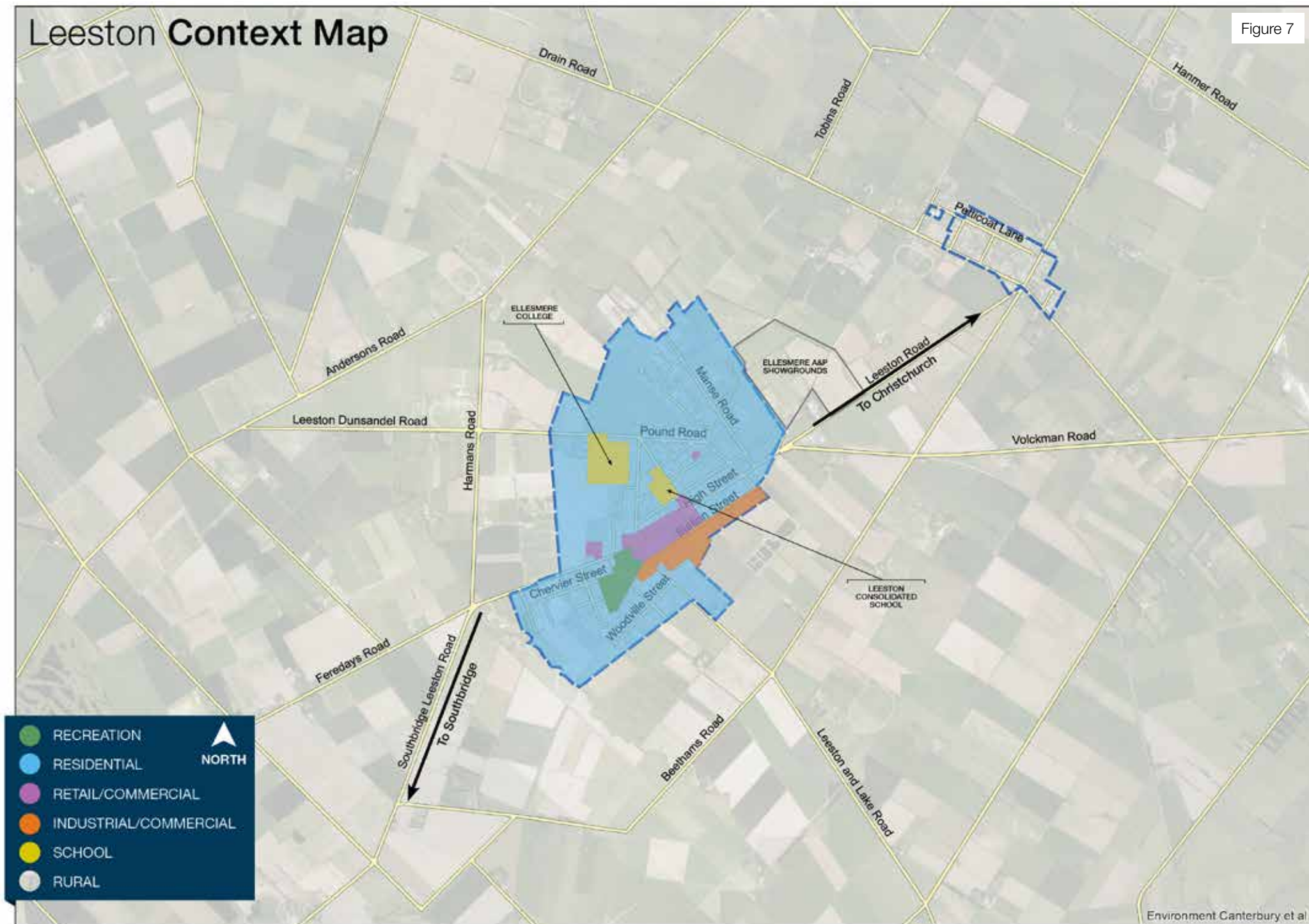
Implementation step	Indicative timeframe	Indicative cost	Agency responsible	Funding source
<b>Population, growth and urban form</b>				
Area Plans to be considered when assessing resource consent applications or changes to the District Plan	Short	\$\$	Selwyn District Council	Various
Area Plans to be considered when reviewing, preparing and making decisions on Activity Management Plans and capital works expenditure under the Annual and Long-Term Plans	Short	\$\$	Selwyn District Council	Various
Area Plans to be considered when preparing Council plans, strategies and initiatives	Short	\$\$	Selwyn District Council	Various
Initiate information gathering and reporting required to supplement the annual Selwyn 2031 Monitoring Report. This monitoring may include the following; household and land uptake statistics and demographic data; implementation progress updates; State of the Environment reporting	Short	\$\$	Selwyn District Council Planning department and Strategy and Policy Work Programme	Environmental Services Long-Term Plan
Review the appropriateness of the Growth of Township policies and methods to coordinate sustainable and integrated urban growth and provide for community needs, including the provision of community infrastructure and services, taking into account the identified Area Plan 'Issues' and 'Opportunities'.	Short	\$\$	Selwyn District Council Planning department in consultation with Environment Canterbury, mana whenua and other relevant stakeholders	Environmental Services District Plan Review
Review the appropriateness of minimum average allotment sizes in each of the townships in the Ellesmere Area Plan, taking into account the identified Area Plan 'Issues' and 'Opportunities'	Short	\$	Selwyn District Council Planning department and Strategy and Policy Work programme	Environmental Services District Plan Review
Review current township zoning and requirement for different type of zoning that allows for higher density/smaller allotments taking into account the identified Area Plan 'Issues' and 'Opportunities'	Short	\$	Selwyn District Council Planning department	Environmental Services District Plan Review
Review the extent to which 1:200 and 1:500 year flood events, increased risk of flood events associated with climatic cycles and increased groundwater levels that may occur as a result of CPW may inhibit the amount of growth that is sustainable and where it is best located	Short	\$\$	Selwyn District Council Planning department in partnership with Environment Canterbury, and in consultation with mana whenua and other relevant stakeholders	Environmental Services District Plan Review
Sustainably manage the allocation of additional potable water, maintaining groundwater quality, managing wastewater, assessing the extent to which flooding is a constraint for development and growth, and applying an integrated approach to stormwater treatment and disposal when consenting or zoning proposals are initiated under Section 104 or the 1st Schedule of the RMA	Short	\$	Selwyn District Council Planning and Water Services departments in partnership with Environment Canterbury and in consultation with mana whenua and other relevant stakeholders	Environmental Services District Plan Review Assets Long-Term Plan and In response to Council and privately initiated consents or plan changes
Investigate what methods are available to facilitate the development of zoned but undeveloped residential land	Short	\$	Selwyn District Council Planning department and District Plan Review	Environmental Services District Plan Review

Consider the need and appropriateness of providing for a consenting pathway for Integrated Family Health Centres	Short	\$	Selwyn District Council Planning department and District Plan Review in partnership with the Canterbury District Health Board and other relevant stakeholders	Environmental Services District Plan Review
Natural and cultural heritage				
Investigate opportunities for providing for the recognition and further development of Taumutu, including opportunities to facilitate papakāinga/kāinga nohoanga housing	Long	\$\$	Selwyn District Council Planning department in partnership with mana whenua and in consultation with other relevant stakeholders	Environmental Services District Plan Review
Investigate opportunities to facilitate papakāinga/kāinga nohoanga housing in areas other than Taumutu	Ongoing	-	Selwyn District Council Planning department	Environmental Services District Plan Review
Investigate opportunities (where this is appropriate to the proposed use of the relevant public areas): <ul style="list-style-type: none"> <li>• To recognise and enhance mana whenua values in public areas; and</li> <li>• To enhance biodiversity and support mahinga kai through indigenous plantings in public areas;</li> </ul> Initiate a policy review to facilitate cultural harvest in suitable public areas	Long	\$	Selwyn District Council Property and Commercial department in consultation with mana whenua and other relevant stakeholders,	Property and Commercial Long-Term Plan
Review the current District Plan provisions relating to Culture and Historic Heritage, including the 'Schedule of Sites of Significance to Tangata Whenua', as well as the administration and enforcement of Accidental Discovery Protocols	-	-	Selwyn District Council Planning department, in consultation with mana whenua and Heritage NZ	Property and Commercial Long-Term Plan
Investigate opportunities to include significant heritage and cultural sites when preparing township brochures and/or township information panels	Medium	-	Selwyn District Council Community Services department in consultation with mana whenua, Heritage NZ and other relevant stakeholders	Community Services Long-Term Plan
Transportation				
Continue to liaise with Environment Canterbury's public transport planners to gauge the costs and efficiencies behind the provision of public transport and what forums could be established to investigate on-going opportunities	Medium	\$\$	Selwyn District Council Transportation and Planning departments	Assets & Environmental Services Long-Term Plan
Investigate future capital works projects through the Footpath Extension Forward Works Programme and Walking and Cycling Strategy initiatives	Medium	\$	Selwyn District Council Transportation department	Property and Commercial Long-Term Plan
Continue to identify opportunities to underground overhead power lines, in partnership with the relevant electricity network providers.	Ongoing	\$	Selwyn District Council Transportation department in association with the relevant electricity network provider(s) and other relevant stakeholders	Assets Long-Term Plan

5 Waters				
Continue to liaise with Environment Canterbury, mana whenua and other relevant stakeholders, as required, to gain an understanding on waste water servicing requirements and groundwater allocation to quantify the extent to which these may be a constraint to growth and/or infill/intensification opportunities	Medium	\$	Selwyn District Council Water Services department and Selwyn District Council Planning department	Assets Long-Term Plan and Environmental Services District Plan Review
Review opportunities to utilise best practice Low Impact Urban Design and Development technologies	Medium	\$	Selwyn District Council Planning and Water Services departments, in consultation with Environment Canterbury, mana whenua and other relevant stakeholders.	Assets Long-Term Plan
Local facilities and community development				
Provide regular (minimum twice per annum) green waste drop off weekends for Ellesmere	Short	\$	Selwyn District Council Solid Waste department	Assets Long-Term Plan
Investigate and provide recycling service options for various townships, which is to be reviewed in 2016/2017 as part of consideration of recycling services in the wider rural area	Short/Medium	\$	Selwyn District Council Solid Waste department	Assets Long-Term Plan
Continue to investigate opportunities to support local initiatives to provide transport services for the community to services, facilities and events	Short/Medium	\$	Selwyn District Council Community Services department	Community Services Long-Term Plan
Continue to provide a range of tourism initiatives through the Community Services works programme	Ongoing	\$	Selwyn District Council Community Services department	Community Services Long-Term Plan
Continue to take an advocacy role with retirement village providers and others	Short	\$	Selwyn District Council Community Services department	Community Services Long-Term Plan
Continue to advocate for ultrafast broadband through the Government initiated review forum	Short/Medium	\$	Selwyn District Council Community Services department	Community Services Long-Term Plan
Continue to review whether community facilities and services meet the communities needs	Ongoing	\$	Selwyn District Council Community Services department Selwyn District Council Property and Commercial department	Community Services Long-Term Plan and Property and Commercial Long-Term Plan
Business development				
Review the appropriateness of the Growth of Township policies and methods to coordinate sustainable Business 1 and 2 growth and provide for community needs by taking into account the identified Area Plan 'Issues' and 'Opportunities'	Short	\$\$	Selwyn District Council Planning department	Environmental Services District Plan Review
Consider methods, such as spot zoning, to recognise and provide for the continued operation of existing commercial operators	Short	\$\$	Selwyn District Council Planning department, District Plan Review	Environmental Services District Plan Review

# Leeston Context Map

Figure 7



# Leeston

## Introduction

### Location

Leeston is located 35 minutes south of Christchurch at an elevation of 20 metres above sea level.

### Mana Whenua

Leeston is one of several townships in the Selwyn District located within what was once the extensive mahinga kai of Te Waihora/Lake Ellesmere and its wetlands. Issues with high groundwater tables, land drainage and potential flooding described above are indicative of this history. It is a short drive to Te Waihora/Lake Ellesmere, which is of cultural significance to the local Te Taumutu Rūnanga. Te Waihora/Lake Ellesmere is subject to a National Water Conservation Order recognising it has outstanding ecological and cultural values.

The lake is famous with bird watchers for its large population of black swans and supports a flounder and eel fishery.

### European settlement

The settlement dates from 1864 when land was offered as a site for the office of the South Rakaia Road Board. Sections were being advertised for the proposed new township of Leeston in May 1864. Two suggestions have been made regarding Leeston's name. The first is that it was named after Leeston in Cornwall, the birthplace of FJ Smith who gifted the land for the township. Other records credit EJ Lee for allowing his name to be incorporated into the township's name.

### Employment

Leeston is the largest employment area in Ellesmere comprising nearly a quarter of the Ellesmere township-based workforce<sup>2</sup>. Half of the township-based retail and commercial employment for the Ellesmere area is within Leeston, with the township also containing 28% of the total number of employees in the urban-based industrial sector.

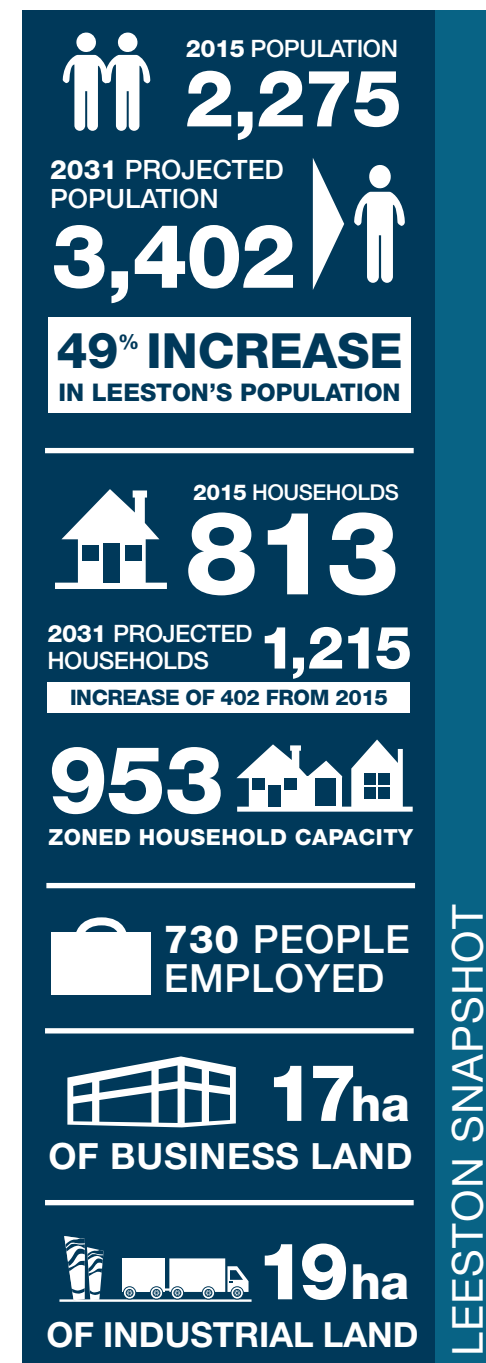
### Population

The 2015 population of Leeston was 2,275 people (813 households), with this population projected to grow to a 2031 population of 3,402 (1,215 households). This represents an estimated increase of 1,127 people (402 households)<sup>3</sup>.

### Township network

Due to its central location, size and the role it plays in servicing the wider Ellesmere area, Selwyn 2031 has categorised Leeston as a service township whose function is:

"...based on providing a high amenity residential environment and primary services to rural townships and surrounding rural area."<sup>4</sup>



<sup>2</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P18 and 19. <sup>3</sup>Selwyn Growth Model. <sup>4</sup>Selwyn 2031: District Development Strategy, Strategic Direction 1, adopted October 2014, P34.

<sup>5</sup>Land in Leeston has been deferred until such time that additional capacity is built into the stormwater network, including specifically upgrades to the Market Street culvert – refer to Policy B4.3.55 of the Selwyn District Plan

## District Plan land use zoning

The status of Leeston in the Selwyn 2031 township network is reflected in the current Selwyn District Plan zoning for the settlement, where significant areas of land have been zoned for residential purposes, some of which has been deferred<sup>5</sup> (see Figure 7). Leeston is subject to standard density Living 1 and Living XA land use zoning which require a minimum average allotment size of 650m<sup>2</sup>. There is also a range of low-density Living 2 and 2A land use zonings which have a minimum average allotment size of 5,000m<sup>2</sup>.

The current pattern of residential development in Leeston is characterised by standard and low-density detached housing, ranging in age from contemporary through to heritage housing stock. It is envisioned that the existing housing typologies in the township will continue to remain popular, although there may be opportunities to provide for higher density and comprehensive type developments located in close proximity to the town centre where infrastructure capacity and other constraints can be resolved. Anecdotal feedback and discussions with local developers and the community through the consultation events have identified the need for Council to investigate the potential to facilitate medium density residential development in response to the long-term trend of an ageing population and the associated need to provide for more housing diversity, and as a response to increased affordability issues.

## Residential land capacity

There are approximately 840 standard residential sections in Leeston, of which 96 have the potential to be further developed for residential purposes based on current subdivision standards for Leeston. These sections comprise some 87 hectares with a potential yield of 803 households. These standard residential properties are supplemented by 45 low-density residential sections within the Living 2 and 2A zones, of which seven have the potential to be further developed for residential purposes based on current subdivision standards. These sections comprise some 29.5 hectares with a potential yield of 35 households.

There is further capacity in the Living 1 and Living 2 Deferred Zone<sup>6</sup> areas that should be utilised in advance of alternative greenfield development areas. There is capacity for a further 244 sections within these deferred zones based on the current minimum average allotment sizes, with the potential to investigate opportunities to intensify the undeveloped Living 2A Deferred land to optimise the use of the land.

Overall, there is considered to be sufficient available land to accommodate projected population growth through to 2031 without Council proactively zoning additional residential 'greenfield' land. The maximum potential yield for infill subdivision of the Living zoned land in Leeston (including Deferred zoned land), could amount to as many as 953 additional sections. There are also a number of undeveloped residential sections within existing established neighbourhoods in Leeston.

## Business land capacity

There is currently 17 hectares of Business 1 zoned land in Leeston, which is predominantly contained within the town centre that is recognised as an excellent example of a traditional main street environment. The town centre is supplemented by two smaller business zones that are each no greater than one hectare in size<sup>7</sup>. The Business 1 zone is comprised of approximately 70 sections in total.

There is relatively strong retail and commercial growth projected for Leeston through to 2031, with a land shortfall of 8,000m<sup>2</sup> having been identified<sup>8</sup>. However, it is anticipated that this growth can be accommodated within the existing Business 1 zone land holdings and premises and that no additional land is required over the next 15 years.

## Industrial land capacity

There is 19.3ha of Business 2 zoned land in the Ellesmere area, 10.6 ha of which is within Leeston<sup>9</sup>. The industrial area is a single long strip of land located on the south side of Station Street.

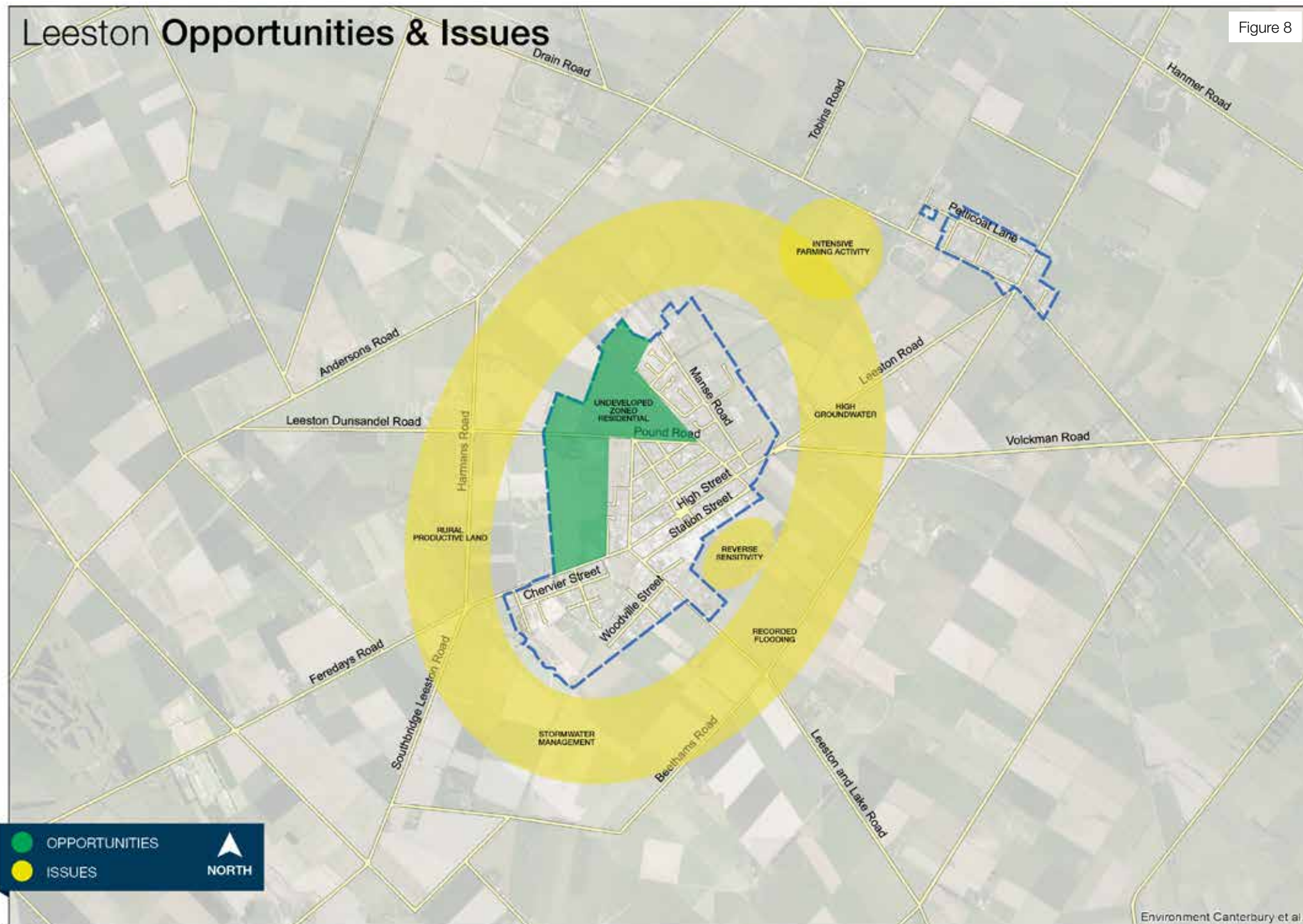
There are approximately 24 sections within Leeston that have an average allotment size of 4,060m<sup>2</sup>. There are a number of vacant and underutilised lots within the industrial area. Projected growth is anticipated in the industrial sector within Leeston. This could require up to 2.8ha of additional Business 2 zoned land, although much of this growth could be accommodated within the existing industrial area<sup>10</sup>. There is scope to investigate the need for additional Business 2 zoned locations, either through the District Plan review, Leeston Town Centre Study or private plan change initiatives.

<sup>5</sup>The Leeston Living 1 and 2 (Def) zones have a minimum average allotment size of 5,000m<sup>2</sup>, with development being deferred pending appropriate flood management solutions being established. <sup>7</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P18 <sup>8</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P18

<sup>9</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P19

# Leeston Opportunities & Issues

Figure 8



# Opportunities and Issues

Development opportunities and issues that have informed the recommendations for the future development of Leeston are summarised in [Figure 8](#) and below.

## OPPORTUNITIES

### Population, growth capacity and urban form

- There is sufficient zoned residential land available to accommodate the projected population growth within the Ellesmere 2031 planning horizon.
- There are a range of standard and low-density residential sections available, although opportunities to facilitate more intensive housing typologies to better meet the wider needs of the community should be progressed. This includes facilitating elderly persons and more affordable housing options.
- In principle, Nga Rūnunga supports the growth of Leeston as a township that provides economic and social opportunities for residents to live, work and play.

### Business development

- There are opportunities for further business and industrial growth given Leeston's status under Selwyn 2031, where there is already a broad range of services available that serve the wider needs of the Ellesmere area.
- There is a good range of existing retail and commercial activities that are centrally-located within a town centre that has high amenity values associated with its traditional main street environment.
- There is projected growth in the industrial sector of Leeston, with there being scope to investigate the appropriateness of additional Business 2 zoned locations either through the District Plan Review, Leeston Town Centre study or private plan change initiatives.

### Natural environment and cultural heritage

- There are opportunities to filter rainfall run-off and enhance biodiversity through planting native species along the Leeston drainage network.
- There is also an opportunity to investigate the possibility of creating a mahinga kai park across the area of the old Te Waihora/Lake Ellesmere footprint and to recreate local wetland areas for stormwater detention.

### Transport

- The levels of service for transport infrastructure should reflect the status, character and function of the settlement.
- Environment Canterbury supports community vehicle trusts in Ellesmere.
- There is an opportunity to investigate a pedestrian connection adjacent to the hospital to integrate with development on Manse Road.
- There is an opportunity to investigate options to integrate public transport with Rolleston in the event a Park N' Ride is established.

## 5 Waters

- Population growth may provide the stimulus to enable upgrades to the Ellesmere wastewater network and treatment plant.
- Growth to the north-east is most suitable for the Ellesmere Wastewater Treatment Plant, with south-west locations requiring a new pump station. Note that substantial network and plant upgrades have been identified as being required.
- Stormwater is better able to be managed to the north-east and south-west.
- There is flexibility in respect to the location of future water wells and there is a secure groundwater supply that does not require treatment.
- Mana whenua support the development of Low Impact Urban Design and Development.

## Local facilities and community development

- There is a reasonable range of social infrastructure for a town of Leeston's size, including a high school, medical centre, hospital, library and range of reserves and open space.
- Budgets have been allocated in the 2015-25 Long-Term Plan for the following projects:
  - (1) public toilet replacement
  - (2) domain land acquisition and development
  - (3) dog park investigations
  - (4) Leeston Swimming Pool filtration upgrade, and
  - (5) Exeloo replacement.
- Spark has identified upgrades to the 4G ultrafast broadband network in Leeston to support social, economic and community wellbeing.

## ISSUES

### Population, growth capacity and urban form

- There is sufficient developable land to accommodate the projected demand through to 2031.
- At this point in time there appear to be too many constraints and insufficient demand to actively zone additional greenfield land under the District Plan Review. The strong uptake of available land, resolution of infrastructure servicing constraints and reduction in hazard risks may warrant additional land being considered for residential zoning in the medium to long term timeframes.
- Leeston is subject to high groundwater, with the township and its periphery being located within a larger recorded flood site.
- Any opportunities to accommodate significant growth and/or intensification via infill or higher-density development may also be constrained by the cost of infrastructure upgrades, natural hazards and the availability of natural resources.
- Retrofitting stormwater infrastructure is complex and also limits opportunities to intensify or infill established neighbourhoods.
- Growth to the east should be precluded to avoid any adverse reverse sensitivity effects on the Leeston Wastewater Treatment Plant and Leeston Gun Club.
- Development of the Living 2 Deferred Zone to the west of Spring Place is difficult to service with gravity sewer and is susceptible to flooding and inundation.
- An existing intensive farming activity established on the southern side of Drain Road in Doyleston, and the gradual growing together of these two townships, are identified as long-term constraints to growth extending to the north-east of Leeston.
- Growth should be precluded to the north-west of the township to avoid any further stormwater discharges entering Leeston Creek. There are also areas of potentially contaminated land in this direction.

### Natural environment and cultural heritage

- Mana Whenua have identified concerns with untreated stormwater and land drainage water discharging into local drains and eventually Te Waihora/Lake Ellesmere, from additional housing or increases in water table from Central Plains Water. There is a need to manage population growth to ensure additional discharges do not add to the sediment or contaminant load entering waterways and the lake.
- The land to the south-west is comprised of Class II versatile soils and the balance of land surrounding Leeston is comprised of Class III versatile soils, both of which are valued for their productive capacity.

## Transport

- Concerns with the provision of car parking in the town centre have been raised by the local community, including the availability of spaces during peak times. Multiple land ownership within the town centre makes it difficult to coordinate a strategic response, including the provision of a centralised parking solution.
- Environment Canterbury does not currently have any plans or budgets to introduce regular public bus services to Ellesmere or Leeston in the foreseeable future. If community demand for public transport grows through the period covered by this Area Plan, Environment Canterbury would have to work with the relevant communities to determine whether they would be willing to support a new service through their rates, as 25% of the cost of public transport services comes from local rates. Another 25% comes from central government (through NZTA) so their approval would be needed to introduce a new service.

## 5 Waters

- Any new groundwater takes to enable further growth will require resource consent with Environment Canterbury.
- There is minimal capacity within the Leeston Wastewater Treatment Plant, with growth necessitating network and plant upgrades in the future.
- The recorded flood sites within and around Leeston, coupled with the proximity of local drains and high groundwater, precludes significant growth from the infrastructure servicing and natural hazard perspectives.
- Any additional growth will require an integrated approach to stormwater management, including the development of stormwater management plans to coherently manage current and future growth. This is a significant issue given the township's proximity to local drains and tributaries of Te Waihora/Lake Ellesmere.
- Mana whenua identify that there is an increased risk of flood events associated with climatic cycles and increased groundwater levels that may occur as a consequence of the Central Plains Water Scheme. These factors may inhibit the amount of growth that is sustainable, influence where it is best located and dictate what mitigation measures may be required.
- Mana whenua identify water quantity issues and shifting public and community perceptions about utilising best practice water use (the Plains area of the District is identified as a Red Zone for both water quality and quantity).
- Mana whenua identify issues with nutrient loads associated with wastewater systems and the development and growth of townships

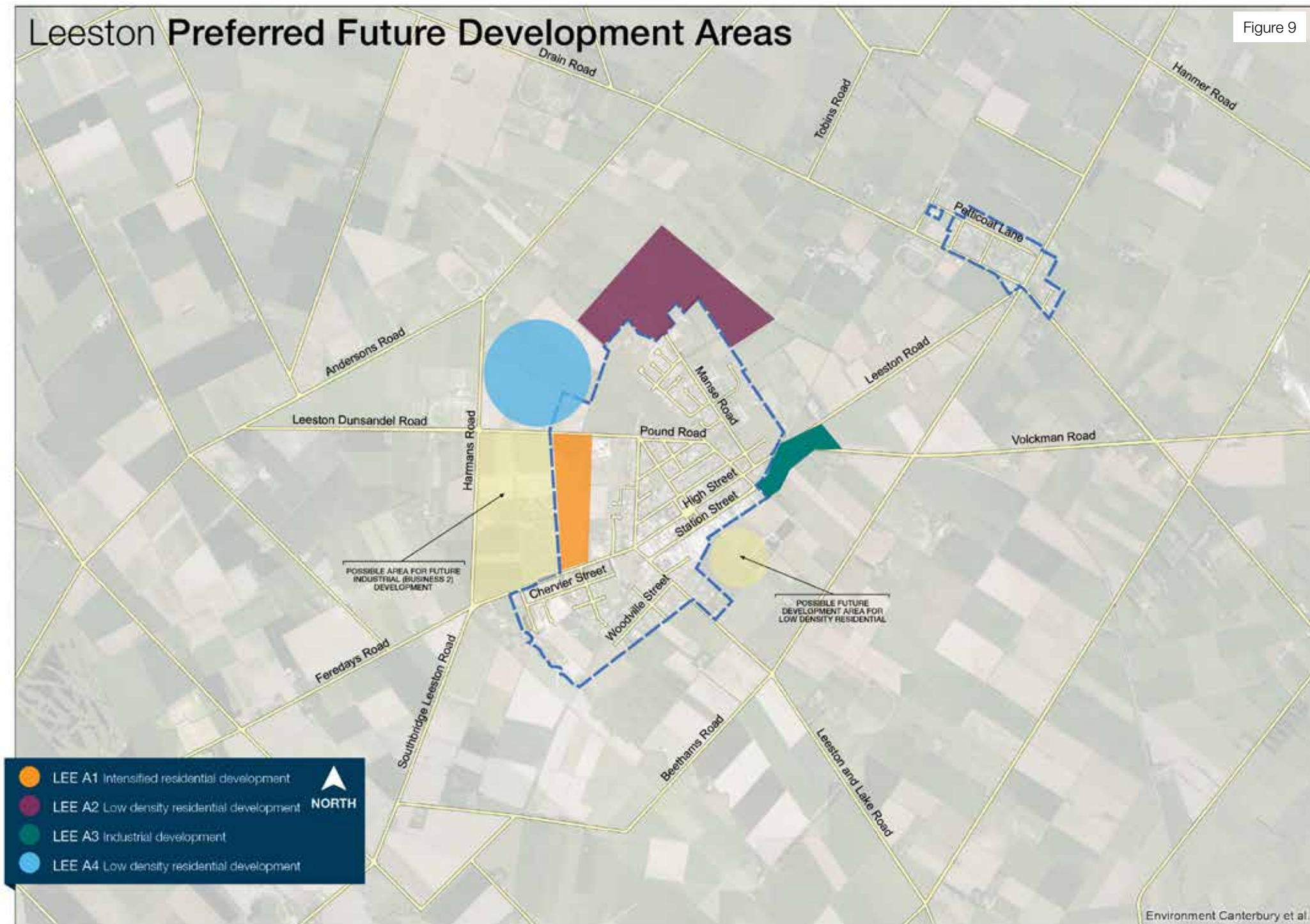
## Local facilities and community development

- Leeston Consolidated School is located on a small site and has a projected roll increase of 140 students, with the Ministry of Education signaling the potential for a master planning exercise to be initiated.



# Leeston Preferred Future Development Areas

Figure 9



## Preferred future development areas

### Residential

No new areas for residential or business development have been identified as being necessary to be proactively zoned by Council in response to the projected growth within the Ellesmere 2031 planning horizon. This is on the basis that there is currently sufficient residential land available to accommodate projected population growth, or there are constraints that need to be addressed through the RMA process.

Figure 9 shows preferred areas for future 'greenfield' growth that could accommodate residential development either beyond 2031 or more immediately through a privately initiated plan change process. Figure 9 also illustrates areas where more intensive development may be able to occur and explains the advantages and disadvantages of each respective area, and also shows other possible areas for future development. The map indicates the current township boundary and references some of the Opportunities and Issues listed below that will influence the substantive assessment of the appropriateness of future growth options.

### Leeston Area 1 – LEE A1

A potential area for future intensification to standard residential densities is the Living 2 (Deferred) zone to the west of Spring Place, south of Leeston-Dunsandel Road and north of Feredays Road.

#### Advantages

- The area is located in relatively close proximity to the Leeston town centre and existing services and could be integrated with the adjacent Living 1 (Deferred) area to the east.
- Intensification in this area optimises land development in an area that avoids future low-density residential development precluding a future growth path as far west as Harmans Road.
- The area is a generally suitable location from an infrastructure servicing perspective, provided the identified Leeston wastewater, stormwater and community drinking water capacity and upgrade issues are able to be resolved.

#### Disadvantages

- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be managed sustainably.
- Any opportunities to accommodate development or intensification are likely to be constrained by existing infrastructure capacity issues, including difficulties in servicing the area with a gravity sewer system.
- The land is comprised of Class II and III versatile soils which are valued for their productive capacity.

### Leeston Area 2 – LEE A2

There are two less preferred possible growth options to provide for low density residential development. The first is located to the north of the A&P Showgrounds and east of Friars Lane.

The second is located to the north west of the Monticello subdivision at the end of Manse Road down to Pound Road as an extension to the low-density Living 2 Def and Living XA zones. Both of these areas, are currently zoned Rural (Outer Plains).

#### Advantages

- The areas are suitable locations from an infrastructure servicing perspective, provided the identified Leeston wastewater, stormwater and community drinking water capacity and upgrade issues are able to be resolved.

#### Disadvantages

- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be managed sustainably.
- Any opportunities to accommodate development are likely to be constrained by existing infrastructure capacity issues, including difficulties in servicing the area with a gravity sewer system.
- The north eastern portion of these locations is partially affected by an intensive farming activity buffer.
- Development in this direction at low densities will fail to achieve a compact, concentric urban form and may give rise to the coalescence of Leeston with Doyleston through the erosion of the rural outlook and amenity that assists in distinguishing the two settlements from one another.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.
- There are two sites in this area that are identified as being potentially contaminated.

### Leeston Area 3 – LEE A3

A potential future area for Business 2 purposes could extend the existing Business 2 zone along Station Street and Leeston Road to include the farm machinery repair workshop already operating in the area.

#### Advantages

- This area is relatively contiguous to the existing Business 2 zone, provides for a compact urban form and utilises land that is in part already used for Business 2 purposes.
- The area is in relatively close proximity to the existing town centre and has good access to the wider transport network.

#### Disadvantages

- The land is comprised of Class III versatile soils, which are valued for their productive capacity.
- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be managed sustainably.
- Any opportunities to accommodate development are likely to be constrained by existing infrastructure capacity issues.

## Leeston Area 4 - LEE 4

LEE A4 A potential area for future low density residential development is in the area west of the existing Living XA and Living 2 (Deferred) zones and east of Harmans Road.

### Advantages

- The area is located in relatively close proximity to the Leeston towncentre and existing services and could be integrated with the adjoining Living XA and Living 2 (Deferred) area to the east.
- Development in this area optimises land development and provides a transition from the adjoining higher density Living XA zone to the east.
- Low density development provides for alternative housing choices to meet the needs of the community.
- The area is a generally suitable location from an infrastructure servicing perspective, provided the identified Leeston wastewater, stormwater and community drinking water capacity and upgrade issues are able to be resolved

### Disadvantages

- The land is comprised of Class II and Class III versatile soils which are valued for their productive capacity.
- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be resolved if development is to proceed.
- Any opportunities to accommodate development are likely to be constrained by existing infrastructure capacity issue.

## Conclusion

No new areas for residential purposes are required to accommodate projected growth within Leeston over the Ellesmere 2031 planning horizon as there is currently sufficient residential, business and industrial land available to accommodate projected population growth and demand for housing.

There are also a number of issues that need to be addressed to facilitate additional growth, including:

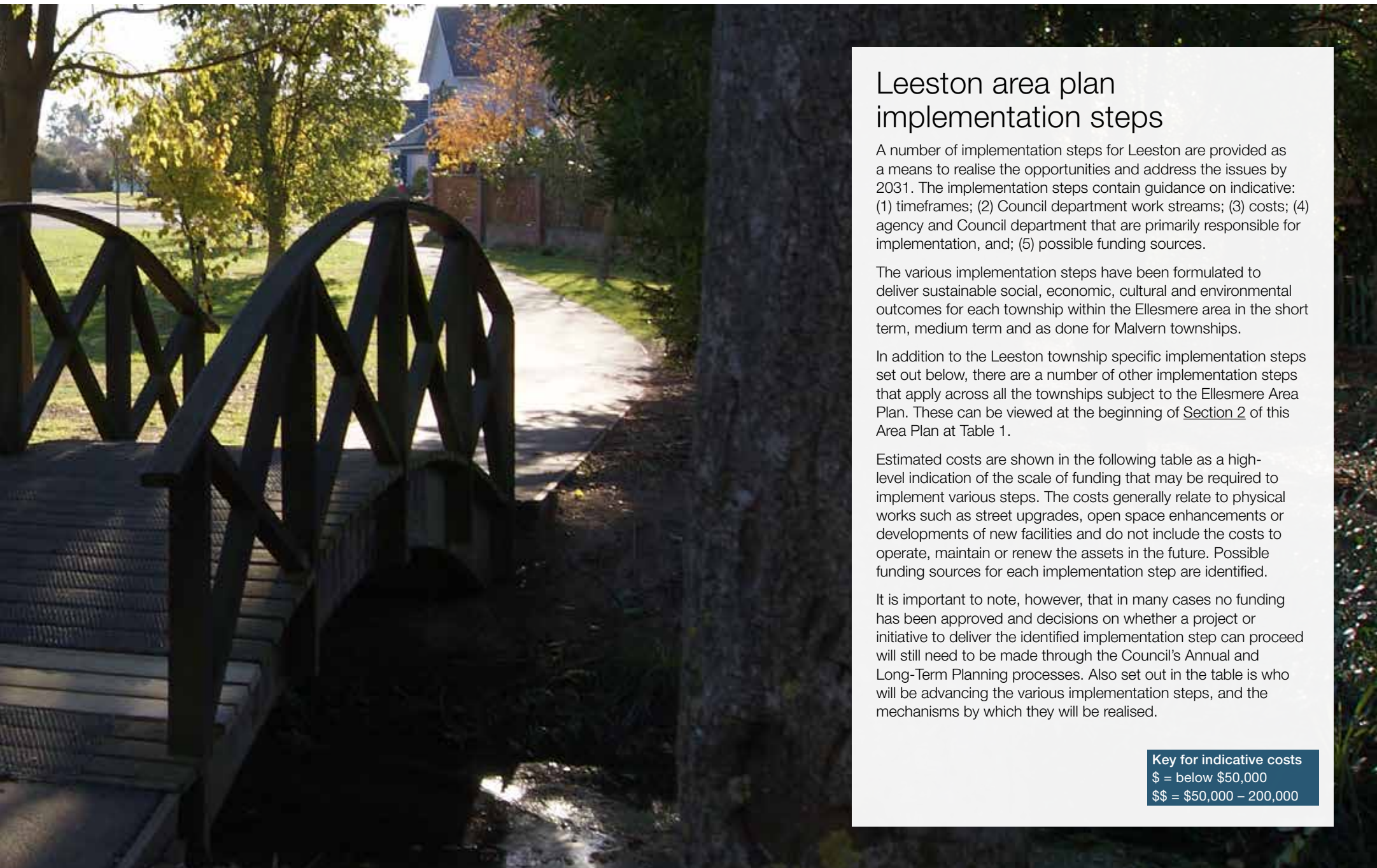
- infrastructure constraints relating to integrated stormwater management, access to potable water and the limited capacity of the Leeston wastewater treatment plant, should significant growth occur
- natural hazard risks, including specifically flooding and land inundation that may be exacerbated by increased storm events arising as a consequence of climatic cycles and the potential for increased groundwater levels, and
- the need to manage growth to avoid any adverse impacts this may have on cultural sites and the mana whenua values attributed to the area or the water quality of drains and tributaries to Te Waihora/Lake Ellesmere.

The retention of the current township boundary through to 2031 is consistent with the principles contained in Chapter 5 of the Canterbury Regional Policy Statement, the District Growth Strategy Directions and the Area Plan Principles, which reinforce the need to manage growth in an integrated and consolidated manner, while avoiding the social, economic and environmental impacts associated with dispersed settlement patterns.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately initiated plan change requests under the RMA, but signals that there is sufficient capacity within the township to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review (DPR).

The following implementation steps identify the various processes for considering the appropriateness of where further development within the current township boundary through to 2031 may best be integrated. The implementation steps are the methods for delivering the opportunities and addressing the issues in the above assessment, which will collectively deliver better social, economic, cultural and environmental outcomes for Leeston, its community and its important status as the service township of the Ellesmere area.





## Leeston area plan implementation steps

A number of implementation steps for Leeston are provided as a means to realise the opportunities and address the issues by 2031. The implementation steps contain guidance on indicative: (1) timeframes; (2) Council department work streams; (3) costs; (4) agency and Council department that are primarily responsible for implementation, and; (5) possible funding sources.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Ellesmere area in the short term, medium term and as done for Malvern townships.

In addition to the Leeston township specific implementation steps set out below, there are a number of other implementation steps that apply across all the townships subject to the Ellesmere Area Plan. These can be viewed at the beginning of [Section 2](#) of this Area Plan at Table 1.

Estimated costs are shown in the following table as a high-level indication of the scale of funding that may be required to implement various steps. The costs generally relate to physical works such as street upgrades, open space enhancements or developments of new facilities and do not include the costs to operate, maintain or renew the assets in the future. Possible funding sources for each implementation step are identified.

It is important to note, however, that in many cases no funding has been approved and decisions on whether a project or initiative to deliver the identified implementation step can proceed will still need to be made through the Council's Annual and Long-Term Planning processes. Also set out in the table is who will be advancing the various implementation steps, and the mechanisms by which they will be realised.

**Key for indicative costs**  
\$ = below \$50,000  
\$\$ = \$50,000 – 200,000

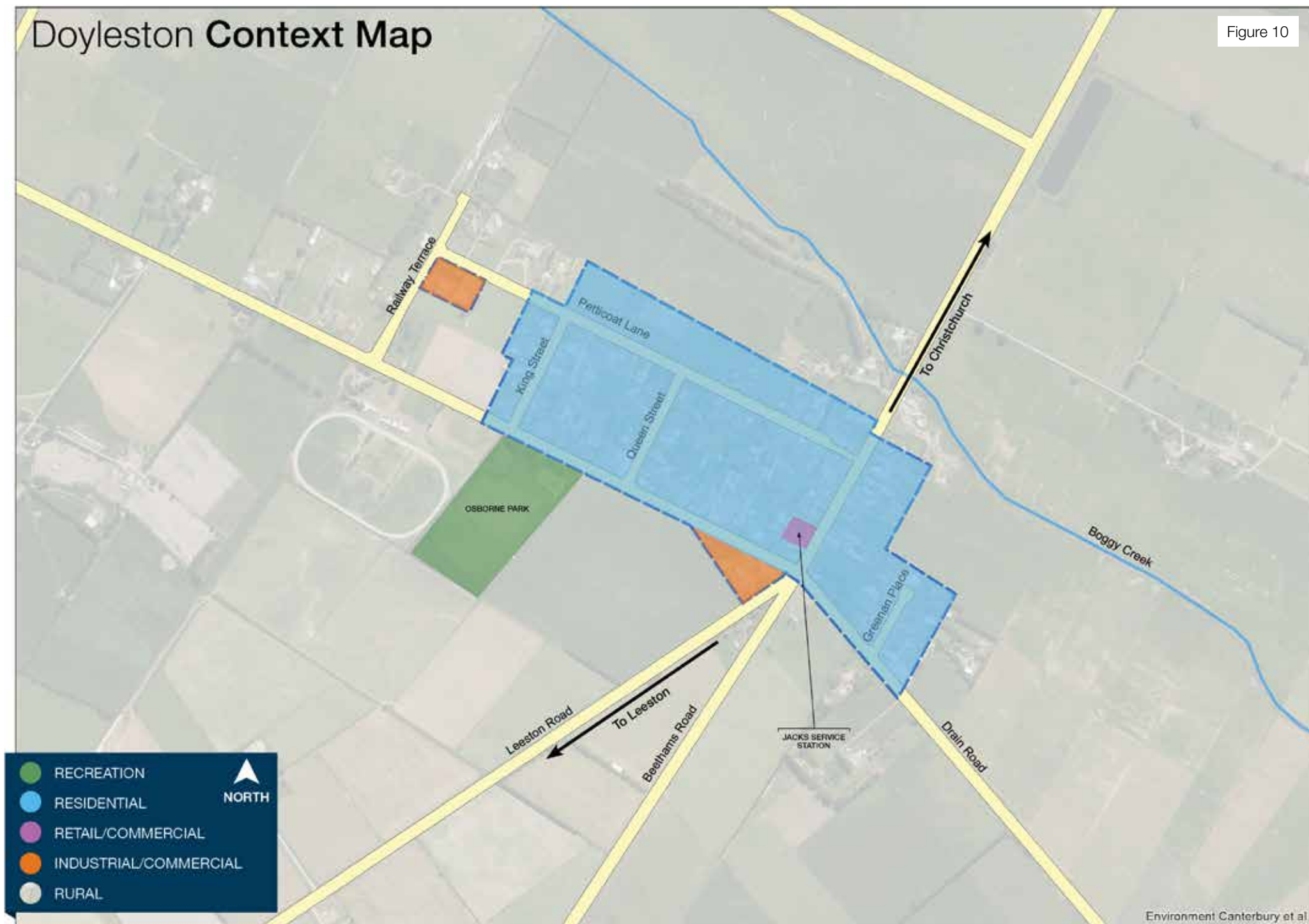
Table 2: Implementation steps - Leeston

Implementation step	Indicative timeframe	Indicative cost	Agency responsible	Funding source
<b>Population, growth and urban form</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Initiate a scoping project to determine what capital works and planning investigations are required to uplift the Living X and Living 2A deferrals, including taking into account the Area Plan issues and opportunities and preparation of outline development plans if development is confirmed to be appropriate	Short	\$\$	Selwyn District Council Planning and Assets departments - Strategy and Planning work programme	Environmental Services Long-Term Plan
Initiate a Leeston Town Centre study. The Town Centre study could address, but not be limited to, the following issues: (1) identifying amenity upgrades (2) transport related issues, including but not limited to an assessment to determine issues and potential opportunities to resolve town centre parking issues (3) identifying the location and quantum of additional Business 1 and Business 2 land required to provide for Leeston's future retail, commercial and industrial requirements out to 2031, and (4) investigate opportunities to improve accessibility to existing and proposed community facilities and how they could be linked.	Short	\$\$	Selwyn District Council Planning department – Strategy and Planning Works Programme	Environmental Services Long-Term Plan
<b>Natural environment and cultural heritage</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Investigate the viability of establishing riparian margins along the Leeston drainage network	Medium	\$	Selwyn District Council Water Services department in consultation with mana whenua	Assets Long-Term Plan
<b>Transportation</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Investigate future capital works projects through the Footpath Extension Forward Works Programme and Walking and Cycling Strategy initiatives, including a walking/cycling connection to Doyleston	Short	\$	Selwyn District Council Transportation department	Property and Commercial Long-Term Plan

5 Waters				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Continued long-term plan development to ascertain what capital works are required to address the identified issues to support Leeston's township status under Selwyn 2031.	Short	\$	Selwyn District Council Water Services department	Assets Long-Term Plan
Local facilities and community development				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Progress community facility upgrades, as set out in the 2015-2025 LTP	Short	\$	Selwyn District Council Property and Commercial department - Annual Plan 2015/16	Property and Commercial Long-Term Plan
Carry out initial investigation and feasibility study for a dedicated community centre for Leeston, including redevelopment of the Leeston Rugby Club building in 2015/16	Short	\$	Selwyn District Council Property and Commercial department - Annual Plan 2015/16	Property and Commercial Long-Term Plan
Carry out master planning exercises to determine initiatives to accommodate the projected future growth in the school roll for Leeston Consolidated School and Ellesmere College	-	-	Ministry of Education and School Boards of Trustee	-
Include significant heritage and cultural sites in Leeston when preparing township brochures and/or township information panels	Ongoing		Selwyn District Council Community Services department in consultation with Nga Rūnunga	Community Services Long-Term Plan

# Doyleston Context Map

Figure 10



# Doyleston

## Introduction

### Location

Doyleston is positioned on the main road 30 minutes south of Hornby and 3km to the east of Leeston. It is also an area where the roads from a number of the smaller rural settlements such as Brookside, Irwell, Lakeside and Killinchy meet.

### Mana whenua

Doyleston is one of several townships in the Selwyn district located within what was once the extensive mahinga kai of Te Waihora/Lake Ellesmere and its wetlands. Current natural resource issues and hazard risks associated with water quality, high groundwater tables, land drainage and potential flooding are indicative of this history.

### European settlement

Originally known as Boggy Creek, the beginnings of Doyleston can be traced to 1865 when a general store was built on the north side of the creek. The locality had become known as Doyleston by 1869. It was named after Joseph Hastings Doyle, a publican from Christchurch who moved to the area.

### Employment

Doyleston represents a small component of employment in the Ellesmere Area Township catchment. Employment in Doyleston is primarily in the rural sector, with the balance being in retail and commercial sector and the industrial sector<sup>11</sup>.

### Population

The 2015 population of Doyleston was 370 people (132 households), which is projected to grow to a 2031 population of 622 (222 households)<sup>12</sup>. The Selwyn Growth Model signals a relatively significant estimated increase of 252 people (90 households), which is a result of the high proportion of dwelling consents having been issued in recent years.

### Township status

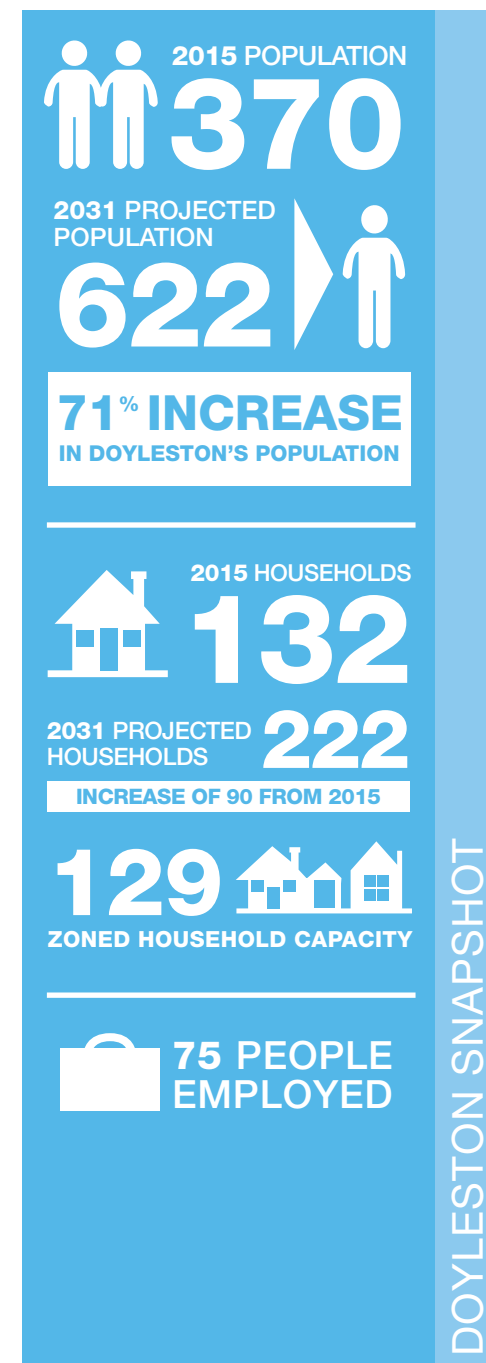
Doyleston has been categorised by Selwyn 2031 as a rural township whose function is: "... based on village characteristics with some services offered to the surrounding rural area."<sup>13</sup>

### District Plan land use zoning

Doyleston is subject to a single Living 1 land use zoning (see Figure 10) which requires a minimum average allotment size of 650m<sup>2</sup>. The layout of the township is based on a grid pattern, with the current layout of residential development characterised by low-density detached housing.

### Residential land capacity

There are approximately 119 standard residential sections in Doyleston, of which 49 have the potential to be further developed for residential purposes. These sections comprise some 14 hectares with a potential yield of up to 129 households. There are also a small number of undeveloped residential sections that could still be developed. There is less developable land available within Doyleston compared to other townships in the Ellesmere Area, which signals the potential need for additional 'greenfield' land to accommodate the projected growth within the Ellesmere 2031 planning horizon. However, there are a number of resource management issues that are required to be addressed to facilitate this development, which are set out in the following sub-section. Overall there is considered to be sufficient land available to accommodate projected population growth through to 2031 without the need for Council to proactively zone additional residential greenfield land.



<sup>11</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P13.

<sup>12</sup>Selwyn Growth Model.

<sup>13</sup>Selwyn 2031: District Development Strategy, Strategic Direction 1, adopted October 2014, P34.

## Business and industrial land capacity

There is currently no Business 1 land zoned in Doyleston for retail or commercial activities. There is however an existing established service station and associated workshop on the main street of the township. An expert retail assessment indicates that there is no requirement for a Business 1 zone within the Ellesmere 2031 planning horizon<sup>12</sup>.

Doyleston currently has two sites that have been 'spot zoned' for Business 2 purposes to, recognise the existing activities located on these sites. These include a seed cleaning merchants and wood turning workshop. The Business 2 zone is 1.9ha in size, which is spread across three properties.

It is anticipated that there will be a limited amount of employment growth in Doyleston, given its current small economic role, current population base and Selwyn 2031 status as a rural township<sup>15</sup>. As a result, it is anticipated that any growth in this sector will be able to be accommodated within the existing industrial-zoned land.

## Opportunities and Issues

Development Opportunities and Issues that have informed the recommendations for the future development of Doyleston are summarised in Figure 11 and below.

### OPPORTUNITIES

#### Population, growth capacity and urban form

- Land capacity analysis has identified that the uptake of residential housing in recent years has been relatively high, which signals the need for additional 'greenfield' land when viewed solely from a projected population growth perspective. However there are a number of significant Issues that need to be addressed before further substantial growth can be considered.
- There is an opportunity to investigate the appropriateness of facilitating the availability of low-density residential sections to provide greater housing choice to meet the wider needs of the community.

#### Natural environment and cultural heritage

- There is an opportunity to investigate the possibility of planting native species to support local mahinga kai along the Doyleston drain network to filter rainfall run off and enhance biodiversity.
- There is an opportunity to investigate the possibility of creating a park to support mahinga kai (customary food gathering) across the area of the old Te Waihora/Lake Ellesmere footprint and to recreate local wetland areas for stormwater detention.

#### Transport

- The levels of service for transport infrastructure should reflect the status, character and function of the settlement.
- There is an opportunity to investigate options to integrate public transport with Leeston in the event that Environment Canterbury establish a local network south of Lincoln.

### 5 Waters

- Infrastructure planned for the Ellesmere Wastewater Treatment Plant and portable water supplies.

#### Business development

- There are existing established businesses serving the local community and surrounding rural area.

#### Local facilities and community development

- Additional recreational opportunities are being investigated to provide for a wider range of activities and to develop playing fields to facilitate playing and/or competitive sports.

### ISSUES

#### Population, growth capacity and urban form

- There is limited capacity for the township to support more intensive housing typologies, such as a Living Z zone, based on the township character, the settlement function in the Selwyn 2031 network and the limited range of services.
- Development further east of Greenan Place would give rise to an elongated town form and this area is susceptible to flooding and inundation associated with Boggy Creek.
- Development further north of Petticoat Lane should be discouraged in the short to medium term due to its proximity to Boggy Creek, which is a recorded flood site and is prone to surface flooding, and to preserve the amenity and productive capacity of the rural land resource.
- Development further east of Graham Place would give rise to an elongated town form and the location is sensitive to flooding and inundation associated with Boggy Creek to the north and is inefficient from an infrastructure servicing perspective due to difficulties in establishing gravity for wastewater and pressure for water.
- Development to the west beyond Railway Terrace should be avoided as this road represents a relatively strong containment boundary and avoids giving rise to an elongated township form. The land in this direction is also subject to an identified intensive farming activity reverse sensitivity buffer, is a recorded flood site and some of the land holdings are identified as being potentially contaminated.

#### Natural environment and cultural heritage

- Mana whenua have identified concerns with untreated stormwater and land drainage water discharging into local drains and eventually Te Waihora/Lake Ellesmere, with there being a need to manage population growth to ensure additional discharges do not add to the sediment or contaminant load entering waterways and the lake.

<sup>12</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P19.

<sup>13</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P21

- The land within and surrounding Doyleston is comprised of Class III versatile soils, which are valued for their productive capacity.

## Transport

- Environment Canterbury does not provide public transport or a bus service to Doyleston. A recent service review undertaken by Environment Canterbury determined that no significant extension or expansion to their services in the district is expected in the foreseeable future.

## 5 Waters

- There is minimal additional capacity in the Leeston Wastewater Treatment Plant, with growth in Doyleston necessitating network and plant upgrades.
- There are recorded flood sites within and around Doyleston and the proximity of Boggy Creek precludes significant growth from infrastructure servicing and natural hazards perspectives.
- There are land drainage constraints associated with the high water table that precludes significant growth from the infrastructure servicing and natural hazard perspectives.
- Any additional growth will require an integrated approach to stormwater management, including the development of stormwater management plans to coherently manage current and future growth. This is a complex issue given the township's proximity to local drains and tributaries of Te Waihora/Lake Ellesmere.
- There is provision in the Regional Plans for community supply. However, any new groundwater takes to provide for growth will require resource consent with Environment Canterbury.
- There is an increased risk of flood events associated with climatic cycles and increased groundwater levels that may occur as a consequence of the Central Plains Water Scheme. These factors may inhibit the amount of growth that is sustainable, influence where it is best located and dictate what mitigation measures may be required.
- Mana whenua identify water quantity issues and shifting public and community perceptions about utilising best practice water use (The Plains area of the District is classified as a Red Zone for water quality and quantity).
- Mana whenua identify issues with nutrient loads associated with wastewater systems and the development and growth of townships

## Business development

- There are relatively limited business opportunities able to be facilitated through the Area Plans based on small population base, status under Selwyn 2031 and close proximity to a range of services in Leeston.

## Local facilities and community development

- There is currently limited local demand identified for the use of the recreational space for sports, with the water supply limitations placing a constraint on irrigating the Osbourne Park playing fields.



# Doyleston Opportunities & Issues | Preferred Future Development Areas



# Preferred Future Development Areas

## Residential

No new areas for residential development have been identified as being necessary to be proactively zoned by Council in response to the projected growth within the Ellesmere 2031 planning horizon as this is on the basis that there are constraints that need to be addressed through the RMA process before it can be confirmed that additional development is sustainable.

Figure 11 shows preferred future 'greenfield' growth areas that could either accommodate residential development beyond 2031 or more immediately through a privately initiated plan change process, including areas where more intensive development may be able to occur and explains the advantages and disadvantages of each respective area. The map indicates the current township boundary and references some of the opportunities and issues listed below that will influence the substantive assessment of the appropriateness of future growth options.

## Doyleston Area 1 – DOY A1

A potential area to provide for future low density Living 2 development is located to the north of Petticoat Lane opposite the existing Business 2 industrial zone. There is also the potential to incorporate mixed-use Living zone densities west of King Street. This area is currently zoned Rural (Outer Plains).

### Advantages

- The area could provide for greater housing choice to meet the needs of the community. It is located immediately adjacent to, and contiguous with the existing township and its community services, which would provide for a compact and concentric urban development pattern.
- The area is a suitable location from an infrastructure servicing perspective in respect to establishing a wastewater gravity main and water pressure, provided the Leeston Wastewater Treatment Plant capacity and upgrade issues are able to be resolved.
- Low-density Living 2 zoning would enable a more optimal use of the land, with the location being closer to the existing services and infrastructure established in the township.

### Disadvantages

- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be resolved if development were to proceed.
- The area is in close proximity to an established Business 2 zone industrial area and within the reverse sensitivity buffer of an identified intensive farming activity. Appropriate interface treatments or other mitigation measures would need to be determined to manage development of any residential activities in this area to avoid any reverse sensitivity issues.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.
- There are two sites in this area that are identified as being potentially contaminated.

## Doyleston Area 2 – DOY A2

A potential area to provide for future standard density Living 1, graduating through to low density Living 2 area is to the south of Drain Road between Osborne Park and the existing Business 2 zoned industrial area south of Drain Road.

### Advantages

- The area would provide for greater housing choice to meet the needs of the community within a location that could be integrated with the adjoining reserve to create a high amenity and well connected neighbourhood. The area is also immediately adjacent to, and contiguous with, the existing township and its community services, that would provide for a compact and concentric urban development pattern.
- The area is a suitable location from an infrastructure servicing perspective, provided the Leeston Wastewater Treatment Plant capacity and upgrade issues, and any other infrastructure issues are able to be resolved.
- Low-density Living 2 zoning would enable a more optimal use of the land, with the location being closer to the existing services and infrastructure established in the township and by providing a transition from the rural to urban environment.

### Disadvantages

- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be resolved if development were to proceed.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.

## Doyleston Area 3 – DOY A3

A potential area to provide for future standard density Living 1 graduating through to low density Living 2 area is to the south of Drain Road and north of Osborne Park and the existing Business 2 zoned industrial area south of Drain Road.

### Advantages

- The area would provide for greater housing choice to meet the needs of the community within a location that could be integrated with the adjoining reserve to create a high amenity and well connected neighbourhood. The area is also immediately adjacent to, and contiguous with, the existing township and its community services, that would provide for a compact and concentric urban development pattern.

- The area is a suitable location from an infrastructure servicing perspective, provided the Leeston Wastewater Treatment Plant capacity and upgrade issues, and any other infrastructure issues are able to be resolved.
- Low-density Living 2 zoning would enable a more optimal use of the land, with the location being closer to the existing services and infrastructure established in the township and by providing a transition from the rural to urban environment.

Disadvantages

- The area is subject to high groundwater, localised flooding and poor land drainage that will need to be resolved if development were to proceed.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.

Doyleston area plan implementation steps

A number of implementation steps for Doyleston are provided as a means to realise the opportunities and address the issues by 2031. The implementation steps contain guidance on indicative: (1) timeframes; (2) Council department work streams; (3) costs; (4) agency and Council department that are primarily responsible for implementation, and; (5) possible funding sources.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Ellesmere area in the short term, medium term and as done for Malvern townships.

In addition to the Doyleston township specific implementation steps set out below, there are a number of other implementation steps that apply across all the townships subject to the Ellesmere Area Plan. These can be viewed at the beginning of [Section 2](#) of this Area Plan at Table 1.

Estimated costs are shown in the following table as a high-level indication of the scale of funding that may be required to implement various steps. The costs generally relate to physical works, such as street upgrades, open space enhancements or developments of new facilities and do not include the costs to operate, maintain or renew the assets in the future. Possible funding sources for each implementation step are identified.

It is important to note, however, that in many cases no funding has been approved and decisions on whether an action a project or initiative to deliver the identified implementation step can proceed will still need to be made through the Council's Annual and Long-Term Planning processes. Also set out in the table is who will be advancing the various implementation steps and the mechanisms by which they will be realised.

Key for indicative costs  
\$ = below \$50,000  
\$\$ = \$50,000 – 200,000

Conclusion

No new areas for residential or business purposes are required to accommodate projected growth within Doyleston over the Ellesmere 2031 planning horizon as there are a number of issues that need to be addressed to facilitate additional growth, including:

- settlement character and function, including the need to protect the current amenity attributed to the village and the absence of the necessary community infrastructure or services required to support substantial growth or increased household densities
- infrastructure constraints relating to integrated stormwater management, access to potable water and the limited capacity in the Leeston Wastewater Treatment Plant
- natural hazard risks, including specifically flooding and land inundation that may be exacerbated by increased storm events arising as a consequence of climatic cycles and the potential for increased groundwater levels, and
- the need to manage growth to avoid any adverse impacts this may have on cultural sites and, the mana whenua values attributed to the area or the water quality of drains and tributaries to Te Waihora/Lake Ellesmere.

The retention of the current township boundary through to 2031 is consistent with the principles contained in Chapter 5 of the Canterbury Regional Policy Statement, the District Growth Strategy Directions and the Area Plan principles, which reinforce the need to manage growth in an integrated and consolidated manner while avoiding the social, economic and environmental impacts associated with dispersed settlement patterns.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately-initiated plan change requests under the RMA, but signals that there is sufficient capacity within the township to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review.

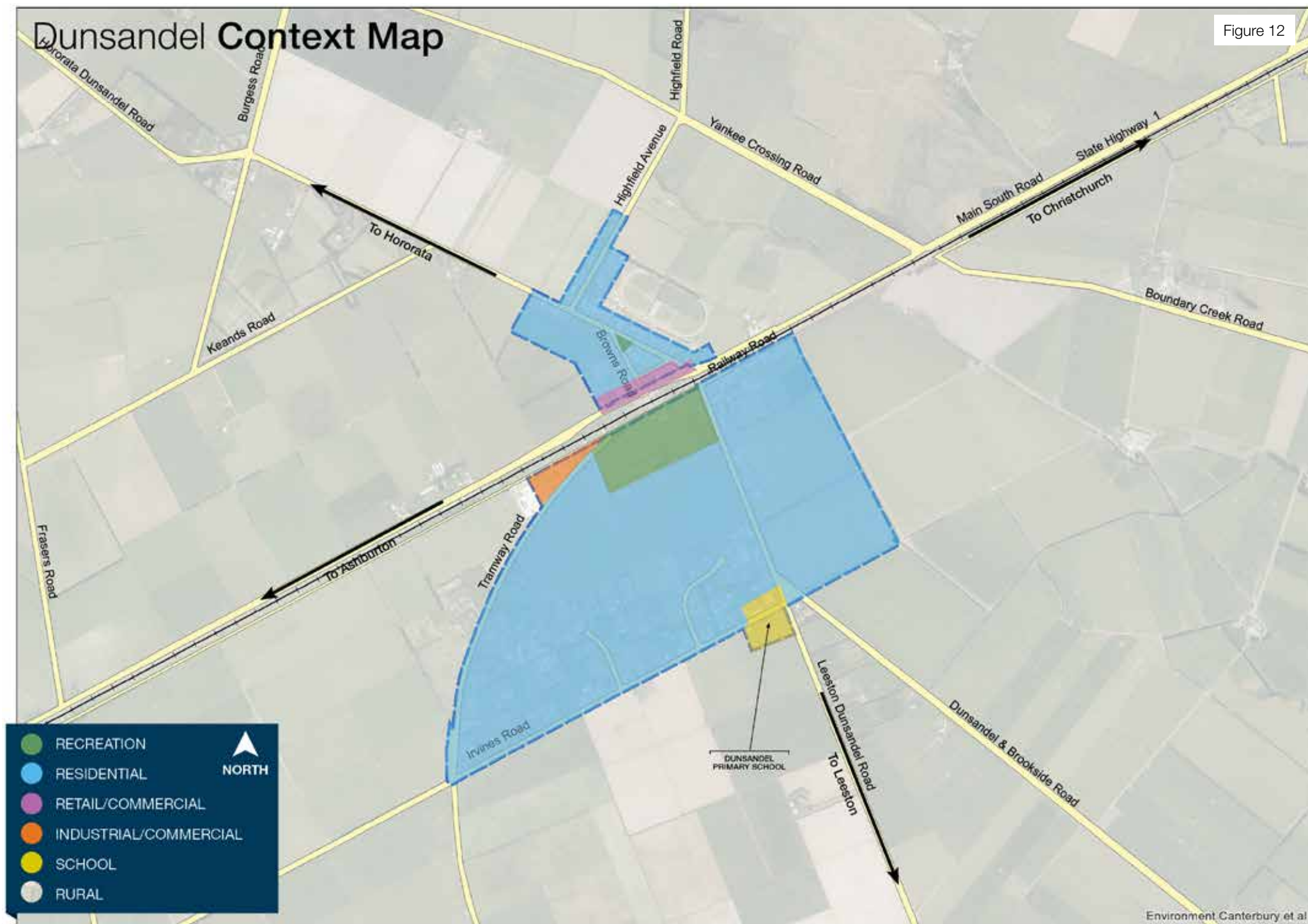
The following implementation steps identify the various processes for considering the appropriateness of where further development within the current township boundary through to 2031 may best be integrated. The implementation steps are the methods for delivering the opportunities and addressing the issues identified in the above assessment, which will collectively deliver better social, economic, cultural and environmental outcomes for the settlement of Doyleston, its community and its rural township function to the local area.

Table 3: Implementation steps - Doyleston

Implementation step	Indicative timeframe	Indicative cost	Agency responsible	Funding source
<b>Population, growth and urban form</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
<b>Natural and cultural heritage</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Investigate the viability of establishing riparian margins along Doyleston drain	Medium	\$	Selwyn District Council Water Services department in consultation with mana whenua	Assets Long-Term Plan
<b>Transportation</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Investigate future capital works projects through the Footpath Extension Forward Works Programme and Walking and Cycling strategy initiatives, including: (1) reviewing the opportunity for a walking and cycling connection along Drain Road to Osborne Park and connections from Doyleston to Leeston	Medium	\$	Selwyn District Council Transportation department	Property and Commercial Long-Term Plan
<b>5 Waters</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Obtain the necessary stormwater network discharge consents and implement the associated Stormwater Management Plan	Short	\$	Selwyn District Council Water Services department in consultation with Nga Rūnunga	Assets Long-Term Plan
<b>Local facilities and community development</b>				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Progress community facility upgrades as set out in the 2015-25 Long-Term Plan, including specifically implementing the budgeted camp ground facilities upgrade	Short	\$	Selwyn District Council Property and Commercial department – Long-Term Plan 2015-2025	Property and Commercial Long-Term Plan
Selwyn District Council Solid Waste department to investigate and provide recycling service options for various townships – to be reviewed in 2016/2017 as part of consideration of recycling services in the wider rural area	Short	\$	Selwyn District Council Solid Waste department	Assets Long-Term Plan
<b>Business development</b>				
See Area Plan wide Implementation Steps in Table 1.				

# Dunsandel Context Map

Figure 12



# Dunsandel

## Introduction

### Location

Dunsandel is located 35 minutes south of Christchurch on State Highway 1 at an elevation of 80 metres above sea level.

### Mana whenua

Dunsandel township is in close proximity to a pā settlement at the head of the Waiwhio/Irwell River. It is also in close proximity to the Waikirikiri/Selwyn River which was a significant area of mahinga kai for its entire stretch. One possible Ngāi Tahu name for the Dunsandel area has been recorded as being Te Atakiki-a-Te-Wakaaro though there remains uncertainty around the exact spelling or translation. Te Atakiki means a long dawn.

### European settlement

Between 1862 and 1865, Robert Daly, who had the Dunsandel run, free-holded the land on which the township was later developed. In the early 1870s the township of Selwyn was laid out just south of the Waikirikiri/Selwyn River. However, when a railway station was built 5 kilometres south in 1874, Dunsandel began to prosper and Selwyn Village declined<sup>17</sup>.

Dunsandel is the main rural service town between Christchurch and Rakaia. Lake Crichton, close to Dunsandel, is a purpose-built lake popular with water skiers, dragon boaters and other water sport enthusiasts. The Dunsandel community has grown considerably over recent years with the subdivision of land bordering the township into small lifestyle blocks. In addition, a number of larger properties have recently been converted into large, efficient and modern dairy farms, with the Synlait dairy factory being located approximately 6.5 kilometres south of Dunsandel on State Highway 1.

### Employment

Dunsandel represents the second largest component of township based employment in the Ellesmere area based workforce. Employment within the township is primarily in the industrial sector, followed by the rural sector and retail and commercial sectors.<sup>18</sup>

### Population

The 2015 population of Dunsandel was 496 people (176 households), with this population projected to grow to a 2031 population of 560 (200 households), being an estimated increase of 64 people (24 households)<sup>19</sup>.

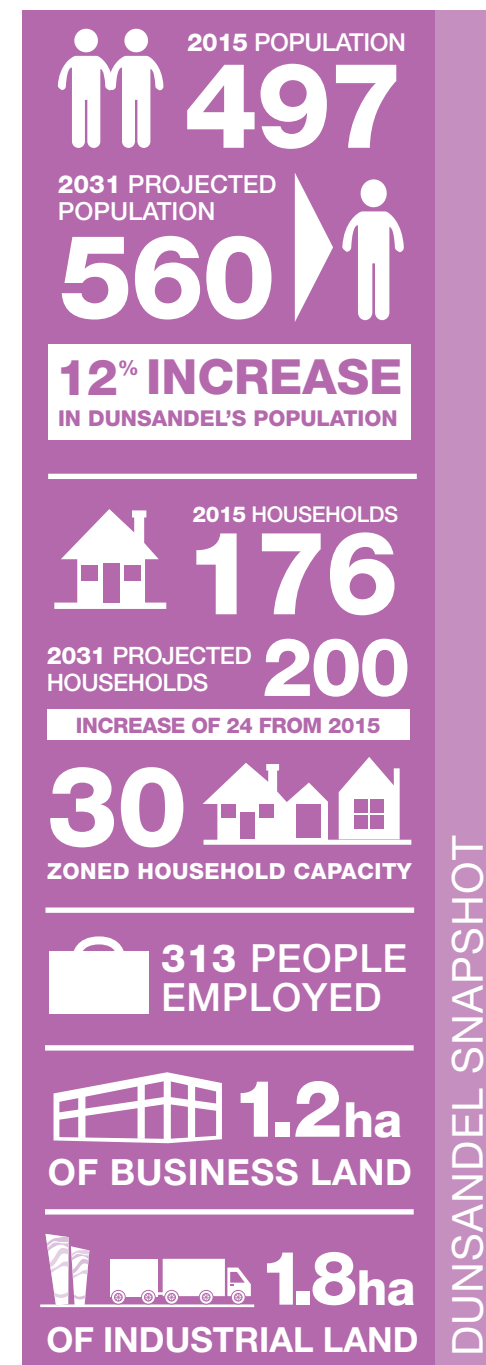
### Township network

Selwyn 2031 categorises Dunsandel as a rural township whose function is:

“...based on village characteristics with some services offered to the surrounding rural area”<sup>20</sup>.

### District Plan land use zoning

Dunsandel is subject to standard density Living 1 and low-density Living 2 land use zonings (see Figure 12), which have a minimum average allotment size of 800m<sup>2</sup> and 1hectare, respectively. This density has been influenced by the requirement to manage wastewater discharges on-site through individual septic tanks.



<sup>17</sup>Beattie H. Māori Place Names of Canterbury, 2nd edition, Cadsonbury Publications, Christchurch, 1995, p53. <sup>18</sup>www.teara.govt.nz.

<sup>19</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P13. <sup>20</sup>Selwyn Growth Model. <sup>21</sup>Selwyn 2031: District Development Strategy, Strategic Direction 1, Adopted October 2014, P34

## Residential land capacity

There are approximately 105 standard residential sections in Dunsandel of which 14 have the potential to be further developed for residential purposes. These 14 sections comprise some 4 hectares with a potential yield of 30 households.

There are a further 64 low-density Living 2 zoned sections in Dunsandel which are largely developed to their zoned potential.

There is significant capacity in the 33 hectare Dunsandel Living A and B Deferred zones<sup>21</sup> that is undeveloped and could also provide a greater range of lot sizes, including low- density sections.

Overall, there is considered to be sufficient available land to accommodate what is identified as being low projected population growth through to 2031 without the Council proactively zoning additional residential greenfield land.

## Business land capacity

The township includes a 1.2ha area of Business 1 zoned land that is comprised of approximately 10 sections.

An expert retail assessment has confirmed that there is no demand for additional business land in the township<sup>22</sup>. The Business 1 zone fronts State Highway 1, with the retail and commercial activities operating from within it predominantly serving passing trade clientele<sup>23</sup>. Employment in Dunsandel is not projected to increase from its current level, with the existing Business 1 zoned area being identified as being adequate to accommodate any increase in demand<sup>24</sup>.

## Industrial land capacity

The township includes 1.8ha of Business 2 zoned land that is comprised of approximately three sections<sup>25</sup>. There has been growth in the industrial sector recorded since the year 2000, the majority of which has been in the road transport business that is optimising the geographic location of the township at the junction of State Highway 1 and the mains roads south between Leeston and Southbridge<sup>26</sup>.

There is a shortfall of 1,000m<sup>2</sup> of industrial land in the township. However, the expert retail assessment has identified that most of the employment and growth in the industrial sector can be accommodated in the existing businesses, which reduces the need for additional land<sup>27</sup>.



<sup>22</sup> Market Economics: Ellesmere Area Plan Assessment, August 2015, P18 & 19. <sup>23</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P19

<sup>24</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P19. <sup>25</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P20

<sup>26</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P21. <sup>27</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P20

Figure 13

# Dunsandel Opportunities & Issues | Preferred Future Development Areas



# Opportunities and Issues

Development opportunities and issues that have informed the recommendations for the future development of Dunsandel are summarised in Figure 13 and below.

## OPPORTUNITIES

### Population, growth capacity and urban form

- Land capacity analysis has identified that there is sufficient developable land available within Dunsandel to accommodate projected growth within the Ellesmere 2031 planning horizon.
- There is an opportunity to investigate the appropriateness of facilitating the availability of low-density residential sections to provide greater housing choice to meet the wider needs of the community, including the uplifting of the deferrals that currently apply to the Dunsandel Living A and B deferred zones. Establishing the necessary infrastructure services to the Dunsandel Living A and B Deferred zones is likely to be more cost effective and efficient than alternative 'greenfield' locations.

### Transport

- The levels of service for transport infrastructure should reflect the status, character and function of the settlement.
- There is an opportunity to investigate options to integrate public transport with Rolleston in the event a Park N' Ride is established and to integrate the new community centre with the wider walking and cycling network.

### 5 Waters

- Water treatment plant upgrades are proposed to fully and consistently comply with Health Act & Drinking Water Standards.

### Business development

- There are existing established businesses serving the local community and wider rural area.

### Local facilities and community development

- Budgets have been allocated in the 2015-25 LTP for the following projects:
  - (1) provision of a new sports and community centre and associated facilities
  - (2) establishment of an exercise track around Dunsandel Domain, and
  - (3) redevelopment of the former hall as a passive recreation reserve.
- Dunsandel School occupies a large site that is capable of accommodating projected population growth.

- Spark has identified upgrades to the 4G ultrafast broadband network for Dunsandel to support social, economic and community wellbeing.

## ISSUES

### Population, growth capacity and urban form

- There is limited capacity for the township to support more intensive housing typologies, such as a Living Z zone, based on the township character, the settlement function in the Selwyn 2031 network and limited range of services.
- Any further development north of Hororata-Dunsandel Road is less preferred from a network servicing perspective as it will necessitate infrastructure upgrades. This area is identified as potentially contaminated and is closer to the Lower Flood Plain Area and recorded flooding associated with the Waikirikiri/Selwyn River.
- Land directly to the west and south of Hororata-Dunsandel Road is identified as being potentially contaminated and development in this location could contribute to 'ribbon' development and reverse sensitivity effects where these roads intersect with State Highway 1 and the South Island Main Trunk Line.

### Natural environment and cultural heritage

- Continued growth of the township without reticulated wastewater is of concern to mana whenua, particularly around the impacts any increase in the groundwater tables arising from the Central Plains Water Scheme, may affect the efficiency of on-site wastewater treatment and disposal systems.
- The majority of the township and its surrounding environment are comprised of Class I and II versatile soils, which are valued for their productive capacity.

### Transport

- Environment Canterbury does not provide public transport or a bus service to Dunsandel. A recent service review undertaken by Environment Canterbury determined that no significant extension or expansion to their services in the district is expected in the foreseeable future.
- State Highway 1 and the Main South Line railway sever the town in two, creating intersection pressures, and poor connectivity that limits alternative modes of transport such as walking and cycling. Substantial growth may give rise to increased safety, efficiency and reverse sensitivity issues with nationally important strategic infrastructure.

## 5 Waters

- Environment Canterbury have indicated that higher density housing typologies cannot reasonably be serviced by on-site systems.
- There is provision in the Regional Plans for community supply. However, any new groundwater takes to provide for growth will require resource consent with Environment Canterbury. The treatment plant requires upgrading to fully comply with Health Act & Drinking Water Standards.
- Any additional growth will require an integrated approach to stormwater management, including the development of stormwater management plans to coherently manage current and future growth.
- Mana whenua identify water quantity issues and shifting public and community perceptions about utilising best practice water use (The Plains area of the District is classified as a Red Zone for both water quality and quantity).
- Mana whenua identify issues with nutrient loads associated with wastewater systems and the development and growth of townships

## Business development

- There are relatively limited business opportunities able to be facilitated in Dunsandel through the Area Plans based on the small population base of the township and its, status under Selwyn 2031 network.

## Local facilities and community development

- The limited population base in Dunsandel presents difficulties in generating the rates base required to support major capital projects or community facilities, with there being limited space available for additional playgrounds.

# Preferred future development areas

## Residential

No new areas for residential development have been identified as being necessary to be proactively zoned by Council in response to the projected growth within the Ellesmere 2031 planning horizon. This is on the basis that there is currently sufficient available land to accommodate projected population growth and, there are constraints that need to be addressed through the RMA process.

This Area Plan incorporates a specific implementation step to investigate opportunities to assist the development of the identified DLA and DLB deferred zoned areas, the advancement of which is preferred to other alternative 'greenfield' sites.

Figure 13 shows preferred future greenfield growth areas that could accommodate industrial Business 2 growth either beyond 2031 or more immediately through a privately initiated plan change process, Figure 13 also identifies preferred areas where residential development may be able to occur (DUN A1) and explains the advantages and disadvantages of this area. The map also indicates a possible area that may be suitable in the future for low density residential development. The map indicates the current township boundary and references some of the opportunities and issues listed below that will influence the substantive assessment of the appropriateness of future growth options.

## Dunsandel Area 1 – DUN A1

A potential future growth path for industrial purposes is an area of Rural (Outer Plains) - zoned land located immediately west of, and adjacent to, the existing Business 2 land in Dunsandel.

## Advantages

- This area is contiguous to the existing Business 2 zoned industrial area and, provides for a compact urban form.
- The area is in relatively close proximity to the existing town centre.
- The area is a more suitable location than other possible areas from an infrastructure servicing perspective.

## Disadvantages

- Suitable setbacks or buffer treatments will be required to avoid reverse sensitivity effects on the adjoining residential areas to the east and south.
- The land is comprised of Class II versatile soils, which are valued for their productive capacity.
- Any additional development south of State Highway 1 will increase safety and efficiency issues with the road network where it interacts with railway crossing points. It will be necessary to investigate what impacts additional industrial development may have on the safety and efficiency of the road network.

# Conclusion

No new areas for residential or business purposes are required to accommodate projected growth within Dunsandel over the Ellesmere 2031 planning horizon as there is currently sufficient land available to accommodate projected population growth.

There are also a number of issues that need to be addressed to facilitate substantial growth, including:

- settlement character and function, including the need to protect the current amenity attributed to the village and the absence of the necessary community infrastructure or services required to support additional growth or increased household densities
- infrastructure constraints relating to integrated stormwater management, access to potable water and the on-site treatment and disposal of wastewater, and
- the need to manage growth to reduce the natural hazard risks associated with the Waikirikiri/Selwyn River.

The retention of the current township boundary through to 2031 is consistent with the principles contained in Chapter 5 of the CRPS, the District Growth Strategy directions and the Area Plan principles, which reinforce the need to manage growth in an integrated and consolidated manner, while avoiding the social, economic and environmental impacts associated with dispersed settlement patterns.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately-initiated plan change requests under the RMA, but signals that there is sufficient capacity within the township to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review.

The following implementation steps identify the various processes for considering the appropriateness of where further development within the current township boundary through to 2031 may best be integrated. The implementation steps are the methods for delivering the opportunities and addressing the issues identified in the above assessment, which will collectively deliver better social, economic, cultural and environmental outcomes for the settlement of Dunsandel, its community and its rural township function to the local area.

## Dunsandel area plan implementation steps

A number of implementation steps for Dunsandel are provided as a means to realise the opportunities and address the issues by 2031. The implementation steps contain guidance on indicative: (1) timeframes; (2) Council department work streams; (3) costs; (4) agency and Council department that are primarily responsible for implementation, and; (5) possible funding sources.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Ellesmere area in the short term, medium term and as done for Malvern townships.

In addition to the Dunsandel township specific implementation steps set out below, there are a number of other implementation steps that apply across all the townships subject to the Ellesmere Area Plan. These can be viewed at the beginning of [Section 2](#) of this Area Plan at Table 1.

Estimated costs are shown in the following table as a high-level indication of the scale of funding that may be required to implement various steps. The costs generally relate to physical works, such as street upgrades, open space enhancements or developments of new facilities and do not include the costs to operate, maintain or renew the assets in the future. Possible funding sources for each implementation step are identified.

It is important to note, however, that in many cases no funding has been approved and decisions on whether a project or initiative to deliver the implementation step can proceed will still need to be made through the Council's Annual and Long-Term Planning processes. Also set out in the table is who will be advancing the various implementation steps and the mechanisms by which they will be realised.

**Key for indicative costs**  
\$ = below \$50,000  
\$\$ = \$50,000 – 200,000

Table 4: Implementation steps - Dunsandel

Implementation step	Indicative timeframe	Indicative cost	Agency responsible	Funding source
Population, growth and urban form				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Investigate the potential of progressing outline development plans for the Deferred Living A and Deferred Living B areas as part of the Strategy and Planning Work Programme to uplift the deferral to facilitate the development of these locations	Short	\$\$	Selwyn District Council Planning department – District Plan Review	Environmental Services District Plan Review
Natural environment and cultural heritage				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Include significant heritage and cultural sites in Dunsandel when preparing township brochures and/or township information panels	Ongoing	\$	Selwyn District Council Community Services department in consultation with mana whenua	Community Services Long-Term Plan
Transportation				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Facilitate a Corridor Management Plan in partnership with the New Zealand Transport Agency to identify future issues and opportunities associated with the state highway, which will inform on-going planning initiatives	Medium	\$\$	Selwyn District Council Transportation and Planning departments	Assets and Environmental Services Long-Term Plan
Initiate a forum with KiwiRail to investigate issues and opportunities with the main South Line Railway line, including management of reverse sensitivity effects and the safety and efficiency of level crossings, which will inform on-going planning initiatives	Medium	\$	Selwyn District Council Transportation and Planning departments	Assets and Environmental Services Long-Term Plan
Investigate integration with an future Park N' Ride facility that may be established in Rolleston	Long	\$	Selwyn District Council Transportation department	Property and Commercial Long-Term Plan

## 5 Waters

See Area Plan wide Implementation Steps in Table 1, in addition to the following:

Obtain the necessary stormwater network discharge consents and implement the associated Stormwater Management Plan	Short	\$	Selwyn District Council Water Services department in consultation with mana whenua	Assets Long-Term Plan
Continue to ensure progress water supply treatment plant upgrade to fully comply with Health Act and Drinking Water Standards NZ, in line with Councils Water Safety Plans	Medium	\$	Selwyn District Council Water Services department	Assets Long-Term Plan
Investigate the drivers and feasibility of developing a reticulated sewer network or other suitable alternative solutions	Medium	\$	Selwyn District Council Water Services department	-

## Local facilities and community development

See Area Plan wide Implementation Steps in Table 1, in addition to the following:

Progress community facility upgrades, as set out in the 2015-25 Long-Term Plan, including: (1) continue redevelopment and expansion of facilities on the domain, including extending the playground, removing the south hedge and landscaping and developing a further rugby ground (depending upon demand), and (2) potential to redevelop the former hall site	Short	\$	Selwyn District Council Property and Commercial department – Annual Plan 2015/16	Property and Commercial Long-Term Plan
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## Business development

See Area Plan wide Implementation Steps in Table 1, in addition to the following:

Investigate potential to facilitate development in proximity to established business activities via a transitional zone or similar	Short	\$\$	Selwyn District Council Planning department – District Plan Review	Environmental Services District Plan Review
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# Rakaia Huts Context Map | Opportunities & Issues

Figure 14



# Rakaia Huts

## Introduction

### Location

The settlement of Rakaia Huts is located on the north bank of the Rakaia River, 45 minutes south of Christchurch and 16km south west of Leeston.

### Mana whenua

The coastline from Kaitorete Spit south to the Rakaia River mouth, including the area around Rakaia Huts, the Rakaia Lagoon and Rakaia Island, contains a number of recorded archaeological sites that relate to the Maori occupation and settlement of the area. Rakaia Huts is located in an area of extensive kainga nohoanga at the mouth of the Rakaia River. The area was also part of the trail from Taumutu south along the coast.

The human occupation of sites associated with moa and moa hunting in and around Rakaia Huts is attributed to the earliest periods of human habitation in New Zealand. Evidence of occupation and use of the site indicates that the area contained hundreds of ovens, and middens dominated by moa remains but also containing seal and dog bone and smaller quantities of bird, fish and shellfish, and artefacts, particularly flakes and blades.

The Rakaia Huts moa hunter site was first identified in the late 1860s and was investigated by Julius von Haast between 1869 and 1871. His findings from the site were later used to identify and define a moa hunter culture in New Zealand. Subsequent work by other archaeologists has further identified the extent of the archaeological material located on the middle and upper terraces at the Rakaia River mouth. A Conservation Management Plan (CMP) of the Rakaia Huts moa hunter site was completed in 2009 to ensure that the meaning and importance of the site is conserved and able to be appreciated and interpreted for present and future generations.

### European settlement

The arrival of Europeans in the Canterbury region resulted in considerable changes to land use as well as tenure. Despite these changes, traditional use of many areas continued, including in the Rakaia Huts area.

The early runs along the coast between the Rakaia River and Te Waihora/Lake Ellesmere were first licensed in 1853. From west to east these included the Waterford (covering the Rakaia Huts area), Homebrook and

Prices Station. All of the stations were free-held and divided up early: including most of Homebrook by 1865 and most of Waterford by 1866. The three stations east of the river were located on heavy land and all ran cattle.

Early free-holding in this area of the Selwyn district was dominated by the need to drain the swamps. This was accomplished in a remarkably short timeframe, from 1860 to 1880. To drain the swamps successfully, not only did Te Waihora/Lake Ellesmere have to be opened to the sea and maintained at a much lower level than Maori had been accustomed to, but the various artificial drains, Coopers Lagoon and the small rivers to the west all had to be punched through the beach to the sea. There are still remains of these piped outfalls along the Rakaia River mouth coastline; concrete culverts have replaced the original iron pipes or wooden box culverts, but traces of the earlier structures are still evident today.

Another activity along the coastline was gold mining, which began in the early 1880s. The activities of individual miners did not last for many years and attempts to recover gold on a large scale were unsuccessful. Mining was reactivated during the 1930s depression, at a time of government support for employment programmes such as gold mining.

In 1876, 5,000 quinnat salmon were unsuccessfully released into the Rakaia River. However by 1916 salmon weighing up to twenty five pounds were being recorded in the river. The river is still well-known for its salmon fishing, with the mouth of the river and lagoon being popular fishing spots, particularly between January and March. Trout are also found in the river and during whitebait season the river mouth is a popular location. Before the turn of the 20th century, huts were built by fishermen for temporary shelter on the north side of the Rakaia River near the mouth. Later, Ellesmere county land became available for lease and in 1924 land owned by F. Pierson and A. Cridge was subdivided into 17 freehold sections. Rakaia Huts became more popular over time to the point where eventually it has become a weekend escape for more than just fishermen. In 2003, land was formally subdivided by the Selwyn District Council to provide titles for 50 existing dwellings. This also allowed for houses and huts to be used as permanent residents. Rakaia Huts has an established camping ground with a popular 20 minute river walk from the foreshore to the north branch of the river.

 **2015 POPULATION**  
**85**

**2031 PROJECTED POPULATION**

**85**



(NO PROJECTED POPULATION CHANGE)

**INCREASES**  
**DURING WHITE BAITING**  
**AND FISHING SEASONS**



**7 ZONED HOUSEHOLD CAPACITY**



**58 PEOPLE EMPLOYED**



## Employment

Rakaia Huts represents a very small component of the township-based employment in the Ellesmere area. Employment within the settlement is primarily in the rural sector with the balance being in retail and commercial sectors followed by the industrial sector<sup>28</sup>.

## Population

There are approximately 85 permanent residents currently living at Rakaia Huts and the population increases significantly during whitebait and fishing seasons. The population of Rakaia Huts is predicted to remain static through to 2031<sup>28</sup>.

## Township status

Selwyn 2031 categorises Rakaia Huts as a rural township whose function is:

“...based on village characteristics with some services offered to the surrounding rural area.”<sup>30</sup>

## District Plan land use zoning

Rakaia Huts is subject to a standard density Living 1 land use zoning (see Figure 14), which has a minimum average allotment size of 800m<sup>2</sup>. This density has been influenced by the requirement to manage wastewater discharges on-site through individual septic tanks.

Much of Rakaia Huts is subject to an archaeological site overlay and wāhi taonga management areas, with corresponding District Plan provisions managing land uses in these areas.

The housing stock of Rakaia Huts is characterised by detached housing with a number of older, bach-type dwellings along Pacific Drive, along with a number of more recent dwellings, particularly around Ocean View Place.

## Residential land capacity

Rakaia Huts has limited developable land available within the area currently zoned for residential purposes, with a single vacant lot identified. There are a total of 118 standard residential sections in Rakaia Huts, of which five have the potential to be further developed. These five sections consist of 0.9 hectares with a potential yield of 7 households.

There is limited scope to provide additional zoned land to accommodate what is identified as being static projected population growth through to 2031 based on the identified constraints and the function and character of the settlement.

There is significantly less developable land available within Rakaia Huts compared to other townships in the Ellesmere Area. However, static projected population growth and the presence of a number of significant resource management issues appear to preclude significant growth in the settlement.

## Business and industrial land capacity

The District Plan does not prescribe any Business 1 or Business 2 land use zonings in Rakaia Huts, which reflects the absence of any recognised businesses or services in the settlement, with the exception of the camping ground.

An expert retail assessment has confirmed that there is insufficient demand identified to support the active zoning of additional Business 1 or Business 2 land.<sup>31</sup>

<sup>28</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P13. <sup>29</sup>Selwyn Growth Model. <sup>30</sup>Selwyn 2031: District Development Strategy, Strategic Direction 1, adopted October 2014, P34.

<sup>31</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P19 & 21

# Opportunities and Issues

Development opportunities and issues that have informed the recommendations for the future development of Rakaia Huts are summarised in [Figure 14](#) and below.

## OPPORTUNITIES

### Population, growth capacity and urban form

- There is an identified need to protect the character and amenity of the township by managing the scale and quantum of development.
- There is support for retaining the existing minimum average allotment size to protect the existing character and amenity of the settlement.

### Natural environment and cultural heritage

- There is an opportunity to identify a cultural footprint over the area to recognise the settlement history of Ngāi Tahu and their ancestors in this area and to provide information on that aspect of the township's occupation and history.

### Transport

- The levels of service for transport infrastructure should reflect the status, character and function of the settlement.

### 5 Waters

- Mana whenua support the development of Low Impact Urban Design and Development

## ISSUES

### Population, growth capacity and urban form

- There is limited capacity for the township to support more intensive housing typologies, such as a Living Z zone, based on the township character, the settlement function in the Selwyn 2031 network and the limited range of services.
- Rakaia Huts is an isolated location that is attractive to a small portion of the property market, with the majority of the properties accommodating holiday homes.
- Natural hazards associated with the identified flood plain to the west of Pacific Drive, or Rakaia River escarpment to the south and the coastal hazard risk to the south-east preclude additional growth in these directions.
- Land tenure and the presence of potentially contaminated land to the north and east of the township limits the quantum and extent to which the current urban form could be extended.

### Natural environment and cultural heritage

- There is an identified need to avoid further development that may adversely affect the cultural and heritage values attributed to the identified archaeological and wāhi taonga management areas in and around the township.
- Mana whenua have identified that there are some opportunities to re-establish kāinga nohonga in the area.

- Mana whenua identify issues associated with on-site wastewater disposal fields in areas of cultural significance. Mana whenua's understanding is that it was previously agreed that wastewater was to be reticulated through to Southbridge.
- Mana whenua identify the wider communities lack of understanding of mana whenua cultural values in this area

### Transport

- Environment Canterbury does not provide public transport or a bus service to Rakaia Huts. A recent service review undertaken by Environment Canterbury determined that no significant extension or expansion to their services in the District is expected in the foreseeable future.

### 5 Waters

- There is provision in the Regional Plans for community supply. However, any new groundwater takes to provide for growth will require resource consent with Environment Canterbury. The water supply will be managed in accordance with the approved Water Safety Plan.
- There is an increased risk of flood events and foreshore erosion associated with climatic cycles and increased groundwater levels that may occur as a consequence of the Central Plains water scheme. These factors may inhibit the amount of growth that is sustainable, influences where it is best located and dictate what mitigation measures may be required.
- Environment Canterbury has indicated that higher density housing typologies cannot reasonably be serviced by on-site systems. The retention of the current 800m<sup>2</sup> minimum average allotment size will make it challenging for on-site wastewater discharge and does not meet the Environment Canterbury permitted activity requirements for new on-site wastewater management.
- Mana whenua identify the need to avoid any adverse effects associated with on-site wastewater disposal fields on sites of cultural significance.
- Any additional growth will require an integrated approach to stormwater management, including the development of stormwater management plans to coherently manage current and future growth.

### Business development

- There are limited opportunities to facilitate economic diversity given the scale, function and location of Rakaia Huts.

### Local facilities and community development

- The limited population base in Rakaia Huts presents difficulties in generating the rates base to support major capital projects or community facilities, with the funding of improvements to the campground being derived from camp fees only.

# Preferred Development Options

There are limited opportunities available for additional greenfield development areas of growth based on the issues identified above and shown on Figure 14.

## Conclusion

No new areas for residential or business purposes are required to accommodate growth within Rakaia Huts over the Ellesmere 2031 planning horizon. This is on the basis that there are also a number of issues that need to be addressed to facilitate additional growth, including:

- settlement character and function, including the need to protect the current amenity attributed to Rakaia Huts and the absence of the necessary community infrastructure or services required to support additional growth or increased household densities
- a lack of resilience associated with the settlement's isolated location and local geography
- natural hazard risks, including flooding associated with the Rakaia River and coastal location that may be exacerbated by increased storm events arising as a consequence of climatic cycles and the potential for increased groundwater levels, and
- the need to manage growth to avoid any adverse impacts this may have on cultural sites and mana whenua values attributed to the area. The settlement is a recognised archaeological site and is a registered Wahi Taonga Management Area in the District Plan (C39, C48 and C66).

The retention of the current township boundary through to 2031 is consistent with the principles contained in Chapter 5 of the CRPS, the District Growth Strategy Directions and the Area Plan principles, which reinforce the need to manage growth in an integrated and consolidated manner while avoiding the social, economic and environmental impacts associated with dispersed settlement patterns.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately-initiated plan change requests under the RMA, but signals that there is sufficient capacity within the township to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review.

The following implementation steps identify the various processes for considering the appropriateness of where further development within the current township boundary through to 2031 can best be integrated. The implementation steps are the methods for delivering the opportunities and addressing the issues identified in the above assessment, which will collectively deliver better social, economic, cultural and environmental outcomes for the settlement of Rakaia Huts, its community and its rural township function to the local area.

# Rakaia Huts area plan implementation steps

A number of implementation steps for Rakaia Huts are provided as a means to realise the opportunities and address the issues by 2031. The implementation steps contain guidance on indicative: (1) timeframes; (2) Council department work streams; (3) costs; (4) agency and Council department that are primarily responsible for implementation, and; (5) possible funding sources.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Ellesmere area in the short term, medium term and as done for Malvern townships.

In addition to the Rakaia Huts township specific implementation steps set out below, there are a number of other implementation steps that apply across all the townships subject to the Ellesmere Area Plan. These can be viewed at the beginning of [Section 2](#) of this Area Plan at Table 1.

Estimated costs are shown in the following table as a high-level indication of the scale of funding that may be required to implement various steps. The costs generally relate to physical works, such as street upgrades, open space enhancements or developments of new facilities and do not include the costs to operate, maintain or renew the assets in the future. Possible funding sources for each implementation step are identified.

It is important to note, however, that in many cases no funding has been approved and decisions on whether a project or initiative to deliver the implementation step can proceed will still need to be made through the Council's Annual and Long-Term Planning processes. Also set out in the table is who will be advancing the various implementation steps, and the mechanisms by which they will be realised.

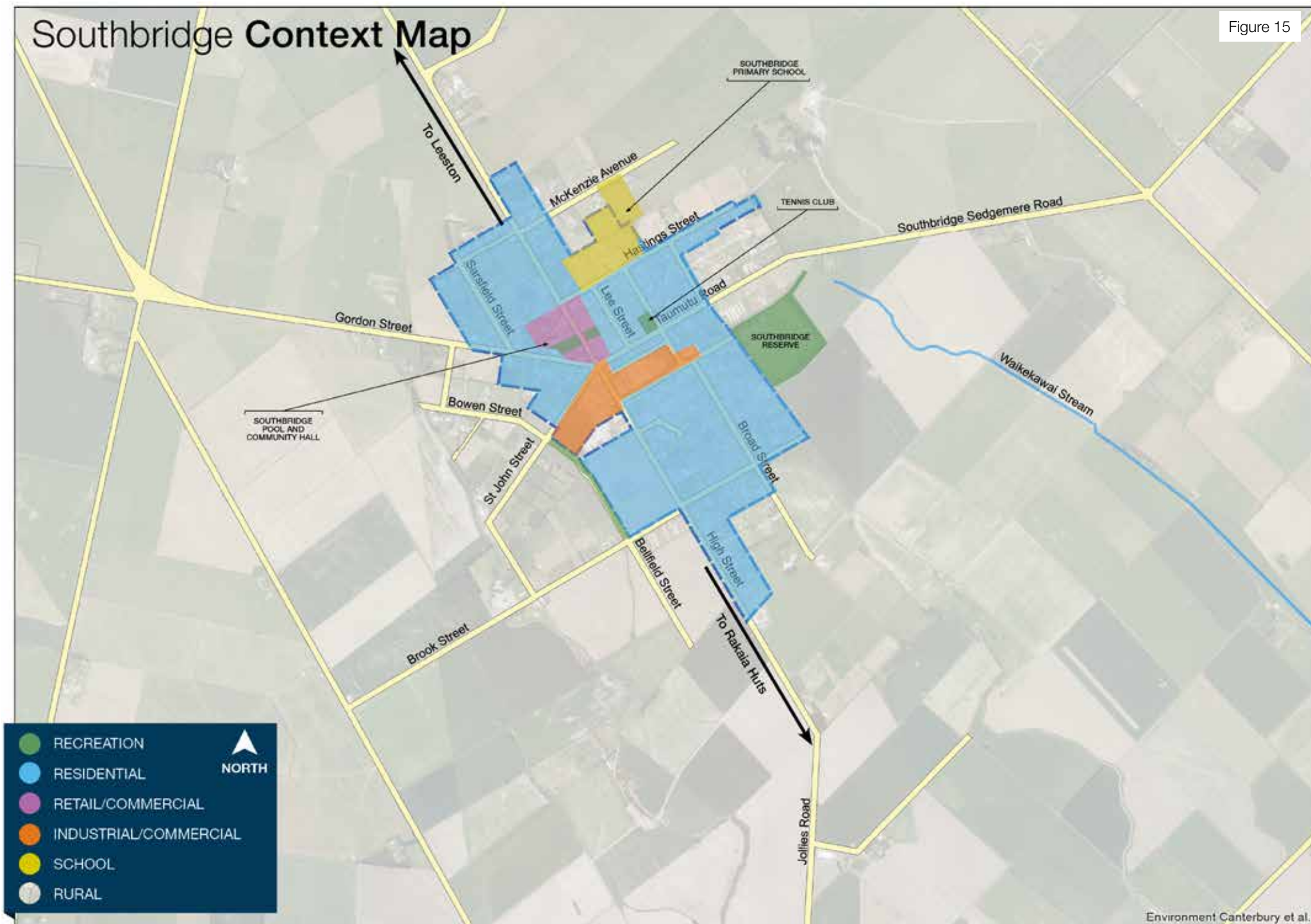
**Key for indicative costs**  
\$ = below \$50,000  
\$\$ = \$50,000 – 200,000

Table 5: Implementation steps - Rakaia Huts

Implementation step	Indicative timeframe	Indicative cost	Agency responsible	Funding source
Population, growth and urban form				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Investigate the establishment of a coastal hazard zone	Short	\$\$	Selwyn District Council Planning department, in partnership with Environment Canterbury, and in consultation with mana whenua and other relevant stakeholders	Environmental Services District Plan Review
Natural environment and cultural heritage				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Review the non-statutory aspects of the Rakaia Huts Conservation Management Plan, which could include establishing a working party with relevant stakeholders to establish and implement a subsequent works programme	Short	\$	Selwyn District Council Planning department in partnership with mana whenua and Heritage New Zealand – Strategy and Policy Works Programme	Environmental Services Long-Term Plan
Transportation				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
5 Waters				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Apply for the necessary stormwater network discharge consents and implement the associated Stormwater Management Plan	Short	\$	Selwyn District Council Water Services department in consultation with mana whenua	Assets Long-Term Plan
Manage the water supply in accordance with the approved Water Safety Plan	Medium	\$	Selwyn District Council Water Services department	Assets Long-Term Plan
Local facilities and community development				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Progress community facility upgrades as set out in the 2015-25 Long-Term Plan, including specifically implementing the budgeted camp ground facilities upgrade	Short	\$	Selwyn District Council Property and Commercial department – Long-Term Plan 2015-2025	Property and Commercial Long-Term Plan
Investigate opportunities to enhance the local walkway network	Short	\$	Selwyn District Council Property and Commercial department to establish a forum comprising Selwyn District Council, Department of Conservation, mana whenua and community representatives	Property and Commercial Long-Term Plan

# Southbridge Context Map

Figure 15



# Southbridge

## Introduction

### Location

The town of Southbridge is located 35 minutes south-west of Christchurch via State Highway 1 or Leeston, at an elevation of 30 metres above sea level.

### Mana Whenua

Southbridge is one of several townships in the Selwyn District located within what was once the extensive mahinga kai of Te Waihora/Lake Ellesmere and its wetlands. Issues with the high groundwater tables, land drainage and potential flooding are indicative of this history. Current natural resource issues and natural hazard risks associated with high groundwater tables, land drainage and flooding are indicative of this history. The township sits within the catchments of three streams including Waikewai Stream, which has immense cultural significance to Ngāti Ruahikiki ki Taumutu.

### European settlement

The building of St James Church in 1865 and the establishment of a blacksmith shop in the same year can be seen as the beginnings of development at Southbridge. Sections were first advertised in January 1867, by which time a combined hotel/general store and wheelwright business were also operating in the town. Southbridge prospered for many years as the terminus of the branch railway from Hornby, which has since been disestablished.

Much of the industry in Southbridge is focussed on supporting the surrounding agricultural activities. The township has become increasingly popular as a home base for families working in Christchurch. Southbridge offers a relatively extensive range of services and activities, including a full-sized swimming pool, the historic town hall, children's playground and the domain, which accommodates rugby and cricket grounds.

### Employment

Southbridge represents the third largest component of township based employment in the Ellesmere area. Employment in Southbridge is primarily in the industrial sector followed by the rural sector and retail and commercial sector<sup>32</sup>.

### Population

The 2015 population of Southbridge was 959 people (340 households), with this population projected to grow to a 2031 population of 1,095 (391 households), being an estimated increase of 136 people (51 households)<sup>33</sup>.

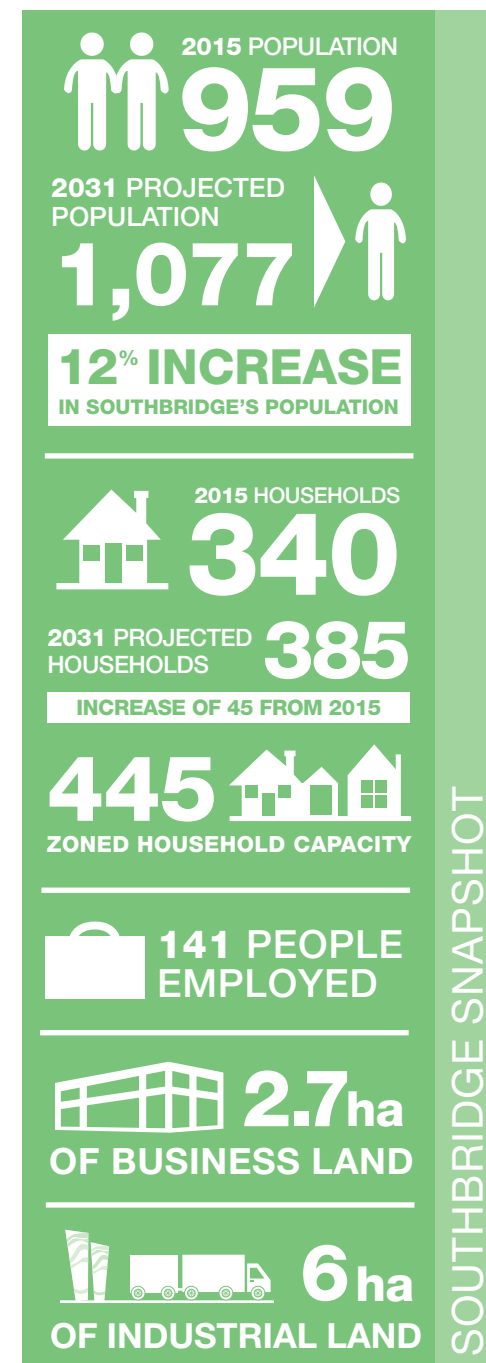
### Township network

Selwyn 2031 categorises Southbridge as a rural township whose function is:

"...based on village characteristics with some services offered to the surrounding rural area."<sup>31</sup>

### District Plan land use zoning

Southbridge is subject to a standard density Living 1 land use zoning (see Figure 15), which has a minimum average allotment size of 650m<sup>2</sup>. A limited range of residential densities is evident in Southbridge, particularly the absence of smaller parcels and larger low-density allotments.



<sup>32</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P13. <sup>33</sup>Selwyn Growth Model. <sup>31</sup>Selwyn 2031: District Development Strategy, Strategic Direction 1, adopted October 2014, P34



## Residential land capacity

There are approximately 291 standard residential sections in Southbridge of which 149 have the potential to be further developed for residential purposes. These sections comprise some 42.2 hectares with a potential yield of 390 household's. This excludes the Roxborough land on High Street which was subject to Plan Change 34, which has a potential yield of up to 55 sections as well as the 3.95ha of Living 1 zoned Southbridge Primary School. The maximum potential yield for infill subdivision of the Living zoned land in Southbridge could amount to as many as 445 additional households including the Roxborough subdivision.

Overall, there is considered to be sufficient available land to accommodate projected population growth through to 2031 without Council proactively zoning additional residential greenfield land.

## Business land capacity

The township includes a 2.7 hectare area of Business 1 zoned land that is comprised of approximately 19 sections.

An expert retail assessment has confirmed that there is no demand for additional business land in the township<sup>35</sup>. The Business 1 zone is a single contiguous area fronting 200m of High Street<sup>36</sup>. There are a number of vacant premises and a significant amount of non-retail or commercial focused activities within the town centre. The remaining retail and commercial businesses are likely to perform well below optimal levels, with there being capacity within the existing business zone to accommodate growth through to 2031.

## Industrial land capacity

The township includes close to 6ha of Business 2 zoned land that is contained within a single contiguous area over a length of 500m<sup>2</sup>.<sup>37</sup> There are 16 industrial businesses spread across approximately 25 sections within Southbridge. These businesses collectively employ over 300 people<sup>38</sup>.

Retail experts have identified that there is a shortfall of 5,000m<sup>2</sup> of industrial land in the township. However, because there is a significant amount of vacant potential land it may be that most or all future industrial growth can be accommodated in the existing Business 2 zoned land, negating the need for additional land<sup>39</sup>.

<sup>35</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P18 & 19. <sup>36</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P19

<sup>37</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P20. <sup>38</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P20

<sup>39</sup>Market Economics: Ellesmere Area Plan Assessment, August 2015, P20

# Southbridge Opportunities & Issues

Figure 16



# Opportunities and Issues

Development opportunities and issues that have informed the recommendations for the future development of Southbridge are summarised in [Figure 16](#) and below.

## OPPORTUNITIES

### Population, growth capacity and urban form

- Land capacity analysis has identified that there is sufficient developable land available within the township to accommodate projected growth within the Ellesmere 2031 planning horizon.
- There is an opportunity to investigate the appropriateness of facilitating the availability of low-density residential sections to provide greater housing choice to meet the wider needs of the community.

### Natural environment and cultural heritage

- Mana whenua identify that there is an opportunity to investigate the possibility of creating a mahinga kai (customary food gathering) park across the area of the old Te Waihora/Lake Ellesmere footprint and to recreate local wetland areas for stormwater detention.
- Mana whenua identify that there are opportunities for planting of local mahinga kai species along land drainage network to filter rainfall run-off and enhance biodiversity

### Transport

- The levels of service for transport infrastructure should reflect the status, character and function of the settlement.

## 5 Waters

- There is opportunity to improve biodiversity, flood management, water quality and mahinga kai through the strategic use of land detention, swales and artificial wetlands as part of stormwater and land drainage management.
- Some flooding associated with the local drainage network and high groundwater appears to be a localised issue may be able to be mitigated through subdivision works.
- Mana whenua support the development of Low Impact Urban Design and Development

## Business development

- There are existing established businesses serving the township.

## Local facilities and community development

- Budgets have been allocated in the 2015-25 Long Term Plan for the following projects:
  - (1) public toilet replacement
  - (2) domain acquisition
  - (3) pool facilities upgrades
  - (4) community hall acoustics and sound system improvements, and
  - (5) new playgrounds.

- Southbridge School occupies a large site that is capable of accommodating projected population growth.
- Spark has identified upgrades to the 4G ultrafast broadband network for Southbridge to support social, economic and community wellbeing.

## ISSUES

### Population, growth capacity and urban form

- There is limited capacity for the township to support more intensive housing typologies, such as a Living Z zone, based on the township character, the settlement function in the Selwyn 2031 network and the limited range of services.
- There are growth constraints identified to the west of the township relating to infrastructure capacity and the presence of recorded flooding.
- Eastern locations are more likely to be prone to flooding and stormwater inundation, with there being a requirement to ensure sufficient separation is provided from the Waikawai Stream to reduce the flood risk and avoid undermining the cultural significance attributed to this water body.
- There is an area of land that is subject to Rural (Outer Plains) zone located between the Business 2 and Living 1 land to the east of High Street, which shares a boundary with an established industrial activity and associated yard (McMillan Drilling Group). While development of the area for residential purposes would assist in achieving a compact concentric urban form and recognises that the land is bordered on three boundaries by residential land use zonings, residential subdivision in this location presents significant risks of increased reverse sensitivity effects on activities in the Business 2 zone. While an alternative rezoning of the site to Business 2 for industrial activities may result in an increase in adverse effects on the adjoining Living 1 area to the south. The preference is to retain the current Rural (Outer Plains) zone to act as a buffer between the Business 2 zone to the north and the Living 1 zone to the south.

### Natural environment and cultural heritage

- Mana whenua have identified concerns with untreated stormwater and land drainage water discharging into local drains and eventually Te Waihora/Lake Ellesmere, with there being a need to manage population growth to ensure additional discharges do not add to the sediment or contaminant load entering waterways and the lake.
- Development should be precluded from establishing within proximity to the culturally significant Waikawai Stream.
- The land to the north-east and east is comprised of Class I versatile soils and the majority of land surrounding the balance of Southbridge is comprised of Class II versatile soils, which are valued for their productive capacity.
- Mana whenua identify that changes in land drainage patterns are impacting on local streams in the area.

## Transport

- Environment Canterbury does not provide public transport or a bus service to this town. A recent service review undertaken by Environment Canterbury determined that no significant extension or expansion to their services in the district is expected in the foreseeable future.

## 5 Waters

- There is minimal capacity in the Leeston Wastewater Treatment Plant, with significant growth in Southbridge necessitating network and plant upgrades.
- Any opportunities to accommodate significant growth, and/or intensification via infill or higher-density development may also be constrained by a lack of infrastructure capacity, natural hazards and the availability of natural resources.
- There are recorded flood sites within and around Southbridge and the proximity of local drains and high groundwater precludes significant growth from an infrastructure servicing and natural hazards perspective.
- Any additional growth will require an integrated approach to stormwater management, including the development of stormwater management plans to coherently manage current and future growth. This is a significant issue given the township's proximity to local drains and tributaries of Te Waihora/Lake Ellesmere, including in particular the Waikewai Stream.
- There is provision in the Regional Plans for community supply. However, any new groundwater takes to provide for growth will require resource consent from Environment Canterbury. The water supply is managed in accordance with the approved Water Safety Plan.
- There is a risk of flood events associated with climatic cycles and increased groundwater levels.

## Business development

- There are relatively limited business opportunities that are able to be facilitated through the Area Plans based on the township's small population base, status under Selwyn 2031 and the growth capacity in the current Business 1 and 2 zones.

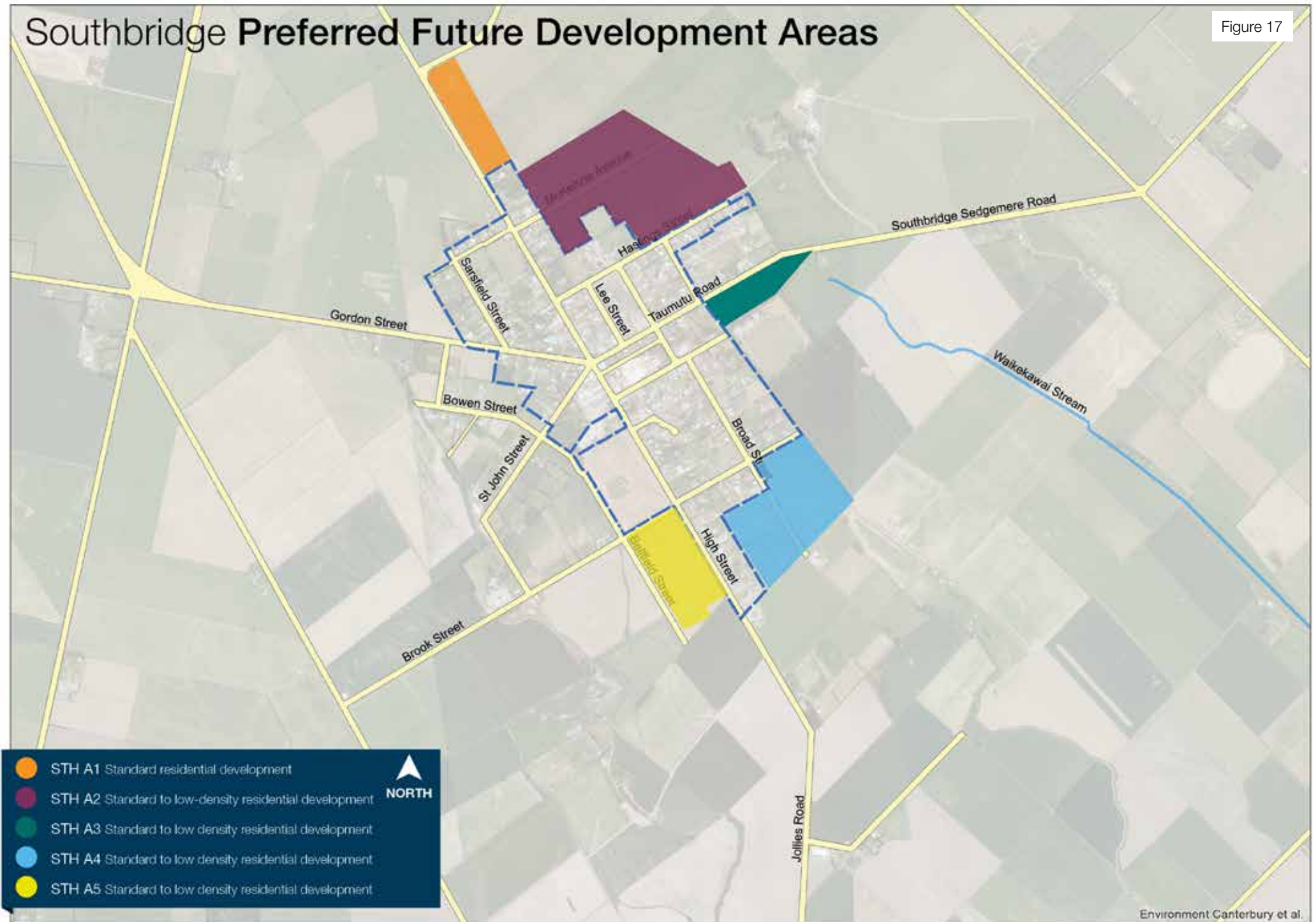
## Local facilities and community development

- There have been water contamination issues identified at Cemetery Pit Reserve and further investigations are required to confirm how best to redevelop the tennis courts.



# Southbridge Preferred Future Development Areas

Figure 17



# Preferred future development areas

## RESIDENTIAL

No new areas for residential development have been identified as being necessary to be proactively zoned by the Council in response to the projected growth within the Ellesmere 2031 planning horizon. This is on the basis that there is currently sufficient land available to accommodate projected population growth, and there are constraints that need to be addressed through the RMA process.

Figure 17 shows preferred future greenfield growth areas that could either accommodate residential development either beyond 2031 or more immediately through a privately initiated plan change process. Figure 17 also includes where more intensive development may be able to occur and explains the advantages and disadvantages of each respective area. The map indicates the current township boundary and references some of the Opportunities and Issues listed below that will influence the substantive assessment of the appropriateness of future development options.

## Southbridge Area 1 – STH 1

A potential future area for residential development is the area located north of McKenzie Avenue and east of High Street. The area is currently zoned Rural (Outer Plains).

### Advantages

- The site is suitable from an infrastructure perspective, provided the prevailing Leeston wastewater capacity and upgrade issues are able to be resolved.

### Disadvantages

- This is a less preferred growth path from an urban form perspective as it contributes to an elongated township and extends urban development.
- The land is comprised of Class II versatile soils, which are valued for their productive capacity.
- The area is in close proximity to the Waikewae Stream and catchment, and it's associated culturally significant wahi taonga management area (C93). It will be important to manage growth in this area to avoid any adverse impacts this may have on cultural sites or the mana whenua values attributed to the area.
- While the area is a more suitable location from an infrastructure servicing perspective than alternative sites, any opportunities to accommodate development or intensification is likely to be constrained by existing infrastructure capacity issues, particularly in respect to the Leeston Wastewater Treatment Plant.

## Southbridge Area 2 – STH A2

A potential future area for standard residential Living 1 development graduating to low density Living 2 is located north of the township in the area around McKenzie Avenue, Hastings Street and the Southbridge Primary School. The area is currently zoned Rural (Outer Plains).

### Advantages

- The site is suitable from an infrastructure perspective, provided the prevailing Leeston wastewater capacity and upgrade issues are able to be resolved.
- The area is able to be easily integrated with the adjoining residential areas and assists in achieving a compact concentric form. Development to a mixed use Living 1/Living 2 standard would be consistent with adjacent urban areas and the existing low density peri-urban development pattern to the north of McKenzie Avenue.

### Disadvantages

- The land is comprised of Class I and II versatile soils, which are valued for their productive capacity.
- The areas are in close proximity to the Waikewae Stream and its catchment which is recognised as a culturally significant wahi taonga management area (C93). It will be important to manage growth in this area to avoid any adverse impacts this may have on cultural sites or the mana whenua values attributed to the area.
- While the areas are more suitable than alternative locations from an infrastructure servicing perspective, any opportunities to accommodate development or intensification is likely to be constrained by existing infrastructure capacity issues, particularly in respect to the Leeston Wastewater Treatment Plant.

## Southbridge Area 3 – STH 3

A potential future area for standard residential Living 1 development graduating, with the potential for low density Living 2 is adjacent to the Southbridge Reserve on Taumutu Road. The area is currently zoned Rural (Outer Plains).

### Advantages

- The site is suitable from an infrastructure perspective, provided the prevailing Leeston wastewater capacity and upgrade issues are able to be resolved.
- The area is able to be easily integrated with the adjoining residential areas and assists in achieving a compact concentric form. Development to a mixed use Living 1/Living 2 standard would be consistent with adjacent urban areas.

## Disadvantages

- The land is comprised of Class I and II versatile soils, which are valued for their productive capacity.
- The area is in close proximity to the Waikawai Stream and its catchment which is recognised as a culturally significant wahi taonga management area (C93). It will be important to manage growth in this area to avoid any adverse impacts this may have on cultural sites or the mana whenua values attributed to the area.
- There is a potentially contaminated site affecting the south western part of this area.
- While the areas are more suitable than alternative locations from an infrastructure servicing perspective, any opportunities to accommodate development or intensification is likely to be constrained by existing infrastructure capacity issues, particularly in respect to the Leeston Wastewater Treatment Plant.

## Southbridge Area 4 – STH A4

A potential future area for standard residential Living 1 development graduating to low density Living 2 is located at the southern end of Broad Street. The area is currently zoned Rural (Outer Plains).

## Advantages

- The site is suitable from an infrastructure perspective, provided the prevailing Leeston wastewater capacity and upgrade issues are able to be resolved.
- The area is able to be easily integrated with the adjoining residential areas and assists in achieving a compact concentric form. Development to a mixed use Living 1/Living 2 standard would be consistent with adjacent urban areas.

## Disadvantages

- The land is comprised of Class I and II versatile soils, which are valued for their productive capacity.

- The area is in relatively close proximity to the Waikawai Stream and its catchment which is recognised as a culturally significant wahi taonga management area (C93). It will be important to manage growth in this area to avoid any adverse impacts this may have on cultural sites or the mana whenua values attributed to the area.
- There is a potentially contaminated site affecting the northern part of this area
- While the areas are more suitable than alternative locations from an infrastructure servicing perspective, any opportunities to accommodate development or intensification is likely to be constrained by existing infrastructure capacity issues, particularly in respect to the Leeston Wastewater Treatment Plant

## Southbridge Area 5 – STH A5

A potential future area for standard residential Living 1 development graduating to low-density Living 2 is located south of Brook Street and west of High Street. This area is currently zoned Rural (Outer Plains).

## Advantages

- The area is able to be easily integrated with the adjoining residential areas and assists in achieving a relatively compact concentric form. Development in mixed use Living 1/Living 2 densities would be consistent with adjacent urban areas.

## Disadvantages

- There is a potentially contaminated site on the northern boundary of the area.
- The land is comprised of Class II versatile soils, which are valued for their productive capacity.
- The area will be difficult to service from an infrastructure servicing perspective, particularly in respect to establishing a wastewater gravity system. It is also outside the geographic extent of the Council's Global Discharge Permit application for stormwater.

## Conclusion

No new areas for residential or business purposes are required to accommodate projected growth within Southbridge over the Ellesmere 2031 planning horizon as there is currently sufficient land available to accommodate projected population growth and demand for housing.

There are also a number of issues that need to be addressed to facilitate substantial growth, including:

- settlement character and function, including the need to protect the current amenity attributed to Southbridge and the absence of the necessary community infrastructure or services required to support additional growth or increased household densities
- infrastructure constraints relating to integrated stormwater management, access to potable water and the limited capacity in the Leeston wastewater treatment plant
- natural hazard risks, including specifically flooding and land inundation that may be exacerbated by increased storm events arising as a consequence of climatic cycles and the potential for increased groundwater levels, and
- the need to manage growth to avoid any adverse impacts this may have on cultural sites and, the mana whenua values attributed to the area or the water quality of drains and tributaries to Te Waihora/Lake Ellesmere. The adjoining Waikewai Stream is a registered Wahi Taonga Management Area in the District Plan (C93).

The retention of the current township boundary through to 2031 is consistent with the principles contained in Chapter 5 of the Canterbury Regional Policy Statement, the District Growth Strategy Directions and the Area Plan principles, which reinforce the need to manage growth in an integrated and consolidated manner, while avoiding the social, economic and environmental impacts associated with dispersed settlement patterns.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately-initiated plan change requests under the RMA, but signals that there is sufficient capacity within the township to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review.

The following implementation steps identify the various processes for considering the appropriateness of where further development within the current township boundary through to 2031 may best be integrated. The implementation steps are the methods for delivering the opportunities and addressing the issues identified in the above assessment, which will collectively deliver better social, economic, cultural and environmental outcomes for the settlement of Southbridge, its community and its rural township function to the local area.

## Southbridge area plan implementation steps

A number of implementation steps for Southbridge are provided as a means to realise the opportunities and address the issues by 2031. The implementation steps contain guidance on indicative: (1) timeframes; (2) Council department work streams; (3) costs; (4) agency and Council department that are primarily responsible for implementation, and; (5) possible funding sources.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Ellesmere area in the short term, medium term and as done for Malvern townships.

In addition to the Southbridge township specific implementation steps set out below, there are a number of other implementation steps that apply across all the townships subject to the Ellesmere Area Plan. These can be viewed at the beginning of [Section 2](#) of this Area Plan at Table 1.

Estimated costs are shown in the following table as a high-level indication of the scale of funding that may be required to implement various steps. The costs generally relate to physical works, such as street upgrades, open space enhancements or developments of new facilities and do not include the costs to operate, maintain or renew the assets in the future. Possible funding sources for each Implementation Step are identified.

It is important to note, however, that in many cases no funding has been approved and decisions on whether a project or initiative to deliver the Implementation Steps can proceed will still need to be made through the Council's Annual and Long-Term Planning processes. Also set out in the table is who will be advancing the various Implementation Steps, and the mechanisms by which they will be realised.

**Key for indicative costs**  
 \$ = below \$50,000  
 \$\$ = \$50,000 – 200,000

Table 6: Implementation steps - Southbridge

Implementation step	Indicative timeframe	Indicative cost	Agency responsible	Funding source
Population, growth and urban form				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
To recognise the existing development pattern of the Rural (Outer Plains) area between Taumutu Road and Bridge Street, consider the appropriateness of rezoning to a Living 2 zone. This location is already serviced with reticulated water and wastewater but is outside the global stormwater discharge permit application so would require individual permits from Environment Canterbury to manage stormwater	Short	\$	Selwyn District Council Planning department – Strategy and Planning Work Programme	Environmental Services District Plan Review
Review what is the most appropriate zoning for the area of Rural (Outer Plains) land located between the Business 2 and Living 1 land to the east of High Street	Short	\$	Selwyn District Council Planning department – Strategy and Planning Work Programme	Environmental Services District Plan Review
Natural environment and cultural heritage				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Include significant heritage and cultural sites in Southbridge when preparing township brochures and/or township information panels	Ongoing	\$	Selwyn District Council Community Services department in consultation with mana whenua	Community Services Long-Term Plan
Transportation				
See Area Plan wide Implementation Steps in Table 1, in addition to the following:				
Initiate a Southbridge Town Centre Study to address, but not be limited to, the following issues: (1) identifying amenity upgrades (2) addressing transport related issues, including but not limited to an assessment to determine issues and potential opportunities, and (3) investigate opportunities to improve accessibility to existing and proposed community facilities and how they could be linked	Short	\$\$	Selwyn District Council Transport department	Assets Long-Term Plan

## 5 Waters

See Area Plan wide Implementation Steps in Table 1, in addition to the following:

Apply for the necessary stormwater network discharge consents and implement the associated Stormwater Management Plan	Short	\$	Selwyn District Council Water Services department in consultation with Nga Rūnunga	Assets Long-Term Plan
Continue flood control works investigations as part of the stormwater master planning exercise and global discharge permit application	Medium	\$	Selwyn District Council Water Services department in consultation with Nga Rūnunga	Assets Long-Term Plan

## Local facilities and community development

See Area Plan wide Implementation Steps in Table 1, in addition to the following:

Progress activities and upgrades through the Reserve Management Plan	Short	\$	Selwyn District Council Property and Commercial department - Annual Plan 2015/16	Property and Commercial Long-Term Plan
Progress community facility upgrades as set out in the 2015-25 Long-Term Plan, including: (1) cemetery pit development (2) replacing the public toilet and swimming pool change facilities (3) acquiring and developing land to extend Southbridge Park (4) Community Hall acoustics and sound system improvement, and (5) new playground facilities	Short	\$	Selwyn District Council Property and Commercial department - Annual Plan 2015/16	Property and Commercial Long-Term Plan



# Glossary of general terms

**Activity management plan:** The planning of Community Facilities Activities requires a long-term, integrated strategy, in order to effectively contribute to the social, cultural, economic and environmental wellbeing of the community, as required by the Local Government Act 2002.

**Amenity values:** means those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.

**Area Plan:** provides spatial planning knowledge at a local scale to give direction to the Selwyn District Plan for local spatial outcomes and intended land use across the Malvern and Ellesmere wards.

**Biodiversity:** the variability among living organisms, and the ecological complexes of which they are a part, including diversity within species, between species, and of ecosystems (see also ecosystems).

**Character:** means the appearance, qualities and combination of attributes of an area, place, street or building that helps to give that place an identity.

**Climate Change (Climatic cycles):** means a change of climate that is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and that is in addition to natural climate variability observed over comparable time periods.

**Community facility:** includes any land, building or structure which is/are used for the primary purpose of health, education, safety or cultural, physical or spiritual well-being, where those facilities are funded or managed as a non-profit organisation by a central or local government agency or a community organisation, and are available for use by any person in the community. Community facilities include (but are not limited to): schools, hospitals, churches, cemeteries, halls, libraries, community centres, police or fire stations, reserves and recreational facilities.

**Community infrastructure:** means the following assets when owned, operated or controlled by a territorial authority:

- a) community centres or halls for the use of a local community or neighbourhood, and the land on which they are or will be situated
- b) play equipment that is located on a neighbourhood reserves
- c) toilets for use by the public.

**Community waste water treatment system:** Means a wastewater treatment system owned and operated by a group, institution, territorial authority or company that primarily treats domestic effluent and serves more than one site, but does not include the pipework and sewers running from individual sites to the collection and treatment system.

**Community drinking-water supply:** Means a drinking-water supply that is recorded in the drinking-water register maintained by the Chief Executive of the Ministry of Health (the Director-General) under section 69J of the Health Act 1956 that provides no fewer than 501 people with drinking-water for not less than 60 days each calendar year.

**Community water supply:** means water taken primarily for group drinking-water supply and includes group drinking-water supply, and community drinking-water supply, but that may also be used for other purposes such as supply to institutional, industrial, processing, stock water, or amenity irrigation use and fire-fighting activities.

**Costs and benefits:** includes benefits and costs of any kind, whether monetary or non-monetary.

**Contaminated land:** includes any land which contains hazardous substances at concentrations above recognised guidelines which pose or are likely to pose an immediate or long term risk to human health and/or the environment.

**Canterbury Regional Policy Statement:** this sets the framework for resource management in Canterbury, providing an overview of significant resource management issues facing the region, and providing objectives policies and methods to address the issues.

**Dispersed settlement:** a classification where settlements are distributed or spread over a wide area.

**District Plan Review:** The District Plan is required under the RMA, and contains rules and guidance for the districts development. Every 10 years this is reviewed to ensure provisions in the plan are up to date with the district.

**Ecological corridor:** Any space, usually linear in shape that improves the ability of organisms to move among patches of their habitat.

**Ecosystems:** means a complex network of systems, a community of interacting organisms and the physical environment.

**Esplanade reserve:** An esplanade reserve has one or more of the following purposes:

- (a) To contribute to the protection of conservation values by, in particular —
  - (i) maintaining or enhancing the natural functioning of the adjacent sea, river, or lake; or
  - (ii) maintaining or enhancing water quality; or
  - (iii) maintaining or enhancing aquatic habitats; or
  - (iv) protecting the natural values associated with the esplanade reserve or esplanade strip; or
  - (v) mitigating natural hazards; or
- (b) To enable public access to or along any sea, river, or lake; or
- (c) To enable public recreational use of the esplanade reserve or esplanade strip and adjacent sea, river, or lake, where the use is compatible with conservation values. (Source: Section 229 of the Resource Management Act)

**Greenfield development:** Clean and undeveloped land on the urban periphery. A parcel of land not previously developed beyond that of agriculture or forestry use; virgin land (Source: Greater Christchurch Urban Development Strategy).

**Groundwater:** means all water beneath the surface of the earth contained within the saturated zone, but excludes the water chemically combined in minerals.

**Historic heritage:** means those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities:

- Archaeological
- Architectural
- Cultural
- Historic
- Scientific
- Technological;

and includes

- Historic sites, structures, places and areas
- Archaeological sites
- Sites of significance to Maori, including wahi tapu
- Surroundings associated with the natural and physical resources.

(Source: RMA (1991) S2)

**Infrastructure:** The fixed, long-lived structures that facilitate the production of goods and services and underpin many aspects of quality of life. Infrastructure refers to physical networks, principally transport, water, energy, and communications.

**Industrial activity:** means any activity involving the manufacturing, production, processing, assembly, disassembly, packaging, servicing, testing, repair, direct handling, distribution and/or warehousing of any materials, goods, products, machinery or vehicles, but excludes mining, mineral exploration and quarrying and, for the avoidance of doubt, harvesting activities associated with plantation forestry. For the purpose of this definition an industrial activity is further defined as being either of the following:

- (a) Rural Based Industrial Activity: means an industrial activity that involves the use of raw materials or primary products which are derived directly from the rural environment, including agricultural, pastoral, horticultural, forestry, viticultural and crops.

Or

- (b) Other industrial activity: means any other industrial activity that is not defined as a 'rural based industrial activity', as stated in (a) above.

**Infill:** means building new developments in an existing urban area, this is generally though subdivision of urban properties.

**Intensification:** means the redevelopment, conversion and retrofitting where land is developed with a greater coverage or intensity of building, or accommodates a greater residential population or workforce than previously.

**Local Government Act:** An Act of Parliament that sets out the responsibilities and powers of local government authorities (Source LGA, 2002).

**Long-Term Plan 2015-2025 (LTP):** The Long-Term Plan sets out the activities the Council proposes to undertake over the 10-year time frame of the plan, and the community outcomes it aims to achieve.

**Low Impact Urban Design and Development (LIUDD):** Means design and development techniques that aim to protect aquatic and terrestrial ecological integrity while allowing urbanisation based on the following principles:

- a) Work with nature's cycles on a catchment basis to maintain the integrity and mauri of ecosystems and minimise ecological footprints.
- b) Adverse effect and impact minimisation through site selection.
- c) Use ecosystem services and infrastructure efficiently.
- d) Promote and support alternative development forms that maintain, enhance or create natural spaces and increase infrastructure efficiency.

**Mixed-use developments:** Development that incorporates a range and variety of uses (retail, residential and business) within a single development site.

**Modified Employment Count (MEC):** The Modified Employment Count is a measure which includes both the Statistics NZ (SNZ) Employee Count, which identifies all those engaged as employees, and also allows for Non-employee Working Proprietors (NEWPs) which account for about 15% of the workforce nationally.

**Natural hazard:** means any atmospheric or earth or water related occurrence (including earthquake, tsunami, erosion, volcanic and geothermal activity, landslip, subsidence, sedimentation, wind, drought, fire, or flooding) the action of which adversely affects or may adversely affect human life, property, or other aspects of the environment.

**Natural and physical resources:** include land, water, air, soil, minerals, energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures.

**Private plan change:** is a plan change initiated by any person to an operative council plan.

**Production land:** means any land and auxiliary buildings used for the production (but not processing) of primary products (including agricultural, pastoral, horticultural, and forestry products). Does not include prospecting, exploration or mining for minerals.

**Projected growth:** Projected growth for each township has been derived from the Selwyn District Council's Growth Model [www.selwyn.govt.nz/services/planning/population](http://www.selwyn.govt.nz/services/planning/population)

**Rates:** A charge on each property to help fund services and assets that the council provides.

**Reverse sensitivity:** newer uses on prior activities in mixed-use areas can sometimes limit the ability of already established ones to continue.

**Regional policy statements:** must be prepared by all regional councils and help set the direction for the management of all resources across the region.

**Resource Management Act:** An Act of Parliament that promotes the sustainable management of natural and physical resources (Source: RMA, 1991).

**Ribbon effect:** means development of housing along routes of communication outwards from human settlement. Development of this sort can raise concerns as it can become a precursor to urban sprawl and relies heavily on private motor vehicle ownership.

**Riparian margin:** means a strip of land of varying width adjacent to a waterbody which contributes to the natural functioning, quality and character of the waterbody, the land margin and their ecosystems. (Source: SDP – Rural Volume)

**Selwyn 2031 (District Development Strategy):** this strategy helps the Council plan for future growth and ensures that commercial and residential land will be available for development in the future, with infrastructure and services.

**Setback:** means the minimum prescribed distance between the exterior face of the building and the boundaries

**Sensitive activity:** includes any of the following activities:

- Residential activity
- Travelling accommodation
- Community facility
- Recreational facility or recreational activity
- Place of assembly
- Restaurant
- Educational facility
- Camping ground facility;

But excludes temporary accommodation.

**Settlement/township:** means land that a relevant district plan or proposed district plan classifies as primarily for residential, commercial, industrial, institutional or recreational activities.

**Silent File:** Silent File areas may contain sites of immense cultural importance to local Rūnanga. Silent File areas are listed in the District Plan and shown on the Planning Maps. The exact location and the type of site within the Silent File area are not disclosed by local Rūnanga, to try to reduce the likelihood of intentional damage to the site and in respect of the traditions of keeping this information among tribal elders.

**Social infrastructure:** this covers a wide range of facilities and services that the council and community groups support and sustain the well-being of communities.

**Spot zoning:** the application of zoning on a specific parcel or parcels of land within a larger zone.

**Storm water:** means runoff that has been channelled, diverted, intensified or accelerated by human modification of the land surface or runoff from the external surface of any structure as a result of precipitation and includes entrained contaminants and sediment including that generated during construction or earthworks.

**Township:** means an urban area within the District which comprises a Living zone(s) and in some situations a Business zone(s).

**Water body:** means fresh water or geothermal water in a river, lake, stream, and pond (but excluding any artificial pond), wetland or aquifer or any part therefore that is not located within the coastal marine area. The terms 'river', 'lake' and 'wetland' are also defined in this Plan.

**Wetland:** includes permanently or intermittently wet areas, shallow water, and land water margins that support a natural ecosystem of plants and animals that are adapted to wet conditions

## Abbreviations

AMP	Activity Management Plans
CPRS	Canterbury Regional Policy Statement
DPR	District Plan Review
MEC	Modified Employment Count
LGA	Local Government Act 2002
LIUDD	Low Impact Urban Design and Development
LTP	Long Term Plan
Selwyn 2031	Selwyn 2031: District Development Strategy
SDP	Selwyn District Plan
RMA	Resource Management Act 1991
NZTA	New Zealand Transport Agency

## Planning Documents

Mahaanui Iwi Management Plan: means a management plan recognised by an iwi authority

Ngāi Tahu under the Ngāi Tahu Claims Settlement Act 1998

Te Rūnanga o Ngāi Tahu Act 1996

District Development Plan (Selwyn 2031)

# Glossary of Ngāi Tahu terms and concepts

Ngāi Tahu's framework for managing natural resources has evolved from a Polynesian world view which acknowledges that people are part of the world around them and not masters of it. It then developed through more than 40 generations of collective experience in Te Waipounamu.

The following paragraphs introduce and briefly outline some concepts of that framework. They are intended to provide a starting point for greater understanding of what drives Ngāi Tahu resource management processes and policies in the hope that more effective collaboration can be achieved with all those responsible for managing Canterbury's natural resources today.

## Ahi Kā Roa

'Keeping the home fires burning' – describes the concept of continuous occupation of an area which along with *whakapapa* gives rise to the status of *mana whenua*.

## Areas of Statutory Acknowledgement

The Ngāi Tahu Claims Settlement Act 1998 restored Ngāi Tahu ownership to several areas of great tribal significance and which were not deemed to be included as part of the Crown's land purchase, including but not limited to the bed of Te Waihora/Lake Ellesmere.

The Act also identified many other areas of significance to Ngāi Tahu as Areas of Statutory Acknowledgement. Those Areas of Statutory Acknowledgement that lie within Selwyn District are listed in the District Plan. The Areas of Statutory Acknowledgement do not form a comprehensive list of all areas of significance and value to Ngāi Tahu whānui; and they do not of themselves confer any form of ownership of the areas upon Ngāi Tahu whānui. However, the importance of those areas is recognised by the Crown and must be recognised by consent authorities when deciding on notification and affected party status under the RMA.

## Iwi Management Plans

Ngāi Tahu has set out its resource management values, issues, objectives and policies in a number of 'iwi management plans' throughout the Canterbury region. These documents have been prepared in order to facilitate the exercise of Ngāi Tahu's *rangatiratanga* over their lands, villages and all their treasures as per Article II of the Treaty/Te Tiriti, including the exercise of their *kaitiaki* responsibilities as *mana whenua*. Local authorities must take into account Iwi Management Plans when preparing regional or district plans under the RMA.

Mahaanui Iwi Management Plan 2013 is a joint iwi management plan prepared by six papatipu rūnanga who represent those who hold mana whenua in Canterbury, including Te Ngāi Tūāhuriri Rūnanga and Te Taumutu Rūnanga.

## Kaitiaki/Kaitiakitanga

Traditionally, *kaitiaki* were the non-human guardians of the environment (e.g. birds, animals, fish and reptiles) which, in effect, communicated the relative health and vitality of their respective

environments to local *tohunga* (experts) and *rangatira* (leaders) who were responsible for interpreting the 'signs' and making decisions accordingly. This is a parallel to modern scientific practices which use specific indicator species and observe their behaviours to measure the state of the environment.

Kaitiakitanga is defined in the RMA (s2) as '*the exercise of guardianship by the tangata whenua of an area in accordance with tikanga Māori in relation to natural and physical resources; and includes the ethic of stewardship.*'

For Ngāi Tahu kaitiakitanga is a much wider cultural concept than just guardianship. Kaitiakitanga entails the active protection and responsibility for natural and physical resources by mana whenua. The responsibility is twofold: first, there is the ultimate aim of protecting mauri; and secondly, there is the duty to pass the environment to future generations in a state which is as good, or better than, the current state.

## Ki Uta Ki Tai

The principle of *Ki Uta Ki Tai* (from mountains to sea) reflects the holistic nature of traditional resource management, particularly the interdependent nature and function of the various elements of the environment within a catchment.

*Mauri ora ana te wai, kirimaia ai te kai, ki uta ki tai*

*Quality water flowing, abundant foods growing, mountains to sea.*

It is a term that has become synonymous with the way Ngāi Tahu think about natural resource management – integrated and holistic.

## Mahinga Kai

*Mahinga kai* is defined in the Ngāi Tahu Claims Settlement Act 1998 (s167) as '*the customary gathering of food and natural materials and the places where those resources are gathered.*'

Mahinga kai is central to the Ngāi Tahu way of life and was the basis of Te Kerēme – the Ngāi Tahu Treaty claim. The term mahinga kai refers to the whole resource chain; mountain top to ocean floor. It encompasses social and educational elements such as the intergenerational transfer of knowledge as well as the process of gathering. It includes where it is gathered, how it is gathered and what is gathered.

Access to mahinga kai was managed through the division of natural resources (lakes, rivers, islands, etc) into *wakawaka*, defined areas within which a particular whānau had exclusive rights to 'work the food' (mahi ngā kai) and responsibilities to uphold the associated cultural values.

## Mana Whenua

*Mana whenua* is the right to exercise authority over a particular area, its resources and its people. Mana (respect, standing, authority) is passed on via *whakapapa* and is protected and secured through the on-going occupation (*ahi kā roa*). and exercise of one's rights to resources in a manner consistent with *tikanga*. Inevitably, with *mana* comes responsibility.

*He tukemata anō tō te taonga.*

*Even wealth frowns at times.*

## Mauri

*Mauri* is often described as the 'life force' or 'life principle' of any given place or being. It can also be understood as a measure or an expression of the health and vitality of that place or being. The notion embodies Ngāi Tahu's understanding that there are both physical and metaphysical elements to life and that both are essential to our overall wellbeing. It also associates the human condition with the state of the world around it. *Mauri*, therefore, is central to *kaitiakitanga*; that is, the processes and practices of active protection and responsibility by *mana whenua* for the natural and physical resources of the *takiwā*.

*Mauri* can change either naturally or through intervention and Ngāi Tahu use both physical and spiritual indicators to assess its relative strength. Physical indicators include, but are not limited to, the presence and abundance of *mahinga kai* fit for consumption or cultural purpose (e.g. disease free bull-kelp for the long-term storage of preserved foods).

Spiritual indicators are the *kaitiaki* referred to in the previous section. They are often recalled in *kōrero pūrākau* (oral traditions) to explain the intrinsic connection between the physical and metaphysical realms of our world.

## Nohoanga

Traditional *nohoanga* (seasonal 'camp' sites) were found throughout Te Waipounamu, giving Ngāi Tahu access to *mahinga kai* from season to season. Their value was recognised in the Canterbury Purchase agreement (Kemp's Deed) 1848 which reserved and protected both *nohoanga* and *mahinga kai* for the present and future needs of Ngāi Tahu whānau in Canterbury. The Ngāi Tahu Claims Settlement Act 1998 identifies 72 traditional *nohoanga* sites throughout the Ngāi Tahu *takiwā*, providing tribal members with temporary rights to occupy

## Rāhui

A *rāhui* is a temporary prohibition placed on an area or resource as either a conservation measure, or a means of social and political control. With respect to the former, a *rāhui* will effectively separate people from any 'polluted' area of land or water, preventing the ability to harvest potentially contaminated products from these areas. *Rāhui* are initiated by someone of rank and were placed and lifted with appropriate *karakia* (ceremony) by a *tohunga* (expert).

## Takiwā

The *takiwā* is the area or region over which an *iwi* or *hapū* holds *mana whenua*. The term *rohe* is also used to describe an area over which *mana whenua* is held.

## Tūrangawaewae

*Tūrangawaewae* describes the right of a person to stand on a particular piece of land and be heard on matters affecting that place and their relationship to it. *Whakapapa* is central to *tūrangawaewae*.

## Wāhi Tapu & Wāhi Taonga

*Wāhi tapu* are places of particular significance that have been imbued with an element of sacredness or restriction (*tapu*) following a certain event or circumstance (e.g. death). *Wāhi tapu* sites are treated according to local customs (*tikanga & kawa*) that seek to ensure that the *tapu* nature of those sites is respected. Of all *wāhi tapu*, *urupā* (burial sites) are considered to be the most significant.

*Wāhi taonga* are 'places treasured' due to their high intrinsic values and critical role they have in maintaining a balanced and robust ecosystem (e.g. spawning grounds for fish, nesting areas for birds and fresh water springs). They are prized because of their capacity to shape and sustain the quality of life experience and provide for the needs of present and future generations.

## Whakapapa

*Whakapapa* (genealogy) is the central pillar of the framework, setting out and effectively explaining the relationships between the various elements of the world around us, including the relationship of human beings to lands, waters, *atua* (gods) and *tūpuna* (ancestors).

*Whakapapa* is central to Ngāi Tahu culture because it is through *whakapapa* that one claims their *mana whenua* status, the rights to *mahinga kai*, the status of *tūrangawaewae* and the duties of *kaitiakitanga*. *Whakapapa* is expressed in *mihimihi*; a person records their *whakapapa* as part of identifying themselves.

## Whare wānanga

A *whare wānanga* is a traditional place of higher learning, where *tohunga* taught the sons of *rangitira* (chiefs) knowledge.

Mo tātou, a, mo ka uri a muri ake nei (For us and our children after us)



Selwyn District Council  
PO Box 90, Rolleston 7643