

Selwyn District Council

Rural Residential Strategy

June 2014





Prepared by Selwyn District Council

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Abbreviations

Change 1	Change 1 to the Regional Policy Statement (Chapter 12A)
CERA	Canterbury Earthquake Recovery Authority
CER Act	Canterbury Earthquake Recovery Act
Chapter 6	Chapter 6 to the Canterbury Regional Policy Statement
CRETS	Christchurch Rolleston and Environs Transportation Study
CRI	Crown Research Institutes
CRPS	Canterbury Regional Policy Statement
CSM2	Christchurch Southern Motorway Stage 2 and four-laning
CWMS	Canterbury Water Management Strategy
EDA	Existing Development Area (Selwyn District Plan)
ESSS	East Selwyn Sewer Scheme
IMP	Maahanui: Iwi Management Plan 2013
LGA	Local Government Act 2002
LPFA	Lower Plains Flood Area (Selwyn District Plan)
LSP	Lincoln Structure Plan (ADOPTED)
LUC	Land Use Capability (Soil quality)
LURP	Land Use Recovery Plan/ <i>Te Mahere Whakahaumanu Tāone</i> (CER Act)
ODP	Outline Development Plan
PC7	Plan Change 7 to the Selwyn District Plan (OPERATIVE)
PC17	Proposed Plan Change 17 to the Selwyn District Plan (WITHDRAWN)
PC32	Proposed Plan Change 32 to the Selwyn District Plan
PSP	Prebbleton Structure Plan (ADOPTED)
RMA	Resource Management Act 1991
RRBR11	Rural Residential Background Report 2011(ADOPTED)
RRS14	Adopted Rural Residential Strategy
RSP	Rolleston Structure Plan (ADOPTED)
SDC	Selwyn District Council
SDP	Selwyn District Plan

SH1	State Highway One
SH73	State Highway 73 (Christchurch – West Coast)
SH75	State Highway 75 (Christchurch – Akaroa)
UDS	Greater Christchurch Urban Development Strategy

1 Executive summary

Purpose of the Rural Residential Strategy

- 1.1 This Rural Residential Strategy 2014 (RRS14) was prepared following the special consultative procedure under the Local Government Act (LGA).
- 1.2 The primary purpose of the RRS14 is to provide guidance and policy direction on how best to manage rural residential development within the eastern portion of Selwyn district that is generally recognised as the commuter belt with Christchurch City. This includes establishing the optimal form, function and character of rural residential development and where it is best located.
- 1.3 Rural residential development in this context includes land holdings integrated into existing townships that range in size from between 0.3ha to 2ha in size at an average density of one to two households per hectare. This form of development is managed through the Living 3 zone of the Selwyn District Plan (SDP).
- 1.4 The RRS14 identifies 14 rural residential areas in addition to the existing two Living 3 zone sites based on preliminary strategic planning, servicing and constraints analysis.

Steps taken to develop the RRS14

- 1.5 The contents of the RRS14 was informed by various work streams undertaken in recent years¹ to determine the most sustainable options for managing rural residential development within the area of the district that is subject to the Land Use Recovery Plan/ *Te Mahere Whakahaumanu Tāone* (LURP). Preparation of the Strategy commenced in April 2013 in response to the initial directions contained within the “*Preliminary Draft LURP*”, which was prepared by Environment Canterbury in collaboration with a number of central

government agencies, Te Rūnunga o Ngāi Tahu and local authorities, including Selwyn District Council.

- 1.6 The LURP was Gazetted on the 6th December 2013 following cabinet approval. The LRP was prepared under the Canterbury Earthquake Recovery Act (CER Act) and represents the primary planning instrument to guide the recovery of Greater Christchurch following the earthquakes. All planning processes initiated or administered by the Council under the Resource Management Act 1991 (RMA), Local Government Act 2002 (LGA) and other related legislation must not be inconsistent with the LURP. It therefore has significant statutory weight.
- 1.7 The LURP directs Selwyn District Council (SDC) to ensure that any rural residential development accords with an adopted Rural Residential Development Strategy².
- 1.8 A Rural Residential Strategy - Consultation Draft was prepared to inform interested parties of SDC's response in respect to managing rural residential development, as it applies to the geographic area that is generally recognised as the commuter belt of the district with Christchurch City. The consultation draft summarised the planning context and outlined an initial policy position to facilitate comments to assist in formalising the adopted Strategy.
- 1.9 The consultation draft was publicly notified on the 1st February 2014 for a 20 working day submission period. A total of 55 submissions were received by the closing date of the 3rd March 2014.
- 1.10 Three Commissioners were appointed to hear the submissions and make a recommendation for Council's consideration. A public hearing was held on the 7th, 9th, 10th, 11th and 12th April 2014 to consider the submissions and to make recommendations directing amendments to the consultation draft. Council resolved to adopt RRS14 on the 25th June 2014³.

¹ UDS, Change 1 to the CRPS, Chapter 12A to the CRPS, RRB11, PC 17 to the SDP, PC 32 to the SDP, LURP and Chapter 6 to the CRPS

² LURP: Appendix 1 - Amendments to the CRPS, Policy 6.3.9 – Rural residential development, 6Dec2013 [P20]

³ Pursuant to the Local Government Act 2002

Overview

- 1.11 **Section 2** provides background information on the sub-regional and district planning initiatives that have been advanced to achieve more sustainable outcomes for the Greater Christchurch sub-region.
- 1.12 **Section 3** has a primary focus on outlining the historic provision and methods for managing rural residential development in the district.
- 1.13 **Section 4** identifies the issues associated with rural residential development, including an analysis of the rural land resource, rural residential development in the context of the Canterbury Plains and assesses several rural residential development typologies.
- 1.14 **Section 5** introduces the following guiding principles, which have informed the Rural Residential Location Criteria set out in **Appendix 1** and to highlight what outcomes are anticipated in respect to Living 3 zone development in the area of the district that is subject to the LURP:
- Rural residential development typologies
 - Landscape values
 - Character elements
 - Constraints and opportunities
 - Infrastructure servicing
 - Market demand
 - Cultural values
 - Other relevant factors to consider
- 1.15 **Section 6** applies the Rural Residential Location Criteria contained in **Appendix 1** to the portion of the district that is subject to this Strategy to identify the 14 locations that Council has identified as being appropriate for rural residential development from a strategic planning and infrastructure servicing perspective.
- 1.16 These rural residential areas adjoin the Township boundaries of West Melton, Prebbleton, Rolleston, Lincoln and Tai Tapu and collectively support approximately 655 rural residential

sections pending rezoning, subdivision approval and construction works.

- 1.17 Land owners are still required to initiate a private plan change to consider the appropriateness of rezoning the land and any associated amendments to the Selwyn District Plan (SDP) under the 1st Schedule of the RMA. Importantly, any land that is not identified within this adopted Rural Residential Strategy is effectively precluded from being considered for rezoning under the LURP.
- 1.18 **Section 7** sets out the information SDC expects to be included, and the steps undertaken, to prepare plan change requests seeking a Living 3 zone to ensure the expectations and outcomes expressed in this Strategy are realised.
- 1.19 **Section 8** introduces the monitoring and review processes required to be undertaken to ensure this Strategy continues to sustainably manage rural residential development.

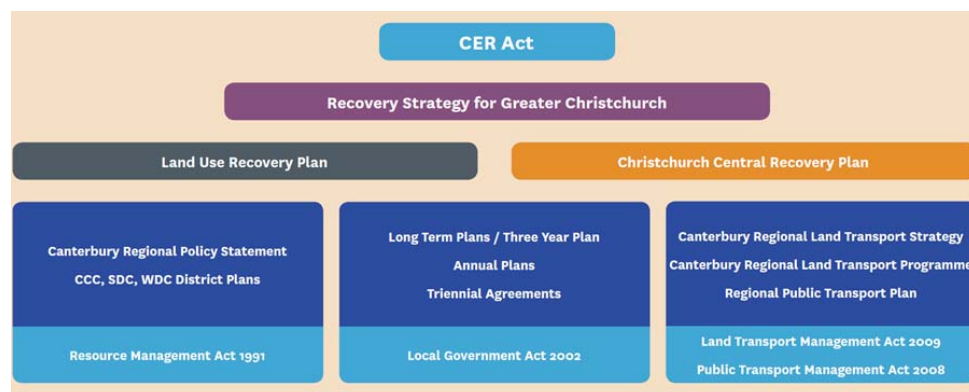
2 Policy Context

Sub-regional context

Introduction

- 2.1 As illustrated in **Figure 1**, the RRS14 forms part of a hierarchy of statutory and non-statutory plans and strategies currently in place to guide the recovery and rebuild of Greater Christchurch⁴. The SDP and the RRS14 must align with the planning instruments, strategies, plans and legislation that sit above them in the hierarchy.

Figure 1: Legislative hierarchy



- 2.2 It is important to note that the identification of rural residential areas in this Strategy are only the first step in the process to secure the appropriate land use zoning (Living 3 zone) to enable sections to be subdivided and housing constructed.
- 2.3 A private plan change process to consider the substantive merits of rezoning and developing land must be undertaken. This more detailed assessment is required to consider the appropriateness of the rezoning, any associated amendments to the SDP and to confirm the suitability of the land to support

rural residential development (including detailed geotechnical, landscape, contaminated land, urban design, servicing and planning assessments).

Recovery Strategy for Greater Christchurch/ Mahere Haumanutanga o Waitaha (RSGS)

- 2.4 The Canterbury Earthquake Recovery Authority (CERA) was established by the Government to lead the recovery following the devastating earthquake in February 2011 and subsequent aftershocks. The RSGS sets out the overarching long-term vision and objectives for the recovery of Greater Christchurch, including the identification of the following five priorities and associated responses:

- (i) community wellbeing
- (ii) culture and heritage
- (iii) built environment
- (iv) economy
- (v) natural environment

- 2.5 Importantly, the RSGS sets out the minimum requirements for establishing the stability of land and identifying the risk of liquefaction and lateral displacement to assist in the consideration of the appropriateness of rezoning land⁵.

- 2.6 The RSGS was approved on the 31st May 2012 and is a high level document containing the strategic responses that CERA, assisted by a number of agencies and organisations, will undertake to guide the recovery efforts.

Land Use Recovery Plan (LURP)

- 2.7 The Minister for Canterbury Earthquake Recovery directed Environment Canterbury to develop a Recovery Plan for Greater Christchurch to guide the earthquake response over the next 15 years. A draft LURP was presented to the

⁴ Preliminary Draft LURP: 2.0 Context, Figure 4 – Legislative Framework, Mar2013 [P19]

⁵ RSGC: Section 05 Priorities; Resource consent applications and plan change proposals must demonstrate that the minimum geotechnical investigations prescribed by the Department of Building and Housing have been undertaken, May2012 [P12]

Minister on the 5th July 2013, who initiated a consultation process where comments had to be received by the 2nd August 2013. The LURP was Gazetted on the 6th December 2013, with the Recovery Plan having legal effect from that date.

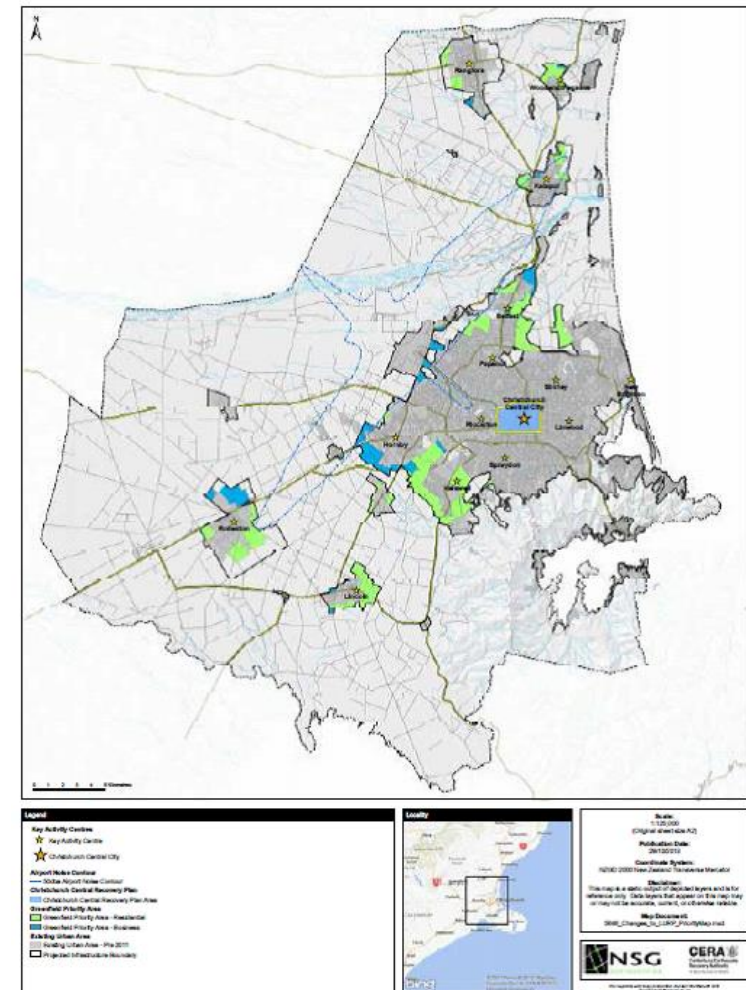
2.8 **Figure 2** illustrates the Greater Christchurch sub-region and the geographic extent of the area of the district that is subject to the RRS14.

2.9 The LURP is a significant document that sets out a resource management regime to assist in the recovery and rebuild of Greater Christchurch following the devastating earthquakes in 2010 and 2011.

2.10 The LURP prescribes 50 Actions, which are the interconnected delivery mechanisms necessary to⁶:

- provide for a range of housing opportunities, including social and affordable housing
- meet the land use needs of residential and business activities in existing communities and in greenfield areas to accommodate rebuilding and growth
- support recovery and rebuilding of central city, suburban and town centres
- ensure that repair and development of transport networks and service infrastructure support these activities
- take account of natural hazards and environmental constraints that may affect rebuilding and recovery

Figure 2: Geographic extent of the RRS14⁷



⁶ LURP: Executive Summary, 6Dec2013 [P6]

⁷ LURP: Appendix 1 – Amendments to the Canterbury Regional Policy Statement, 6Dec2013 [P26]

- 2.11 References to rural residential development in the LURP are very limited, with the only mention being the following exert contained in Section 4.2 - Building new communities⁸:

"The Recovery Plan provides a regional policy framework supporting some rural residential development during the recovery period to allow a range of choices of housing types for those needing to relocate. However, provision is limited to avoid inefficient use of land and infrastructure, protect future urban expansion options and manage potential conflict with rural character and rural activities. The supply and uptake of rural residential activity will be monitored."

- 2.12 The regional policy framework identified above is Chapter 6 to the Canterbury Regional Policy Statement (CRPS), which was inserted and made operative by Action 44 of the LURP⁹. The methods to manage rural residential development under Chapter 6 of the CRPS are outlined in the following subsection.
- 2.13 Chapter 6 of the CRPS sets out provisions to enable rebuilding and redevelopment, including¹⁰:
- the location, type and mix of residential and business activities to be provided for in metropolitan greater Christchurch, including priority areas for development through to 2028
 - the network of key activity centres needed to provide a focus for commercial activity, medium density housing, community facilities, public greenspace, and public and active transport networks
 - the methods to integrate land use with natural, cultural, social and economic outcomes, transport and other infrastructure, including stormwater management planning

- areas where rebuilding and development may not occur within the period of the Recovery Plan, including those areas constrained by natural hazards and environmental constraints
- minimum residential densities in greenfield and brownfield housing locations
- requirements for urban design to be addressed at various scales for business, housing and mixed-use development
- development of housing options on Māori reserves

- 2.14 Action 18 of the LURP directs Council to amend the SDP to the extent necessary to implement the adopted Rural Residential Strategy in accordance with Chapter 6 of the CRPS. The proposed implementation measures must be provided to the Minister for Canterbury Earthquake Recovery within six months, being the 6th June 2014. This was extended to the 30th June following a request to the Minister.

LURP Appendix 1: Chapter 6 to the CRPS

- 2.15 Chapter 6 of the CRPS builds upon several planning initiatives undertaken prior to the earthquakes to implement the Greater Christchurch Urban Development Strategy (UDS), which highlighted the need to manage rural residential activities tightly due to its potential to undermine consolidated urban forms and reduce the negative impacts it may have on the rural landscape values and productive capacity of farmland¹¹.
- 2.16 Chapter 6 of the CRPS sets out the role of rural residential housing in the recovery through issues, objectives and policies that District Plans must implement, or give effect to¹².
- 2.17 The following sub-section briefly describes the Chapter 6 of the CRPS provisions relevant to rural residential development, with the full list of provisions relating to rural residential development being provided in **Appendix 3**.
- 2.18 Issue 6.1.5 of Chapter 6 of the CRPS specifically references rural residential development in the context of the recovery,

⁸ LURP: Section 4.2.1 – Identify priority areas for greenfield housing development, 6Dec2013 [P25]

⁹ LURP: Section 4.6 – Implementing delivery mechanisms for recovery, 6Dec2013 [P40]

¹⁰ LURP : Appendix 1: Amendments to the Canterbury Regional Policy Statement, 6Dec2013

¹¹ UDS: Strategy and Action Plan 2007

¹² Pursuant to s75 (3)(c) of the RMA

identifying that it is a form of development that can change the character of rural areas and create adverse effects, both through adverse reverse sensitivity effects that if unconstrained, may undermine legitimate farming activities and strategic infrastructure, and through dispersed settlement patterns that will contribute to inefficient development and uneconomic service provision.

2.19 Objective 6.2.2 outlines the urban form and settlement pattern outcomes and their role in restoring and enhancing Greater Christchurch. It specifically identifies the need to manage rural residential development outside existing urban boundaries and the priority areas identified in the LURP, and to ensure it does not compromise the overall intent of consolidation in the Greater Christchurch sub-region.

2.20 Urban consolidation in this context is characterised by the following actions and outcomes¹³:

Urban consolidation principles

- 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
- enables extensions to the city/urban boundaries only where the land use patterns avoid isolated and dispersed patterns of urban growth

¹³ This interpretation of 'consolidation' is taken from the Environment Courts commentary on Objective 6.1 of the Christchurch City Plan in C217/2001 Suburban Estates Ltd and Muir Park Ltd & Ors v CRC & Ors; see also Christchurch City Plan: Volume 2; 6.1 Objective: Urban Consolidation and associated Policies, 14Nov2005

2.21 Policy 6.3.3 requires rural residential areas to be developed in accordance with an operative outline development plan (ODP) and prescribes what matters should be contained in these plans.

2.22 The key policy that manages rural residential development is Policy 6.3.9. This policy, and the associated methods and implementation tasks, represent the statutory driver behind the development of the RRS14. At a strategic level it requires SDC to develop a Strategy to manage the development of rural residential activity, and restricts this form of housing unless within the locations identified in an adopted Strategy.

2.23 The policy prescribes criteria to assist Councils in developing their Strategies, including parameters for identifying suitable locations. The criteria are not determinative, in the sense that plan changes are still required to consider the substantive merits of any changes to the SDP. Although importantly, Policy 6.3.9 is limiting as any Living 3 zone proposal that does not align with the locations contained in the adopted Strategy would be inconsistent with the LURP and would fail to give effect to Chapter 6 of the CRPS.

2.24 Rural residential activities are defined in Chapter 6 of the CRPS¹⁴ as follows:

"Means: residential units outside the identified Greenfield Priority Areas at an average density of between 1 and 2 households per hectare"

2.25 There is a dichotomy within the LURP and Chapter 6 of the CRPS in respect to the provision of rural residential households, where it is facilitated to a limited extent despite there being clear indications that it is a less sustainable form of development when compared to consolidated residential growth. A strong reliance is placed upon Rural Residential Strategy's to ensure that this form of development does not undermine the primary outcomes of the LURP, CRPS or SDP.

¹⁴ LURP: Appendix 1 - Amendments to the CRPS, Definitions, 6Dec2013 [P28]

- 2.26 Rural Residential Strategies are defined within Chapter 6 of the CRPS as follows¹⁵:

“Means: a strategy or plan developed for the purpose of identifying a territorial authority’s approach to the management of rural residential development in its district, using the special consultative procedure under the Local Government Act 2002”

- 2.27 Chapter 6 devolves the responsibility for establishing the quantum and locations of rural residential development to territorial authorities, who are tasked with preparing a Strategy that this form of development must accord with from a spatial and strategic planning perspective.

Canterbury Regional Policy Statement 2013

- 2.28 The CRPS provides an overview of the resource management issues in the Canterbury Region, and the objectives, policies and methods to achieve the integrated management of natural and physical resources. The methods include directions for provisions in district and regional plans.
- 2.29 The CRPS consists of 19 chapters, which contain the methods to manage a wide range of regional issues, including water, land-use and infrastructure, natural hazards, landscapes, heritage, energy, soils and hazardous substances¹⁶.
- 2.30 Chapter 5 manages land use and infrastructure, with one of its focuses being on the changes to urban, rural residential and rural environments and the infrastructure required to service these forms of development.
- 2.31 Objective 5.2.1 and Policy 5.3.1 are of particular relevance to rural residential development for the balance of Selwyn district outside the area that is covered by this Strategy. Objective 5.2.1 requires development to take place in a consolidated manner that is serviced appropriately¹⁷. Policy 5.3.1 has a

primary focus on meeting the wider region’s growth needs through sustainable development patterns, including limited rural residential households that must be attached to urban areas to achieve consolidated settlement patterns¹⁸.

A strategic planning framework for Selwyn District

Population growth

- 2.32 Selwyn District has consistently been one of New Zealand’s fastest growing areas for at least the past seven years, experiencing the highest growth rates of any district in 2012, 2011 and 2009 and being equal with Queenstown Lakes District in 2010 and 2007¹⁹. The Selwyn District has grown from a 1991 population of 21,300 to a 2013 population of 44,595²⁰.
- 2.33 Selwyn District shared the highest projected growth rate of 2.2% with Queenstown Lakes District in Statistics NZ’s sub-national population projections through to 2031²¹. The District was also the highest ranking region in New Zealand for economic change in 2012, which indicates that the area has a strong primary sector that is generating economic growth through increased population, employment, gross domestic product and business activity²².
- 2.34 The LURP growth projections indicate that Selwyn District is going to experience sustained population growth, with an additional 6,300 households required in the UDS area of Selwyn District up to 2028²³.
- 2.35 The LURP attributes this housing demand to the need for temporary housing while homes are repaired, to accommodate

¹⁵ LURP: Appendix 1 - Amendments to the CRPS, Definitions, 6Dec2013 [P28]

¹⁶ The CRPS was made operative on the 15th January 2013

¹⁷ CRPS: Chapter 5, Objective 5.2.1, Jan2013 [P31]

¹⁸ CRPS: Chapter 5, Policy 5.3.1, Jan2013 [P33]

¹⁹ Statistics New Zealand: Sub-National Population Estimates, Jun2007 to Jun2012 www.statistics.govt.nz

²⁰ Statistics New Zealand: Census Usually Resident Population Count www.statistics.govt.nz

²¹ Statistics New Zealand: Sub-National Population Estimates, 8Oct2012 www.statistics.govt.nz

²² BERL: Regional Rankings 2012, Mar2013 [P3]

²³ LURP: 3.2 Land use needs, Table 1, 6Dec2013 [P13]

rebuild workers and for new housing stock required by the existing population and incoming migrants²⁴.

Growth pressures

2.36 Issues that were becoming evident with the sustained growth occurring in the District prior to the Canterbury Earthquakes included:

- the ability for Council to provide appropriate and affordable infrastructure
- difficulties in integrating new residential development into established Townships
- residential environments within the district being seen as dormitory suburbs of Christchurch City
- challenges in preserving the compact urban form of existing settlements
- the need to retain the open and spacious rural identity and character of the District

2.37 A more proactive and strategic planning framework has been implemented to ensure development is coordinated in a more sustainable manner that not only responds to community needs, but ultimately better achieves the purpose of the RMA.

2.38 SDC has been directly involved in the following initiatives to take a more directive role in managing urban growth:

- being a signatory to the UDS and contributor to the development of Change 1 to the CRPS (now Chapter 6 to the CRPS)
- adopting Township Structure Plans for Lincoln, Rolleston and Prebbleton and an Integration Plan for Darfield
- formalising the Living Z zone to:
 - (i) incorporate a framework that manages the strategic residential growth of Townships to ensure the SDP accords with the CRPS
 - (ii) promote better development outcomes through urban design

- (iii) incorporates more comprehensive rules for managing the subdivision of land
- (iv) implement the Lincoln and Rolleston Structure Plans

- embarking on a District Development Strategy: Selwyn 2031 to provide over-arching planning direction across the entire district
- being a signatory to the Urban Design Protocol since September 2008. Adopting an Urban Design Action Plan²⁵ and preparing Design Guides to assist in achieving better outcomes for residential activities, commercial development, medium density housing and the subdivision of low-density allotments
- adopting the Five Waters Strategy and Activity Management Plans to define a strategic vision for the sustainable management of the five water services (community water, land drainage, water races and stormwater) and transportation has been developed and is being implemented

2.39 SDC has also taken a more directive role in determining where, and what form, urban and rural lifestyle growth is to occur. This has been linked to the sub-regional initiatives outlined in the previous sub-section to achieve long term efficiencies in the provision of services and the sustainable management of resources.

2.40 The Canterbury Earthquakes have brought the resource management issues identified above to the fore, with the need to affect a timely and effective recovery becoming paramount.

²⁴ LURP: 3.2.1 What are the land use needs for housing?, Dec2013 [P13]

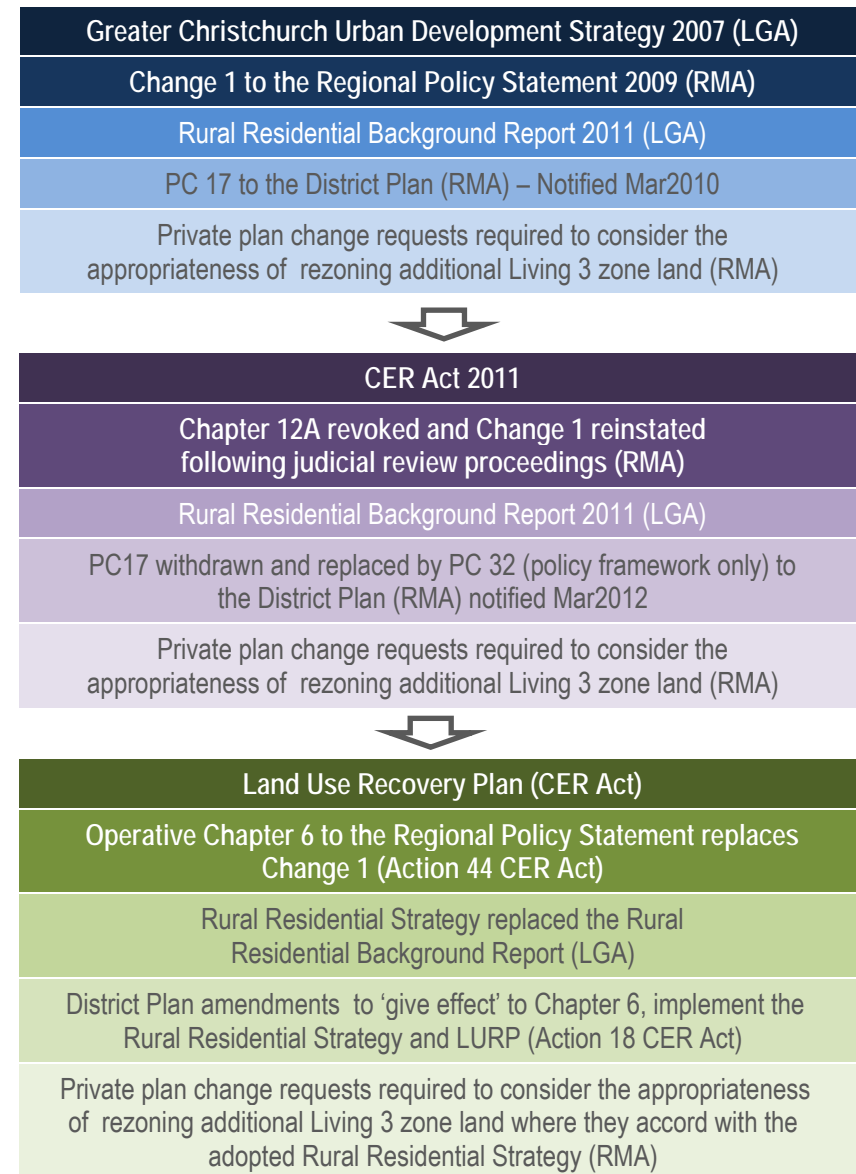
²⁵ The Council's Urban Design Action Plan lists the following primary outcomes: (a) to provide a means of assessment of subdivision applications to allow for greater use of discretion; (b) to break away from the strict use of engineering-based standards to create more variety and 'human scale'; and (c) to ensure subdivision respects its context and provides for connections

Council initiatives to manage rural residential development

The UDS and Change 1 to the CRPS

- 2.41 Prior to the LURP and Chapter 6 to the CRPS, Environment Canterbury prepared Change 1 to the CRPS to implement the urban consolidation principles contained within the Greater Christchurch Urban Development Strategy (UDS). Change 1 aimed to apply an integrated planning approach across the Greater Christchurch sub-region to consolidate the settlement pattern to:
- reduce urban sprawl and reinforcing existing commercial and community centres
 - create efficiencies in the provision of infrastructure and operation of transport networks
 - provide a range of living environments and housing opportunities, including the management of limited rural residential households
 - improve living spaces by bringing appropriate urban design elements into all aspects of planning
- 2.42 Change 1 to the CRPS acknowledged that rural residential development provides some housing choice and that it could be provided for to a limited extent. This was on the proviso that rural residential growth was well integrated into existing settlements to avoid undermining the overriding urban consolidation principles espoused within the framework.
- 2.43 Change 1 to the CRPS prescribed similar criteria to what are contained in the now operative Chapter 6, but restricted the number of rural residential households to 600 within the UDS area of the District up to 2041. Change 1 has been surpassed by the LURP and Chapter 6, but it has been a significant influence on several planning initiatives advanced by Council over the last three years. **Figure 3** above summarises the changing sub-regional planning framework and the various Council initiatives that have been advanced in response to these changing circumstances.

Figure 3: The evolving sub-regional planning framework

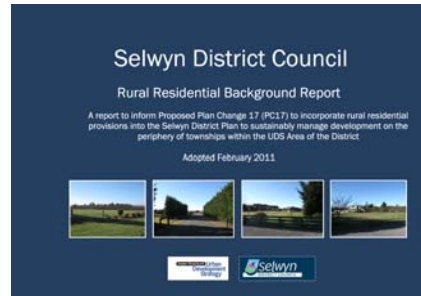


Rural Residential Background Report 2011

2.44 The Rural Residential Background Report (RRBR11) was adopted by Council in February 2011.

2.45 The RRBR11 provided the following:

- a response to the general lack of clarity around the optimal form, function and character anticipated within rural residential environments in the context of the UDS area of Selwyn District
- a resource containing research findings and technical reports that clarify the basis for determining the parameters and quantum of rural residential households, which was considered necessary to ensure a sufficiently robust cost benefit analysis could be undertaken for any Council promulgated plan change to manage this form of development
- a starting point for the rural residential review required by Policy 14 of the decisions version of Change 1 to the CRPS



2.46 The RRBR11 findings and policy position has for the most part been retained within the RRS14 as it continues to reflect the geographic context and planning direction contained in the LURP and Chapter 6 of the CRPS.

Proposed Plan Change 17 (PC17)

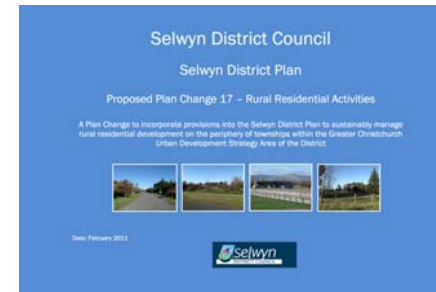
2.47 PC17 was a proactive planning framework that recommended the specific rezoning of selected rural land holdings to accommodate approximately 170 rural residential households.

2.48 PC17 proposed an allocative framework to facilitate the provision of rural residential sections within the UDS area of the District for a five year period.

2.49 PC17 was formulated in direct response to the need to:

- facilitate the development of some lifestyle living opportunities in the UDS area of the District
- proactively manage the effects arising from rural residential forms of development (cumulative effects, erosion of rural amenity values, loss of rural productive land, adverse reverse sensitivity effects and managing unconsolidated urban sprawl)
- ensure the SDP had regard to Change 1 to the CRPS

2.50 An influencing factor in adopting the allocative approach contained within PC17 was the high degree of uncertainty at the time around the methods within Change 1 to the CRPS for managing rural residential activities. It was considered that a Council initiated plan change had to be promulgated to proactively manage rural residential development.



2.51 A decision to withdraw PC17 and to prepare an alternative framework was made based on the following realities at the time:

- the Minister of Earthquake Recovery's decision to make Chapter 12A operative and revoke appeals on Change 1 to the CRPS provided significant surety at the time around the parameters for managing rural residential activities in Greater Christchurch (Chapter 12A was revoked following a successful judicial review proceeding)
- decisions on PC8 and 9 meant that most of the preferred locations proposed by PC17 could no longer be zoned without it resulting in the SDP failing to 'have regard' to Change 1 to the CRPS, which prescribed minimum households (i.e. 148hh of the 200hh up to 2016 have been allocated to PC8 and 9)
- decisions on PC8 and 9 also formalised a Living 3 Zone into the SDP, which inserted a framework for managing rural residential development within the UDS area of the District (albeit with a specific focus on two sites to the south-west of Rolleston)

- there was insufficient scope within the notified version of PC17 to defer development into the second sequence (i.e. rezone the preferred locations identified in PC17, but defer their development until post-2016)
- a large proportion of submissions opposed the allocative approach promoted through PC17
- the Canterbury earthquakes (geotechnical requirements under the CRPS²⁶ and DBH²⁷) and other legislative changes (NES on contaminated soils) contributed to significant cost increases that would be borne by Council
- the costs associated in pursuing PC17, including evidence preparation to confirm the appropriateness of the preferred locations and to assess alternative sites, could not be justified

Living 3 zone framework

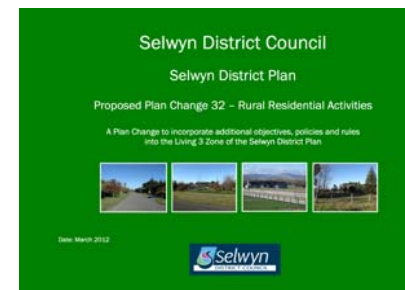
- 2.52 Decisions on the privately requested PC8 and 9 formalised a Living 3 Zone policy framework. This included objectives, policies and rules for managing rural residential activities and incorporated performance standards to manage the development of 148 rural residential households at two locations on the periphery of Rolleston.
- 2.53 There is now a general framework in place that aligns with the UDS, Change 1/Chapter 6 of the CRPS and LURP, albeit with a specific focus on the development areas in Rolleston.

Proposed Plan Change 32 (PC32)

- 2.54 PC32 replaced PC17 and proposed amendments to the operative Living 3 Zone objectives and policies to inform the assessment of privately requested rural residential plan changes across the wider UDS area. It also proposed general

default rules to manage Living 3 zone activities on an on-going basis.

- 2.55 PC32 recognised that there was a need to facilitate the provision of some rural residential development, without compromising the urban consolidation principles of Change 1 to the CRPS, and now Chapter 6 and the LURP.
- 2.56 PC32 introduced a number of amendments to the SDP as it relates to the UDS area of Selwyn District. These reflected the majority of provisions originally contained within PC17 to strategically manage rural residential activities and to build upon the operative Living 3 Zone.
- 2.57 A significant distinction between PC17 and PC32 was that the latter concluded that the selection of the optimal locations for accommodating rural residential activities were best determined on a first in first served basis. Therefore, PC32 did not specifically rezone any land to Living 3 densities.
- 2.58 PC32 was publicly notified on the 31st March 2012. Further submissions closed on the 27th July 2012. A total of 28 submissions and 17 further submissions were received. Submissions covered a broad range of topics, including requests that the plan change be approved, be withdrawn or that it be amended in a number of ways. PC32 adopted a first in first served framework where privately initiated plan change had to determine the appropriateness of rezoning specific land holdings, whereas Change 1 to the CRPS limited the number of households in the first sequence up to 2016 to 200.
- 2.59 A hearing to consider these submissions did not take place as Council was awaiting a resolution of Change 1 to the CRPS appeals in order to provide a settled strategic planning framework against which PC32 submissions could be considered. Change 1 to the CRPS has now been overtaken



²⁶ Policy 13 Method 13.1 (iv) of Chapter 12A of the CRPS now required site investigations to be undertaken to confirm that: "Areas within which Rural Residential development may occur shall be defined by changes to the district plan by territorial authorities subject to the following: ... - avoid land where the potential for liquefaction and lateral displacement is such as to be uneconomic for urban development to safely proceed:..." 17Oct2011 [P24]

²⁷ The Department of Building and Housing standards entitled *Guidelines for the Investigation and Assessment of Subdivisions: Interim, Minimum Requirements for Geotechnical Assessment for Land Development (Canterbury Region)*, required detailed geotechnical analysis to be undertaken at the plan change stage to determine land stability and a sites susceptibility to liquefaction and lateral displacement

by the LURP and the associated Environment Court appeals are no longer being considered.

- 2.60 PC32 was effectively superceded by Action 18 of the LURP, which directed Council to provide the Minister with the SDP amendments to necessary to implement the adopted Rural Residential Strategy and 'give effect' to Chapter 6 of the CRPS by the 6th June 2014 for consideration²⁸.

²⁸ LURP: 4.2 Building new communities, Action 18, 6Dec2013 [P27]

3 Historic overview

Introduction

- 3.1 There has historically been a high demand for parcels between 2,000m² to 5,000m² in size with a rural outlook for lifestyle living in Selwyn District. This is particularly true for locations in close proximity to existing settlements and within 30km of the boundary with Christchurch City. Prior to the Living 3 zone, rural residential activities were administered predominantly through Existing Development Areas (EDA's), Living 2 zones and the utilisation of larger 4ha parcels within the Rural (Inner Plains) zone for lifestyle living purposes.
- 3.2 A broad range of densities have unfolded as development has been directed by individual plan change requests/variations and consented activities that have been driven by the aspirations of individual land owners.
- 3.3 This market-led approach has been variable in achieving an appropriate rural residential form, function and character within developments, contributing to:
- costly and fragmented infrastructure services
 - incongruous interfaces between rural and urban areas
 - future growth options of Townships being impeded
 - giving rise to amenity conflicts and adverse reverse sensitivity effects between productive rural land uses and occupants of lifestyle blocks
 - in some cases, large lot subdivisions have been created that display a suburban rather than a rural residential form, function and character
- 3.4 The absence of a strategic planning framework to guide rural residential growth has generated a perception that intensification of small rural land holdings on the periphery of townships is generally accepted as being appropriate. The expectations of land owners have been raised, which has resulted in property speculation and increased pressure for subdivision.

3.5 This is despite the SDP prescribing:

- (a) minimum household densities in the various rural environments
- (b) identifying preferred residential growth paths
- (c) highlighting the contrasting expectations and potential conflicts between rural residential land owners and rural land owners

Frameworks for managing rural residential development

Living 2 zone

3.6 Living 2 zones replaced the rural residential zones previously provided in the Transitional District Plan²⁹. These environments support considerably lower densities than what are provided in Living 1 zones and are anticipated to contain rural character elements.

3.7 Living 2 zones are generally located on the edge of townships and are characterised by:

- larger sections
- lower ratios of open space to built form
- panoramic views
- rural outlook³⁰

3.8 There are currently ten Living 2 sub-zones within the area of the district that is subject to this Strategy. These zones provide allotments that range in size from between 0.3 to 1.5ha. Importantly, Living 2 zones are managed by the Township Volume of the District Plan and are contained within the Township boundaries prescribed in the LURP.

3.9 The uptake of Living 2 zoned land has been high as they offer a number of benefits from a market perspective to standard residential section sizes, including:

- generally higher levels of outlook and amenity

- proximity to urban services, community facilities and social networks
- relatively affordable land prices that have been assisted by availability and the relatively recent preference for larger outdoor living areas
- more flexible land use options that are more cost effective and manageable than a smaller rural 4ha land holding

3.10 These factors are often what attract residents to Selwyn District, offering alternatives to what is generally available in Christchurch City.

3.11 There has been pressure from land owners to subdivide sections within established Living 2 zones. However, intensification of these areas has often been met with resistance from some existing land owners who want to retain the high amenity attributed to these areas.

3.12 The SDP identifies that there may be scope for the further subdivision of Living 2 zoned land where:

- it is established to be an efficient use of land
- improves the amenity value of the area
- enables people to provide for their economic well being by having the ability to sell surplus land

3.13 These requirements are sometimes difficult to achieve where original subdivision layouts and infrastructure services have not envisaged further intensification. It can also give rise to amenity conflicts where some residents have an expectation that the area and density of development will remain unchanged.

Existing Development Areas (EDA's)

3.14 EDA's are recognised in the SDP to the extent that they are appropriate when completed in accordance with the originally approved plans³¹. EDA's were formalised through changes to the Transitional District Plan or via resource consents; others

²⁹ Selwyn District Plan: Township Volume; B4-004, Policy B4.1.2, 10Jun2008

³⁰ Selwyn District Plan: Township Volume; Table A4.4 Description of Township Zones, A4-011, 10Jun2008

³¹ Selwyn District Plan: B4-007, Policy B4.1.4, 10Jun2008

were included within the Transitional District Plan and rolled over to the current SDP³².

- 3.15 Any intensification of EDA's to higher densities is subject to the minimum allotments prescribed in the Rural Volume of the SDP for the Inner and Outer Plains Rural zones. There are currently nine EDA's outside the identified Township boundaries, but within the area of Selwyn District that is subject to this Strategy³³. These provide allotments ranging from between 0.2 to 1ha in size.
- 3.16 The majority of EDA's are isolated low-density residential enclaves that have predominantly rural outlooks. This separation places a greater reliance upon private motor vehicles for work, leisure and social interaction and the need for site specific infrastructure solutions, such as septic tanks and water bores.
- 3.17 The disconnection and severance of EDA's from townships can result in adverse effects in terms of travel demand and vehicle emissions, particularly when compared to urban households in areas such as Lincoln, Prebbleton and Rolleston where public transport is available.
- 3.18 There can be pressure from residents for the amenities and services provided in urban areas, such as sealed footpaths, wider roads for refuse collection, street lighting and reticulated services. This is often despite the fact that the EDA is located in a rural area some distance from a Township. The provision of urban type amenities to these areas often only serves to further undermine rural amenity and character, to erode the distinction between rural and urban forms of development and generate pressure on infrastructure service providers.
- 3.19 EDA's, such as Kingcraft Drive on the western periphery of Prebbleton, were initially zoned as farmlets for small scale productive uses, but have subsequently been utilised for

lifestyle living purposes³⁴. These areas have effectively become rural residential in nature, but because they are located on the periphery of townships there is a risk that they may impede future residential growth paths and undermine the ability for a compact concentric urban form to be achieved in the long term.

- 3.20 This is now evident in Prebbleton where the Kingcraft Drive EDA is now precluding the township from easily expanding in the preferred growth path to the west.

Figure 4: Kingcraft Drive EDA



- 3.21 EDA's, and rural residential environments in general, are often difficult to retrofit to residential densities as:

- not all land owners have development aspirations and enjoy the existing amenity
- the subdivisions rely on infrastructure designed for a limited number of households
- ad hoc subdivision of lots can lead to numerous rear driveways and a lack of connectivity through the area
- the developments are predominantly serviced by individual septic tanks or small scale sewerage treatment plants and bore supplied water

³² ENV C 255/04 Memory's Ranch Ltd v Selwyn District Council

³³ Selwyn District Plan: Rural Volume, C10.1; Edendale, Yorktown, Johnson Road, Jowers Road, Kingcraft Drive, Raven Drive, Railway Corner, Rocklands and Devine Acres

³⁴ Paparua County Scheme: Decisions on Proposed Scheme Change 19, 27Sep1989

Variation 23 – ‘1km Rule’

- 3.22 Variation 23 to the Rural Section of the Proposed District Plan (PDP) removed the ‘1 Kilometre Rule’ (1km Rule), which promulgated the development of rural zoned land to rural residential densities on the periphery of townships. The proposed densities were one house per hectare within a kilometre perimeter of the district’s primary settlements and within 0.5km of the majority of smaller townships.
- 3.23 Decisions on Variation 23 formalised the removal of the 1km Rule from the PDP in December 2006. It was considered that this type of planning approach would facilitate ad hoc development. This in turn, could have resulted in adverse environmental and infrastructural effects that would be inconsistent with the urban policy framework of the District Plan.
- 3.24 The decisions on Variation 23 considered there would be significant benefits in providing a low-density residential Living 2 zone to replace the 1km Rule and to rely upon submissions to define the limits of this zone³⁵. It was concluded that the 1km Rule was contrary to the ‘no zoning’ approach of the District Plan at the time.

Historic outcomes

Lifestyle living in the rural zones of Selwyn district

- 3.25 The SDP identifies that the single most significant resource management issue affecting the Plains is the demand for small allotments less than 4ha in size for residential development³⁶.
- 3.26 It is evident that some land owners purchase 4ha parcels for lifestyle purposes in the absence of affordable low-density living environments. These land holdings often become difficult to manage as only a small portion of the land is required for living purposes, with the remainder having to be

maintained. This is a particular hindrance where a land owner’s primary income is from employment in Christchurch City or other urban areas in the district.

- 3.27 The management of rural properties require a range of skills to ensure hedges and trees are trimmed, stock is appropriately cared for, weeds are managed, pasture and soil quality are maintained and fire hazards are avoided. There is anecdotal evidence suggesting that not all residents occupying lifestyle blocks and smallholdings have the skills necessary to manage rural land and stock to the necessary standard, and the rural land resource is underutilised as a result.
- 3.28 There are varying perceptions of what life in rural areas should entail, including amenity attributes and expectations that people hold about rural amenity³⁷. Occupiers of lifestyle blocks anticipate a quiet and pleasant semi-rural retreat, where they are not unduly affected by close neighbours or the fast pace of urban areas.
- 3.29 However, these ideals can conflict with the nature of rural zones, where the SDP recognises the utilitarian and functional qualities of the rural environment to support agriculture, productive land uses and strategic infrastructure. Rural activities invariably generate noise and odour emissions, vibrations, earthworks, spray drift, stock movements and other effects commensurate with primary production. Conflict can arise within established rural residential enclaves that are subject to the Rural Volume of the SDP where rural activities are provided for as permitted activities.
- 3.30 Conflicting land uses often lead to adverse reverse sensitivity effects, which arise where a new incompatible land use is introduced into an environment. This has the potential to limit the operation of existing (rural) legitimately established activities³⁸. The prevalence of reverse sensitivity effects and rural amenity conflicts prompted the Ministry for Environment to produce several brochures and publications in 2001 to educate urban dwellers contemplating a move to the

³⁵ Selwyn District Council: Recommendation of the Hearing Panel on Variation 23, 12Dec2006

³⁶ Selwyn District Plan: Rural Volume; Policy A4.5, A4-011, 10Jun2008

³⁷ MfE: “Managing Rural Amenity Conflicts”, Feb2000 [P4]

³⁸ MfE: “Managing Rural Amenity Conflicts”, Feb2000 [P16]

countryside on the realities associated with living in rural areas.³⁹

- 3.31 The use of rural land holdings for predominantly lifestyle purposes can result in adverse visual effects through the domestication of the rural environment. This arises where extensive lawns, urban type fencing, exotic vegetation and garden structures that represent urban characteristics contrast with the utilitarian nature and openness of the rural landscape.
- 3.32 Most dwellings and their associated curtilage areas in rural settings display urban traits, but these can undermine rural landscape values where the cumulative effects of too many dwellings in proximity to each other collectively create an overabundance of domestication in the landscape.

Figure 5: Established rural residential property⁴⁰



- 3.33 The pressure to subdivide rural land holdings that have been utilised for predominately lifestyle purposes are exacerbated where the properties are located in close proximity to existing urban settlements. There is a perception from land owners that these areas are in a holding pattern for future intensification⁴¹. This arises from the high demand for larger residential sections with a rural outlook close to the social,

employment, schooling, recreational and retail opportunities afforded by urban settlements.

- 3.34 Subdivision also provides land owners with the opportunity to achieve a capital gain and to reduce the time and effort often associated with maintaining large properties. The chances of conflict occurring between activities in the rural environment are significantly increased where subdivision increases the number of small land holdings located close together and where the pattern of settlement intensifies as a result⁴². Furthermore, the intensification of peri-urban areas can inflate property prices, increase rates, and make it difficult for established rural activities and strategic infrastructure to expand⁴³.
- 3.35 The lack of direction and control as to the form and location of rural residential development in the SDP prior to the Gazetting of the LURP made the management of cumulative effects associated with incremental change to the rural environment and growth of Townships difficult to manage. The cumulative effects of individual and discrete developments have the potential to significantly affect, and change, the environmental values of peri-urban areas and rural environment when assessed on a collective basis⁴⁴.

³⁹ MfE: "Thinking About Living In the Country?" and "Managing Rural Amenity Conflicts", Mar2001

⁴⁰ Image sourced from Google Maps – www.google.co.nz

⁴¹ PCE: "Managing Change In Paradise – Sustainable Development In Peri-urban Areas", Jun2001 [P57]

⁴² MfE: "Managing Rural Amenity Conflicts" Feb2000 [P33]

⁴³ MfE: "Managing Rural Amenity Conflicts" Feb2000 [P37]

⁴⁴ PCE: "Managing Change In Paradise – Sustainable Development In Peri-urban Areas", Jun2001 [P 87]

4 Rural residential context and 'Issues' identification

Introduction

- 4.1 Rural residential activities are recognised as being both an urban growth and rural maintenance issue, with it being linked to:
- firstly, the strategic growth management policies of Townships; and
 - secondly, the need to maintain rural amenity and avoid adverse reverse sensitivity effects that have the potential to undermine rural character, the efficient operation of strategic infrastructure and legitimately established rural productive activities
- 4.2 The LURP identifies that rural residential development must be limited to not only avoid inefficient land use and infrastructure, but to also protect future urban expansion options and manage potential conflict with rural character and rural activities⁴⁵.
- 4.3 The following sub-section initially identifies the context of rural residential development in relation to the rural land resource and the Canterbury Plains. It then goes on to identify a number of issues that are attributed to rural residential development, including on the rural land resource and the consolidated management of Townships.

Rural land resource

Rural land - Issues and trends

- 4.4 Rural land is vitally important both locally and nationally, particularly in post-earthquake Canterbury where primary industries were relatively unscathed in comparison to activities based in Christchurch City and the surrounding townships.

- 4.5 Rural land is a finite resource that directly influences the country and regions identity, character, amenity, landscape, economy and employment. The following outlines the importance of rural land, details the recent trends that have contributed to changes in how rural land is being used and considers the impact intensification can have on rural productivity.
- 4.6 The rural community is diverse and dynamic. The prosperity and demography of the rural population varies significantly as a result of the:
- economic viability and productive capacity of the land
 - geographic location and proximity of the property to urban areas
 - desirability of rural areas as a place to live and work
- 4.7 The total number of people living in rural areas has remained relatively constant over the last 100 years. However, the proportion of people living in rural areas in comparison to urban areas has fallen from 50% to 15% over the same period⁴⁶. Pastoral agriculture was New Zealand's most economically productive land use, contributing \$16.1 billion to the national economy in the year ended March 2007⁴⁷.
- 4.8 In 2009 97.3% of the nations land resource was identified as being 'rural', while only 13.8% of the country's population resided in these areas. **Table 1** illustrates the land use classifications, describes the activities that were taking place in these areas and outlines the population, land area and densities relating to each category at the time the research was published.
- 4.9 The Canterbury Plains and foothills cover 54% of the 649,200ha of land that constitutes the Selwyn District⁴⁸. Farming remains the dominant land use in the District, although rural land is also utilised for forestry, conservation, quarrying, business activities and recreational opportunities.

⁴⁵ LURP: Section 4.2.1 – Identify priority areas for greenfield housing development, Dec2013 [P25]

⁴⁶ Ministry for Primary Industries: Information on Rural New Zealand, www.maf.govt.nz/mafnet/rural-nz

⁴⁷ Ministry for the Environment: Environment New Zealand 2007, Dec2007

⁴⁸ Selwyn District Plan: Rural Volume, A4-10, 10Jun2008

Table 1: Land use classifications of New Zealand⁴⁹

Category	Description	Land Area %	Pop. %	People/ km ²
Total Urban (min. pop. of 1,000)	Includes all cities, towns and urban areas	2.7	86.2	-
Rural <i>High urban influence</i>	Located in close proximity to urban areas, significant proportion of the workforce rely on urban areas for employment	2.9	2.6	14.1
Rural <i>Moderate urban influence</i>	Clusters close to urban areas, significant proportion of residents work in urban areas	8.0	3.6	7.0
Rural <i>Low urban influence</i>	Includes the rural hinterland, residents predominantly work in the rural sector and have a minimal dependence on urban centers	33.3	5.7	2.7
Rural <i>Highly remote</i>	Includes conservation estate, pastoral high country and mountainous areas	53.1	1.9	0.6

4.10 The SDP identifies that the rural land resource is not only valuable for the productive capacity of its land and soils, but also for the recreational, natural, aesthetic and amenity values it provides to its residents and those visiting or undertaking business within the District.

4.11 Agriculture, forestry and fishing was the largest industry in Selwyn in the year to December 2009, accounting for 28% of the districts economic output⁵⁰. Correspondingly, agriculture, forestry and fishing provided 26.4% of the employment in the District.

Figure 6: Canterbury Plains



Changing perceptions and trends in rural land uses

- 4.12 The past 20 years has seen a significant shift in perceptions and functions of the rural land resource, which was a catalyst for the restructuring of rural economies, society and spaces⁵¹. The privatization of rural services, removal of government tariffs in response to globalisation, changes in social perceptions against the productivist ethos and concerns with the environmental effects associated with rural land uses drove significant change in the rural sector. These factors lead to unemployment, the closure of rural services (such as local schools) and an exodus of the rural population base to urban centers during the late 1980's⁵².
- 4.13 Rural land owners and stakeholders have adapted to these challenges by diversifying land uses. This has contributed to a degree of counter urbanisation, where people are attracted by the amenity and lifestyle opportunities afforded by small holdings and lifestyle blocks. These land owners have introduced innovative ways to produce income from smaller rural properties.
- 4.14 This diversification has also resulted in benefits to the wider social and economic make-up of rural areas on the outskirts of large settlements. These benefits have not necessarily undermined landscape values, rural character or

⁴⁹ Ministry for Primary Industries: Information on Rural New Zealand, www.maf.govt.nz/mafnet/rural-nz

⁵⁰ Infometrics: Selwyn District – Quarterly Economic Monitor, Dec2009

⁵¹ Lincoln University: M. Mackay, H. Perkins & S. Espiner; *The Study of Rural Change from a Social Science Perspective*, Jul2009 [P3]

⁵² Ibid 48 [P4]

environmental quality. It is important to note that land holdings in this context range from 2ha to 40ha in size.

- 4.15 An example of these changing land uses is illustrated in the West Melton area, where traditional pastoral farming has been increasingly replaced by more intensive artisan activities utilising small rural land holdings. There are now a broad range of rural based entrepreneurs taking advantage of the geographic location and natural elements in the area, which now supports wineries, restaurants, saffron and perennial flower growing, olive groves, nut orchards, cheese making and other niche products⁵³.

Figure 7: Vineyard



- 4.16 Rural production in general has been able to be intensified through more refined farming practices and technological advances, which have enabled farmers to extract greater yields from smaller land holdings. Importantly, rural land is no longer seen solely for its productive capacity to generate economic returns for the rural sector. It has increasingly become a commodity used to attract tourists, promote the country's national identity and to advertise and sell a broad range of goods⁵⁴.
- 4.17 In conclusion, there are a broad range of market, social, economic and environmental factors that influence the successful use of rural land, where much relies upon the aspirations, resources and skill sets of the property owners themselves.

Intensification, diversification and loss of rural productivity

- 4.18 The intensification and diversification of rural land presents some obvious conflicts and potentially adverse effects, including:
- the degradation and loss of ecosystems, environmental quality, life supporting capacity of versatile soils and indigenous biodiversity
 - the loss of the productive capacity of rural land
 - increased adverse reverse sensitivity effects where conflict arises between differing perceptions of what activities are appropriate in the rural environment
 - reduced efficiencies in the provision and operation of strategic infrastructure
- 4.19 The Environment New Zealand 2007 report identified that pastoral land cover decreased by 1% (125,000ha) between 1997 through to 2002, whereas settlements increased by 3% (5,300ha)⁵⁵. The report highlighted that the move towards intensification and diversification of rural land use was placing the following pressures on natural resources:
- water availability and quality
 - soil quality
 - land stability
 - increased greenhouse gas emissions
 - advancing the loss of habitats
- 4.20 Lincoln University research established that there has been a decrease since the 1990's in the total number of farms, with a general trend for larger dairy farms and smaller land holdings for lifestyle purposes being created.⁵⁶
- 4.21 The Ministry of Primary Industries undertook research on the West Melton area to determine the biophysical and ecological

⁵³ Avenues: Issue 72, "West Melton – From River to Riches", K. Knight, May2010

⁵⁴ Ibid 48 [P9]

⁵⁵ Ministry for the Environment: Environment New Zealand 2007, Dec2007 [P213]

⁵⁶ Lincoln University: S. Mulet-Marquis & J. Fairweather; "New Zealand Farm Structure Change & Intensification", Mar2008

impacts of rural subdivision, where large traditional farms were being subdivided to create parcels ranging from 1ha to 10ha in size⁵⁷. The findings were that 81% of the subdivided land was retained in pasture, 9% was utilised for amenity purposes, 6% for wood lots and 3% for other crops.

- 4.22 The study concluded that little difference in biophysical and ecological quality could be found between subdivided land and nearby larger scale rural land uses. However, the study confirmed that environmental issues associated with the use of fossil fuels and energy, landscape values and loss of rural character were relevant concerns that needed to be addressed when considering wider issues beyond the biophysical and ecological impacts of rural subdivision.
- 4.23 A further study undertaken by the Ministry of Primary Industries considered the extent to which urban expansion may be threatening the viability of New Zealand's agricultural sector and whether the planning regime under the RMA was sufficient to address any associated issues⁵⁸. This report concluded that overall, urban growth itself was not posing a threat to New Zealand's agricultural production base and that there did not appear to be any compelling reasons at the time for District and Regional Councils to zone land for agricultural purposes.
- 4.24 The study also assessed the number of smallholdings containing farms below 40ha in size, confirming that land holdings of this size had increased from 27% to 45% of all farms from 1972 to 1992. The report concluded that there was no evidence to suggest that subdivision lowers production. The study highlighted that smallholdings promote a greater range of productive activities that could contribute to the social and economic diversity of rural community's.
- 4.25 A similar study was undertaken by the Ministry of Primary Industries in the Western Bay of Plenty to determine whether subdivision was reducing the amount of productive rural land

and the consequences of this land use change⁵⁹. The study was based on a survey of residents owning subdivided land holdings that ranged between 0.003ha to 19.715ha in size. The average property considered under the survey was approximately 2.5ha in size.

- 4.26 This study concluded that 85% of the properties subdivided into lots of less than 0.5ha were removed from primary production and 59.3% of lots between 0.5 to 3.9ha were no longer in primary production. The report calculated that 3,517ha of productive rural land was lost as a result of subdivision for lifestyle purposes across all land in the Western Bays district between 1995 and 2000. This equated to a loss of \$13.8 million of income to the District over the same period.
- 4.27 **Table 2** provides a summary of land uses and the minimum allotment area generally required to support sustainable production in the context of the Canterbury Plains.⁶⁰ It is significant in highlighting the range of productive land uses, but is equally important in illustrating that the smaller parcels become the less viable they are for productive rural land uses without extensive capital investment.
- 4.28 **Table 2** illustrates that as lot sizes fall below 20ha in size, productivity becomes focused more on intensive horticultural activities and less on grazing and cropping. The range of land uses on properties below 4ha in size are limited, with only greenhouse vegetables and outdoor flowers being a viable productive use on land holdings below 2ha in size.
- 4.29 This emphasises the trend for parcels below 4ha in size being occupied for predominantly residential lifestyle purposes where the primary income is generated from offsite activities. It also highlights the need to retain larger rural land holdings to support rural productivity.

⁵⁷ Ministry of Primary Industries: *"Biophysical and Ecological Impacts of Rural Subdivision"*, 13Jul1998

⁵⁸ Ministry of Primary Industries: C. Ward, I. Cairns & D. Anderson; *"Land Use Change – Are Current Policies Adequate?"*, 14Jun1996

⁵⁹ Ministry of Primary Industries, S. Scarrow: *"Agricultural Productivity Changes Due to Rural Subdivision in the Western Bay of Plenty"*, Nov2000

⁶⁰ C217/2001 Suburban Estates Ltd and Muir Park Ltd & Ors v CRC & Ors; Evidence in Chief of R Brooks [P80-82]

Table 2: Productive rural land uses and allotment sizes⁶¹

Land use	Area (ha)
Stone fruit, nuts and wine grapes	10
Outdoor vegetables (extensive/intensive)	10/4
Berry fruit (extensive/intensive)	10/4
Pip fruit	8
Herbs and intensive specialty vegetables	2
Outdoor flowers	1 to 2
Greenhouse vegetables and flowers	0.5 to 1

Rural land - overview

- 4.30 In summary, the research reviewed in formulating the RRS14 identifies that subdivision and intensification of rural land has increased in the past 20 years in response to a range of social, economic and environmental factors. The fragmentation of land ownership does not, in itself, reduce productivity or rural amenity; rather it is the size of the resulting allotments and how individual land owners choose to manage it. The range of uses that are able to generate a primary income decreases as allotment sizes are reduced.
- 4.31 The findings suggest that rural land that is subdivided to allotments ranging in size from between 2ha to 40ha does not directly reduce its productivity. There is evidence to suggest that intensification promotes diversification and the economic returns from rural land holdings.
- 4.32 The subdivision of rural land holdings to below 4ha, and even more so below 2ha in size, are predominantly used for lifestyle purposes and are invariably removed from primary production. Parcels below 2ha in size are likely to be lost from any form of

rural productivity and often fail to retain the character that is commensurate to rural land uses.

- 4.33 Anecdotal evidence suggests that even where land owners continue to use parcels below 2ha in size for rural productive uses, such as horticultural cropping, any revenue gained from the resulting activity is sometimes not enough to recuperate the capital required to pay contractors and other outgoing costs. That is not to say that hobby farms and other diverse land uses cannot be successful, but it does highlight that these activities are unlikely to result in a primary income and are invariably undertaken to compliment a semi-rural lifestyle.

Rural residential development and its context within the Canterbury Plains

Defining rural residential development

- 4.34 Rural residential activities are generally recognised as developments that have both rural and residential components, although they have traditionally been difficult to define in absolute terms. The elements that define rural residential activities are determined by factors such as outlook, site and building densities, open space, design vernacular and land uses. The resulting semi-rural character is quite distinct from the comparatively high densities typical of suburban forms of development.
- 4.35 Previous research has established that rural residential land holdings are predominately utilised for open space amenity, but may entail a range of productive uses⁶². The primary income is generally from home based professions or employment in Christchurch City, or larger centres in relatively close proximity to the site. There is a preference for smaller land holdings that provide lifestyle amenity and are able to sustain small scale rural activities, but do not require constant management that would necessitate full time employment.

⁶¹ Adapted from Table 6.1 Recommended Minimum Allotment Area for Sustainable Production - R Brooks
Evidence in Chief: C217/2001 Suburban Estates Ltd and Muir Park Ltd & Ors v CRC & Ors [P82]

⁶² Lincoln University: A. Cook. & J. Fairweather: "Smallholding In Selwyn District", May2005

- 4.36 Definitions of rural residential development vary greatly. Lincoln University researchers Cook and Fairweather identify that small holdings and lifestyle block developments encompass the development of land between 0.4ha to 30ha in size⁶³. The Real Estate Institute of New Zealand identify that lifestyle properties are land holdings between 1ha to 20ha, while any properties below 0.5ha in size are considered as residential⁶⁴. The Living 2 zones in the townships of the SDP that are contained within the area that is subject to the LURP currently provide land holdings that range from between 0.3ha to 1.5ha in size.
- 4.37 The evidence presented to the Commissioners hearing submissions on Change 1 to the CRPS identified three forms of rural residential development⁶⁵. It was confirmed that there was not a great demand for land holdings of at least 4ha in size as people often had off-site employment, did not have the time necessary to maintain larger land holdings and the economic return was not viable without a primary income from a source other than the property.
- 4.38 The Commissioners found that there was a clear indication from the evidence presented that the prospective land owners were seeking one of the following two categories of land holding for rural residential purposes:
- parcels ranging from between 0.5 to 2ha that could support the running of a few animals and/or an extended garden or orchard
 - OR
 - parcels ranging from between 0.2 to 1ha for a 'larger lot' lifestyle
- 4.39 The reasons given for the preference for either of the two above categories were that the prospective land owners tended to have off-site employment, and had time constraints that precluded their ability to maintain larger land holdings.

⁶³ Ministry of Primary Industries: A Study of Smallholdings and their Owners", Dec2004 [P1]

⁶⁴ Real Estate Institute of New Zealand: REINZ Online User Guide: Sales Statistics Data Entry, Version 1.8 [P7]

⁶⁵ Change 1 CRPS: Commissioners' Recommendation Report (Track Change Version), 01Dec2009 [P88]

- 4.40 It is clear that there are a broad range of housing densities and activities that encompass the general term 'rural residential', including low density residential development, countryside living, lifestyle blocks, farmlets and small holdings.

- 4.41 **Figure 8** and **Figure 9** include cross-sections to illustrate the spectrum of land use activities, from the urban and lower density residential forms of development through to small holdings and rural land uses.

Figure 8: Land use spectrum

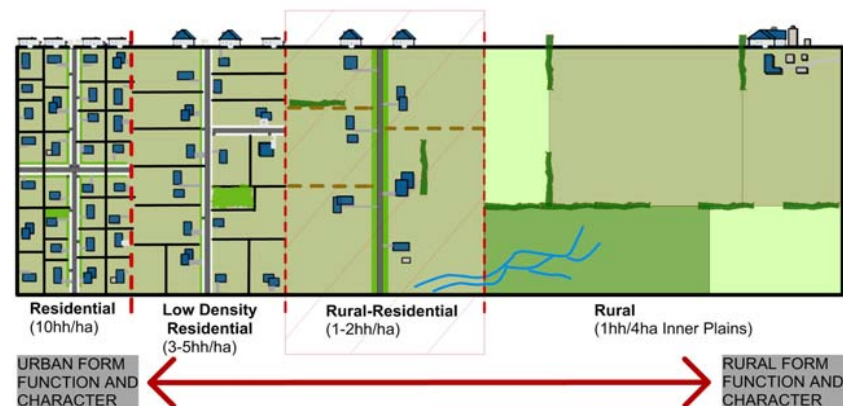
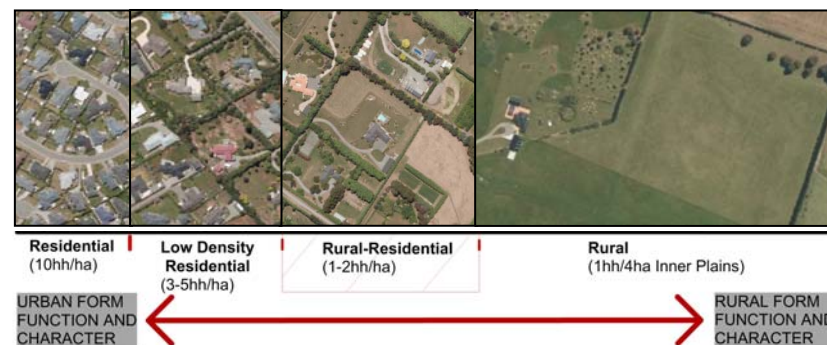


Figure 9: Photos illustrating the land use spectrum



- 4.42 These figures illustrate that the higher the ratio of built form to open space the closer activities represent residential forms of development. The more intensive development becomes, the greater the resident's expectations are for infrastructure and services that are typically provided in urban environments, such as footpaths, streetlights, road specifications and other urban services. The level and nature of the built form and domestication of the rural landscape determines the tipping point where intensive rural residential areas begin to compromise the rural character within any given location.
- 4.43 Conversely, lower ratios of built form to open space require minimal infrastructure in comparison to what is provided in urban areas. The utilisation of rural vernacular in the design and layout of activities will preserve rural character elements and reflect distinctly rural residential amenity values.
- 4.44 It is evident from the research, anecdotal evidence and site visits undertaken in the formulation of this Strategy that parcels ranging in size from 0.15ha to 0.3ha demonstrate large lot residential elements, which align more with urban forms of development.
- 4.45 Land holdings that range in size from between 0.3ha to 2ha, are better able to demonstrate the residential and rural character elements that typify rural residential environments, with the overall number of lots within any given location also being an important consideration.
- 4.46 Properties that are greater than 2ha in size generally continue to be productive and are predominantly retained for rural purposes, small holdings or hobby farms.
- 4.47 The density requirement of one to two households per hectare in Chapter 6 of the CRPS enables the clustering of development, while providing flexibility to provide a variety of lot sizes and innovative living environments in response to constraints and site context. It also ensures that there is sufficient open space within any given rural residential node to achieve the necessary character.
- 4.48 It is recognised that the anticipated land uses will remain predominantly residential in nature, but there will be sufficient

open space and land available for large gardens, wood lots, orchards, small scale cropping and/or horticulture, the keeping of animals and other semi-rural activities. As a result, it is expected that these elements will reduce the impacts of the built form and create high levels of amenity.

Figure 10: Rural residential land holding⁶⁶



Issues analysis

Rural residential development issues

- 4.49 Rural residential forms of development have been identified in the LURP, and other related strategic planning instruments, as being less sustainable than urban densities. As a consequence, there needs to be appropriate methods developed to ensure that the poor outcomes and related adverse effects are avoided, remedied or mitigated.
- 4.50 The following issues highlight the range of trade-offs in facilitating rural residential development to accommodate lifestyle living opportunities. It is not to say that rural residential forms of development cannot achieve high quality sustainable outcomes and should be restricted outright, but it does highlight that at a strategic level consolidated urban settlements are a more sustainable typology.

⁶⁶ Image sourced from Google Maps – www.google.co.nz

Issues attributed to rural residential forms of development

- it often proceeds at a greater rate, and consumes larger tracts of land, than residential forms of development. This can be at the cost of productive land and undermining the viability of other activities that are reliant on geographic proximity to urban areas – including land required for urban growth, community utilities, strategic infrastructure, intensive farming and sites of ecological or cultural significance
- there is an increased risk of adverse reverse sensitivity effects where new residents to an area are less aware of farming, rural industry, tertiary education and research activities, or strategic infrastructure, which can lead to complaints and amenity conflicts that may undermine the viability of legitimately established land uses
- the characteristics and values attributed to rural residential locations, (including seclusion, exclusivity, rural outlook, privacy and solitude) can be lost through further intensification and competing desires from residents for increased levels of service, such as local stores, community facilities, sealed footpaths, reserves and street furniture
- it contributes less to the wider social cohesion of communities and increases catchments that can stretch social infrastructure and services (such as schools, emergency services, network utilities and health care providers)
- it represents a form of development that invariably benefits relatively few people and often results in the loss of productive rural land that may have previously been able to sustain a large number of people
- it can contribute to a loss of rural character and amenity values through the 'domestication' of farmland, dilution of the rural context of settlements and derogation of the contrast between rural and urban forms of development

Issues attributed to rural residential forms of development

- isolation from town centre's reduces the ability for residents in rural residential areas to utilise public transport and alternative modes of transport to access business and retail areas, social services, employment and everyday needs, which leads to an increased reliance on private motor vehicles that in turn contributes to congestion and other potentially adverse effects
- it increases the risk of urban sprawl and undermines the consolidated management of urban growth, including the failure to achieve the critical population mass needed to sustainably manage growth and reduced opportunities for the regeneration and gentrification of existing developed areas
- isolated locations are less resilient to increased fuel costs (including peak oil), changes in economic circumstances and natural disasters or events
- isolation from urban areas means that these areas are less efficient to service with reticulated water and wastewater supplies, creating 'orphan' developments that are invariably more expensive to operate, maintain and upgrade than publicly owned systems

5 RRS14 guiding principles and outcomes

5.1 This section considers the following eight guiding principles, which have influenced the preparation of the Locations Criteria in **Appendix 1** for selecting the rural residential areas in **Section 6**:

1. Rural residential development typologies
2. Landscape values
3. Rural residential character
4. Development constraints
5. Infrastructure servicing
6. Market trends and demand
7. Cultural values
8. Other considerations

Rural residential development typologies

5.2 Several theories and planning approaches for managing rural residential development are introduced and assessed in the following sub-section of this Strategy to provide a wider understanding of the options available to deliver the outcomes being sought in Chapter 6 of the CRPS and the LURP.

5.3 The overall conclusion of this sub-section is that a peri-urban form of rural residential development is the most sustainable typology within the area of the district that is subject to this Strategy, when compared to alternatives.

'New Ruralism'

5.4 New Ruralism is a concept that is currently evolving in the United States of America. The concept embodies a planning

framework that integrates sustainable agricultural practices with new urbanist theories⁶⁷:

5.5 New ruralism seeks to achieve better outcomes within peri-urban locations by promoting living environments based around small to medium scale agricultural land uses that are mixed with habitat corridors and opportunities for passive recreation. New Ruralist communities are typically developed in a manner that is cognisant of urban areas and their occupants.

Figure 11: 'New ruralism' conceptual layout⁶⁸



5.6 A number of criticisms have been directed against promoting New Ruralism, where the vision is seen to encompass unrealistic expectations of how the concept can deliver the outcomes being promoted⁶⁹. Critics identify that 'New Ruralism' may exacerbate urban sprawl, undermine rural productivity and amenity and create a greater dependence on private motor vehicles.

⁶⁷ S. Kraus: "A Call for New Ruralism" www.google.co.nz

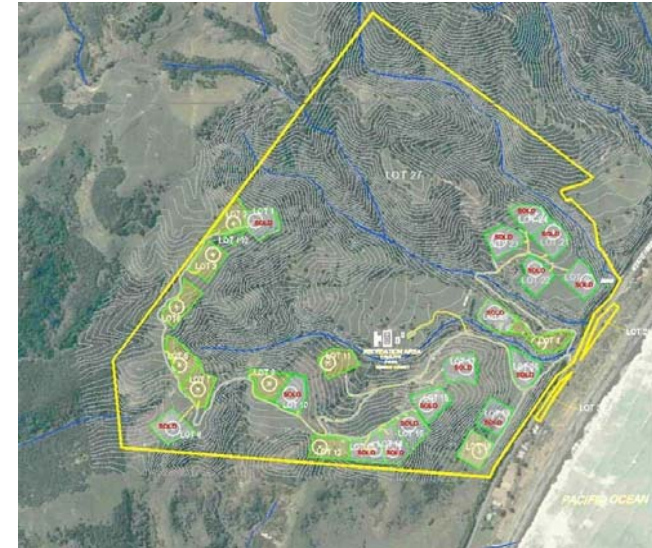
⁶⁸ www.google.co.nz

⁶⁹ D. Moffat: "New Ruralism: Agriculture at the Metropolitan Edge" www.google.co.nz

Farm Park Developments

- 5.7 The farm park concept is reasonably well established in New Zealand. Farm parks generally incorporate smaller residential enclaves clustered in rural environments, where any loss of rural amenity is offset by the retention of large balance land holdings that are utilised for productive rural uses.
- 5.8 The farm park design approach can be successful in internalising adverse effects through clustering dwellings and by ensuring that overall densities remain consistent with standard rural activities. There are sometimes significant environmental gains able to be achieved through for example, establishing riparian margins, protecting and enhancing habitats, retiring unsuitable land and forming ecological corridors.
- 5.9 Farm parks are more likely to be successful in landscapes where topography and natural features are able to screen built forms. There is a degree of uncertainty in respect to what methods could be utilised to screen and internalise effects in the Plains landscape, where openness and a low ratio of built structures is fundamental to its character.
- 5.10 Some of the benefits attributed to farm parks can be outweighed by prospective purchasers being uneasy about the ongoing maintenance costs associated with landscape mitigation, farm management, targeted rates and the upgrading and replacement of on-site independent infrastructure. The farm operations may present adverse reverse sensitivity effects to some residents during certain times of the year.
- 5.11 Isolated enclaves create a reliance on private motor vehicles to commute to urban centres for employment, schooling, business, leisure and social activities. It can also displace the population from residential zoned land, where services and infrastructure are provided, to rural areas where the levels of service are significantly lower.
- 5.12 There remains a high degree of uncertainty as to the long term sustainability of farm park developments, particularly their viability on the Canterbury Plains.

Figure 12: Farm Park concept⁷⁰



Hamlets and clusters

- 5.13 The establishment of Hamlets within rural areas is a relatively new concept in New Zealand, which is based on the traditional small British village concept. Hamlets generally comprise a cluster of small allotments that are offset by the retention of balance lands in rural production or enhanced/preserved in its natural state. It is similar to a farm park concept in that effects are internalised, with a relatively low ratio of built forms in comparison to open space.
- 5.14 Hamlets differ from farm parks in that they may contain small scale services, such as a local store or recreational facility. The European concept of hamlets traditionally had a church as a focal point.
- 5.15 Hamlets could be self-sustaining if the appropriate management structure and lifestyle choices were made to reduce the everyday dependence on the services and

⁷⁰ Mangamaunu Farm Park, Kaikoura, www.harcourts.co.nz

amenities of urban areas. Hamlet nodes could promote artisan trades utilising locally sourced rural produce. These areas could also become attractive destinations for recreational activities and tourism.

- 5.16 Hamlets could be successful where the context of sites have been preserved and utilised in the development concept. Examples include the protection of native vegetation, using natural features, ecological habitats and topography to screen built forms, whilst retaining landscape amenity and protecting indigenous biodiversity.
- 5.17 There are a number of disadvantages with hamlet nodes and the clustering of development, many of which relate to the isolation of these areas from urban services and amenities. The relative success of this form of development would correlate to the site context, success of any communal arrangements and the relative success of integrating smaller sections into rural and natural landscapes.

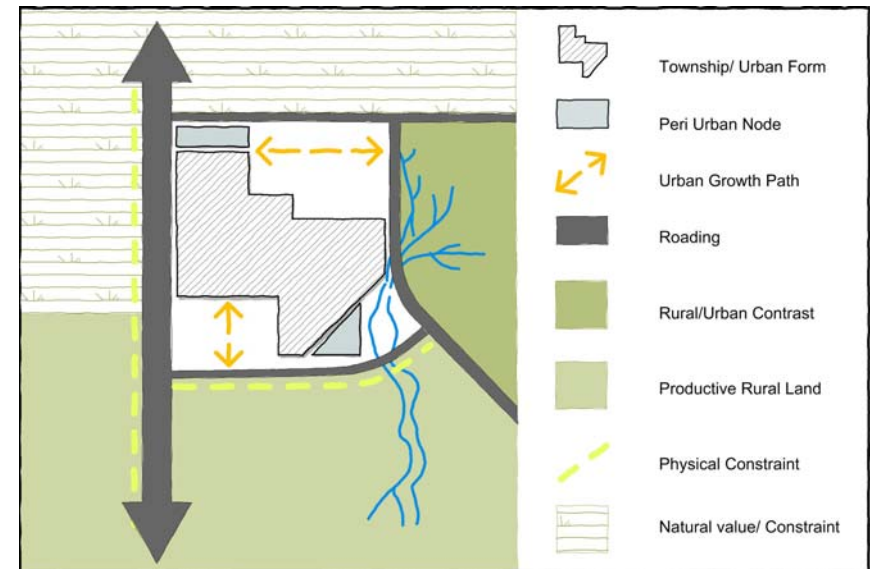
Peri-urban rural residential development

- 5.18 Peri-urban typologies are defined as follows:

"Peri-urban environments occur where rural and urban activities merge at the interface between Townships and the countryside"⁷¹

- 5.19 Therefore, peri-urban nodes are located either on the boundary with or, in close proximity to, existing settlements.
- 5.20 **Figure 13** illustrates the general factors determining where rural residential activities are best located in the Plains context.

Figure 13: Factors influencing the optimal form of rural residential development



- 5.21 Rural residential development typologies that integrate with Townships within the context of the Canterbury Plains will deliver the following benefits:

Benefits of the peri-urban rural residential form

- proximity to Townships promote social wellbeing through the ability to access open space reserves, community facilities, employment opportunities and social networks
- can provide integrated living environments, while reflecting the peace, quiet, 'openness', 'ruralness' and privacy that residents expect
- better able to deliver efficiencies in the provision of infrastructure due to increased proximity to reticulated services

⁷¹ Adapted from the definition provided at <http://en.wiktionary.org/wiki/peri-urban>

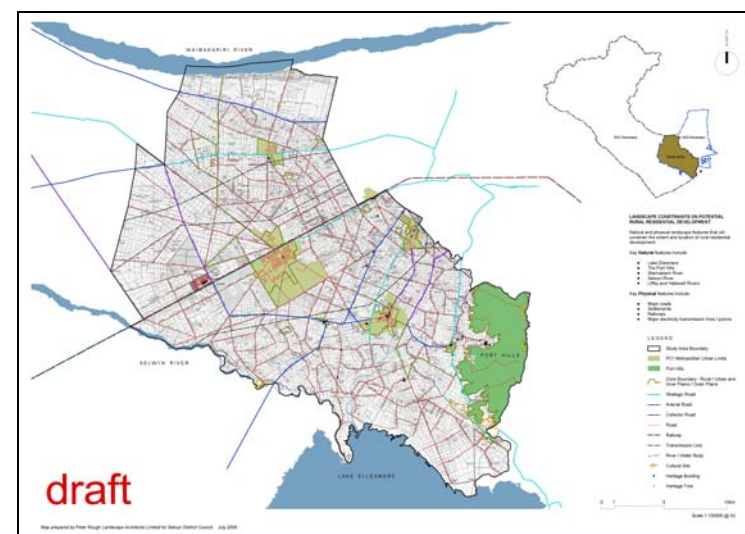
Benefits of the peri-urban rural residential form

- sensitive gateways to Townships are able to be avoided, with there being opportunities to integrate rural residential areas into both the rural and urban environments through semi-formal links, riparian margins, ecological corridors and 'greenspace' networks
- the absence of topographical and natural features to screen intensified development results in alternative typologies that are severed from settlements having a greater risk of adversely affecting the visual distinctiveness of the open rural landscape through the 'domestication' of productive rural land holdings
- can take advantage of definitive boundaries to manage growth and reduce the risk of urban sprawl, with appropriate location selection enabling long term residential growth paths to be preserved
- appropriate densities, layouts, development controls and mitigation measures can deliver the anticipated rural residential character, which is distinctly different from conventional urban environments or rural land holdings
- localised natural features, greenbelt buffers, design elements and interface treatments are able to make rural residential areas distinctly different from rural and urban areas and to reduce the blurring of the rural/urban boundary of Townships
- typologies that are consolidated and integrated with settlements are better able to avoid 'ribbon' development, adverse reverse sensitivity effects with productive rural land uses, tertiary education and research activities and strategic infrastructure and to assist in achieving compact urban forms for existing residential settlements

Landscape values

- 5.22 Andrew Craig of Andrew Craig Landscape Architects Limited provided specialist landscape advice to inform the preparation of the RRBR11.
- 5.23 Mr Craig's assessment concluded that the Plains landscape is generally uniform in character, with no significant landform constraints other than the Port Hills and water bodies.
- 5.24 A constraints map was produced and is included in **Appendix 2** (see **Figure 14**). An accompanying report entitled "*Identification of Landscape Constraints for Rural Residential Development*" was also prepared.

Figure 14: Landscape constraints map



- 5.25 The primary findings of this landscape and visual analysis was that the following landscape values contribute to and enable good rural residential design and character:

Rural residential landscape values

- support discernibly logical boundaries determined by strong natural or physical features
- discourage sporadic development to assist in avoiding fragmented land uses and adverse visual impacts
- avoid the collective effects of large nodes, where it is more difficult for all sections to deliver the anticipated rural residential character
- support high amenity boundary treatments
- maintain rural views to assist in achieving the necessary degree of 'ruralness' and 'openness'
- avoid fragmentation – fencing is an important feature that characterises rural residential development (see [Figure 15](#))
- avoid ad hoc rural residential development between townships and rural outskirts that risks diluting the openness provided by the rural periphery, diminishing the sense of arrival, undermining future residential growth options and isolating urban dwellers from the rural hinterland. This is significant given the lack of natural features within the Plains landscape to limit the sprawl of intensive residential activities into rural land, which also diminishes the contrast between urban and rural environments
- support development that integrates with its surrounding natural and physical environment
- support the maintenance, enhancement and protection of significant trees, plantings and natural features
- avoid locations that may compromise historic and/or features or their settings
- support the maintenance, enhancement and protection of significant trees, plantings and natural features

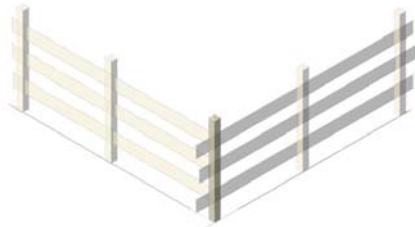
Rural residential landscape values

- avoid locations that may compromise historic and/or features or their settings
- promote subdivision layouts that reflect land use patterns
- avoid urban motifs in favour of retaining existing rural elements and promoting rural design vernaculars
- avoid ribbon linear development that may contribute to the coalescence of Townships

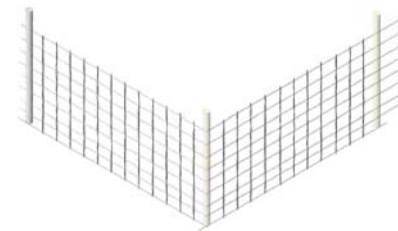
- 5.26 As identified above, fencing treatments within rural residential areas has been identified as an important design feature. It not only serves an important function of managing stock, but of equal importance is that fencing is able to assist in delivering the anticipated visual and amenity outcomes, including the necessary 'openness' and 'ruralness' that distinguishes rural residential areas from low-density residential environments (refer to [Figure 15](#)).

Figure 15: Rural residential fencing typologies⁷²

Post and rail



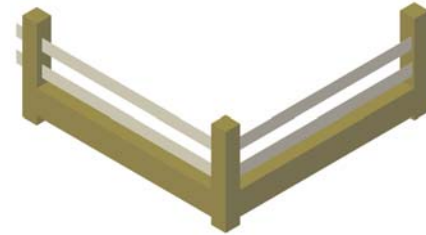
Traditional deer/sheep



Post and wire



Solid post and rail



⁷² PC32: Appendix 1 Schedule of amendments, Mar2012

Rural residential character

- 5.27 The character elements that define rural residential areas are important to ensure that rural residential forms of development are distinct from rural or residential typologies. Rural residential character results from a myriad of factors, including the bulk, location, form, locational context and appearance of developments, and lot size within any given area.
- 5.28 Landscape assessments and site visits to existing rural residential nodes within the Waimakariri and Selwyn Districts highlighted a number of attributes that assist in differentiating rural residential character from other types of development:

Rural residential character elements

- a sense that the subdivision is located in a semi-rural setting through the provision of abundant open space and frequent views into the rural hinterland beyond
- buildings that are well set back from road frontages (15m to 20m) to provide a sense of space and promote an open semi-rural street environment, except in cases where the area is 'future proofed' for possible future full urban development if and when rezoning permits this. In such cases, a lesser front yard of around 7 to 8m may be appropriate for some lots, taking into account the character of possible future urban development and the ability to achieve an open street environment through other means such as 'open style' fencing design and landscaping, and the overall higher level of certainty regarding the overall street scene due to identification of building platforms on the ODP
- preclusion of small scale intensive developments that may fragment the rural environment, erode rural character and contribute to adverse reverse sensitivity effects with productive land uses and strategic infrastructure
- the presence of substantial areas of open space in proportion to built forms
- retaining appropriate urban/rural interfaces on the edge of Townships

Rural residential character elements

- it is important to manage the number of dwellings within any single location to avoid the collective effects of intensified land uses (ideally no greater than 50hh) – large nodes are less able to provide the necessary degree of 'ruralness' that is required to meet the anticipated rural residential character and to satisfy the expectations of future land owners
- relatively low site coverage in comparison to urban areas (the lesser of 10% or 500m²), with a preferred minimum site density of 1hh/ha from a visual perspective, acknowledging that the optimal density for any given site is dependent on factors such as locational context, the number, size and orientation of lots, and the configuration and proportions of subdivision layouts
- the restriction or urban motifs, such as entrance features, solid paling fences and kerb and channel road formations – fencing is a particularly important design feature that influences the extent to which any given location achieves the desired openness necessary to deliver distinctly rural residential character (refer to [Figure 15](#))
- precluding intensification of the Rural Outer Plains zone (1hh/20ha) in preference for the Rural Inner Plains zone (1hh/4ha) – the further rural residential development nodes are located from settlements the more difficult it will be to integrate this form of development into Townships and the greater the risk there will be for adverse environmental effects. These issues are compounded in the Rural Outer Plains zone, which is characterised by lower densities of built form and higher levels of openness to support rural productivity
- Outline Development Plans are an appropriate mechanism to deliver: (a) integrated development that takes account of the wider site context; (b) well connected and coordinated development that assists in achieving consolidated planning outcomes; and (c) efficiencies in the provision of infrastructure

Anticipated outcomes

- 5.29 The following description contained within the Living 3 zone statement of proposed PC32 assists in understanding the outcomes and characteristics anticipated within rural residential development areas located in the area of the district that is subject to the LURP, it reads as follows⁷³:

"...The retention of typically rural features are required in subdivision design, including the protection, maintenance and enhancement of natural and historic features that achieve amenity benefits to residents, while securing ecological, cultural and conservation benefits. The land uses anticipated for the Living 3 zone remain predominantly residential in nature, with there being sufficient open space and land available to support large gardens, wood lots, orchards, small scale cropping and/or horticulture, the keeping of animals as pets and other semi-rural activities ...

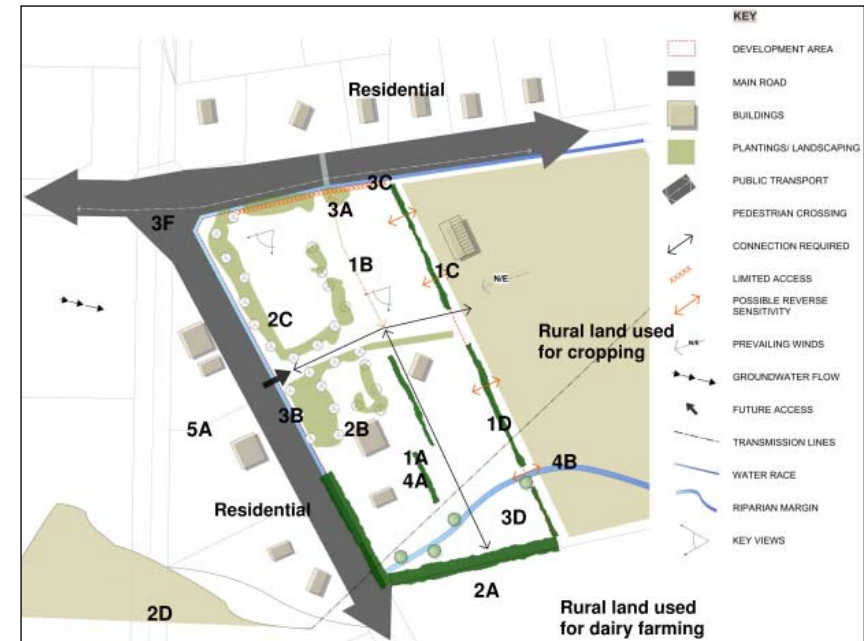
... proximity (to Townships) promotes the integration and cost effective provision of infrastructure and reduces adverse effects associated with energy consumption and transportation, while enabling residents to take advantage of nearby community facilities, employment opportunities, social interaction and public services. Strongly developed linkages are encouraged to facilitate connectivity and interaction between the Living 3 zone with adjoining Townships and the rural hinterland..."

Contextual analysis

- 5.30 Ultimately the optimal form, function and character of rural residential development nodes need to be determined using a comprehensive analysis of any given site's context within its wider surroundings.
- 5.31 **Figure 16** summarises some of the features and elements that should be considered in determining the appropriateness of any given site to sustain rural residential living and how

future development will deliver the anticipated character outcomes:

Figure 16: Contextual analysis diagram



- | | |
|---|---|
| 1 LAND USE | 3 CONNECTIONS AND MOVEMENT |
| 1A Retain existing buildings if possible | 3A No access directly off State Highways |
| 1B Provide 100m buffer setback from SH for new buildings | 3B Provide access well away from potentially hazardous intersection |
| 1C Provide setback and landscape treatment along boundaries with rural uses | 3C Connect with existing pedestrian crossings and utilise and enhance pedestrian and cycle networks to promote the use of alternative modes of transport and walkability |
| 1D Position buildings to provide shelter from prevailing winds | 3E Create good accessibility to existing bus stop |
| 1E Setbacks from transmission lines | |
| 2 NATURAL RESOURCES | 4 PLACE AND CHARACTER |
| 2A Retain shelterbelts and trees for wind shelter, shading, amenity and privacy outdoor living areas | 4A Utilise building designs and materials that promote rural residential character by utilising a rural vernacular |
| 2B Incorporate existing green space into new subdivision layouts | 4B Use post and rail or other transparent rural style fencing |
| 2C Retain water race and limit access points over it | 5 VISION |
| 2D Retain view shafts to hills to create pedestrian route | 5A Envisage the long term future of the place and how it could change over time. |

⁷³ PC 32: Schedule of Amendments – Amendment 2, Mar2012 [P2]

Development constraints

- 5.32 The LURP recognises the significance of having to identify and manage development constraints and natural hazards within the Greater Christchurch sub-region. There is reference made to numerous studies and investigations that have been undertaken, and will need to be initiated on an on-going basis, to identify liquefaction risk, land stability and other constraints so that appropriate areas are developed and risks are quantified and managed⁷⁴.
- 5.33 Chapter 6 of the CRPS – Policy 6.3.9 lists a number of constraints to guide the identification of rural residential areas within the Greater Christchurch sub-region⁷⁵. These are listed in **Appendix 3** of this Strategy.
- 5.34 A more comprehensive list of constraints are detailed in the Rural Residential Location Criteria contained in **Appendix 1**, which were developed for the purposes of selecting the optimal rural residential locations for this Strategy, while also providing guidance for future reviews and the private plan change process to consider the appropriateness of rezoning the identified locations.

Infrastructure servicing

- 5.35 Chapter 6 to the CRPS require rural residential development areas to be located so that they can be economically provided with a reticulated sewer and water supply that forms part of a publicly owned network⁷⁶.
- 5.36 There is also a requirement that appropriate stormwater treatment and disposal methods are established when determining the appropriate locations for, and function of, rural residential development. Chapter 6 of the CRPS also requires

rural residential development to have direct access to a sealed road and to consider the hierarchy of roads⁷⁷.

Reticulated water and wastewater

- 5.37 Council has adopted a 5Waters Activity Plan⁷⁸ (5WAP) that identifies the infrastructure needs of the community, including specifically water, wastewater and stormwater. The 5WAP identifies the general location of network extensions and connections, with any future subdivision and land use zoning proposals having to generally accord with the long term infrastructure needs identified for each Township.
- 5.38 Reticulated sewer and water is required to reduce the number of septic tanks, discharge permits, water takes and bores in preference for the integrated management of infrastructure. The uncoordinated servicing of independent nodes of rural residential development with onsite sewerage treatment plants and independent water schemes can duplicate services and contribute to disproportionately high operational and maintenance costs⁷⁹.
- 5.39 In addition, a proactive approach is essential to avoid fragmented development occurring outside the identified nodes, where the rate of development can outstrip Council's ability to service and maintain connections and associated infrastructure⁸⁰.
- 5.40 The identification of rural residential areas, in relatively close proximity to self-sustaining townships, assists in ensuring reticulated services can be provided in a cost effective manner. These areas will need to be of sufficient size to achieve the critical mass necessary to make the provision of reticulated services economically viable, but small enough to allow the Council to design and install infrastructure within the timeframes and financial resources determined through the Long Term Plan process.

⁷⁴ LURP: 3.2.5 How do natural hazards need to be managed?, 6Dec2013 [P15]

⁷⁵ LURP: Appendix 1 – Amendments to the CRPS, Policy 6.3.9, 6Dec2013 [P20]

⁷⁶ LURP: Appendix 1 – Amendments to the CRPS, Policy 6.3.9 (3), 6Dec2013 [P20]

⁷⁷ LURP: Appendix 1 – Amendments to the CRPS, Policy 6.3.9 (4), 6Dec2013 [P20]

⁷⁸ Selwyn District Council: 5Water Activity Plan Part 3 – Eastern Selwyn, Adopted Jan2012

⁷⁹ Hearing Evidence to Variation 23: H. Blake-Manson, SDC Asset Manager Utilities, 10Nov2006

⁸⁰ Planning Quarterly: I. Thomson; "Greenfield Plans Falter at the Implementation Stage", Dec2005 [P2-5]

5.41 An integrated approach for servicing rural residential development areas with reticulated water and wastewater connections is supported for the following reasons⁸¹:

- stand-alone treatment systems can operate satisfactorily, but rely upon regular maintenance, which equates to costs and difficulties associated with the administration of such schemes by private arrangements (such as a Body Corporate)
- there is a risk that there may be lapses in the regular maintenance scheduling specified by manufacturers
- the long term failure of a site specific treatment or package plant would be significant, particularly with regard to the potential risks to groundwater quality and health

5.42 Further support for requiring reticulated wastewater services lies within the operative NRRP and the proposed Regional Land and Water Plan, which strongly support sewer networks being established to service residential and rural residential densities of development⁸². This is principally to avoid intensified development degrading groundwater quality or raising groundwater levels in areas affected by high water tables.

5.43 The NZ Fire Service has identified a preference for a reticulated water supply being provided to rural residential activities in accordance with the NZ Fire Fighting Water Supplies Code of Practice (NZS PAS 4509:2008). This is to reduce the reliance on alternative water supply methods required for fire fighting purposes, where difficulties in gaining physical access, inadequate flow rates and defective connections to fire fighting appliances may undermine the ability of the Fire Service to attend to hazards and emergencies in a timely manner.

East Selwyn Sewer Scheme (ESSS)

5.44 The primary method to treat and dispose of wastewater for both residential and rural residential densities of development

within the area of Selwyn District that is subject to this Strategy is the East Selwyn Sewer Scheme (ESSS).

5.45 The ESSS comprises an upgrade of The Pines wastewater treatment plant located to the south of Rolleston (refer to **Figure 17**).

5.46 The ESSS is not anticipated to service Tai Tapu in the immediate future, as the sewer main connects directly to Christchurch City Council's supply as opposed to following the same alignment as the Lincoln, Prebbleton and Springston main. This significantly precludes any rural residential activities from occurring in Tai Tapu and its environs.

Figure 17: East Selwyn Sewer Scheme



Utilities

5.47 The intensification of rural land for lifestyle living or rural residential activities increases the demand on utility services, such as power and telecommunications. The costs and practical ability for network utility providers to extend these services to rural residential nodes are a matter for prospective land owners to consider as this is not managed by Council.

5.48 One significant constraint to rural residential development is the location and operation of the country's electricity network, which relies upon transmission lines, towers, poles, substations and ancillary infrastructure. Transpower owns, maintains, operates and develops New Zealand's high voltage transmission network, the national grid. A National Policy Statement on electricity transmission and development guide have been prepared by Transpower to highlight the potential conflicts associated with developing land around transmission

⁸¹ Change 1 RPS: Commissioners' Recommendation Report (Track Change Version), 01Dec2009 [P90-337]

⁸² NRRP: Chapter 4 Water Quality, Policy WQL7 – Method WQL 7 (j), 11Jun2011 [P4 to P73]

lines and establishes guidelines to achieve suitable outcomes⁸³.

- 5.49 Chapter 6 of the CRPS also specifically requires activities to not give rise to significant adverse reverse sensitivity effects with strategic infrastructure, which includes the national grid⁸⁴. The electricity infrastructure in the area of the District that is covered by this Strategy is referenced in the rural residential location criteria in **Section 5**.
- 5.50 Alternative sustainable energy sources, such as the use of solar power and wind energy, should be promoted once specific development proposals are formalised. This will encourage self-sufficiency and reduce the reliance upon conventional energy sources, such as wood, gas, fossil fuels and the national grid.

Flood risk and stormwater management

- 5.51 Flooding is an ever present natural hazard affecting parts of Canterbury, with large areas in the eastern part of the District being vulnerable to flood risks associated with the Halswell and Selwyn Rivers and their tributaries.
- 5.52 The extent to which any property may be susceptible to flooding during large rainfall events is a relevant constraint to consider when determining the appropriateness of any given location to accommodate rural residential living environments.
- 5.53 The SDP prescribes several flood zones that have rules to manage the subdivision and development of flood prone areas in the eastern portion of the district. The extent of the flood sub-zones and information on historic flood events are referenced in **Appendix 2** and the related Rural Residential Locations Criteria in **Appendix 1**.
- 5.54 Methods to reduce the risk of flooding and inundation include requiring minimum freeboard heights and avoiding building infrastructure, establishing dwellings or enabling people to occupy land that is unduly susceptible to flooding.

⁸³ Transpower: "Guide for Development Near High Voltage Transmission Lines", Feb2010

⁸⁴ LURP: Appendix 1 – Chapter 6, Policy 6.3.9 (5)(g), 6Dec2013 [P21]

- 5.55 In addition to flood risk, stormwater management and land drainage are an important factor to consider when determining optimal locations for rural residential activities and how this land is developed and managed on an on-going basis.

- 5.56 **Appendix 2** and related Rural Residential Locations Criteria in **Appendix 1** reference the high water table, water races, flood areas, springs and water bodies. There is also a requirement under the LURP and the Land and Water Regional Plan for appropriate stormwater treatment and disposal methods to be identified when land is considered for rezoning.

Figure 18: June 2013 flood event



- 5.57 The methods for reducing any undue risk associated with stormwater inundation include integrated catchment wide schemes, on-site discharges to ground and the utilisation of overland flow paths and attenuation basins.
- 5.58 Low impact design and the use of natural methods for the treatment and disposal of storm water are promoted, such as swales in preference to kerb and channels. The capturing of rainwater for irrigation and other uses not requiring a potable supply are also encouraged to reduce the demand on the finite water resource.

Integrated land use and transportation planning

- 5.59 There are also a number of additional national, sub-regional and local strategies, plans and projects that promote the integration of land use and transport planning, which are outlined later in this section⁸⁵.
- 5.60 The concept of integrating land use and transport planning in the context of the UDS, LURP and Chapter 6 to the CRPS and recognises that:
- land use, including residential, commercial and recreational activities, and transport are closely related
 - transport has a relationship with housing, especially in terms of density (for example, trips generated and demand for transport services close to where people live)
 - urban design and transport can positively influence one another
 - transport is essential infrastructure for shaping further land use patterns
- 5.61 The LURP and Chapter 6 seek to deliver sustainable transport outcomes, which are also specifically relevant to rural residential activities⁸⁶.

Southern Motorway and Main South Road Four-laning

- 5.62 The Notices of Requirement and resource consents have been granted by the Environmental Protection Agency to widen and upgrade Main South Road to provide for a four-lane median separated expressway from Rolleston in the Selwyn District to Robinsons Road.
- 5.63 The project also includes the construction, operation and maintenance of a motorway between Robinsons Road to the end of the Christchurch Southern Motorway Stage 1 at Halswell Junction Road in Christchurch.

⁸⁵ Canterbury Regional Land Transport Strategy; Canterbury Regional Land Transport Programme; Regional Public Transport Plan; Christchurch Rolleston and Environs Transportation Study; Greater Christchurch Travel Demand Strategy; SDC Walking and Cycling Strategy

⁸⁶ LURP: 3.2.4 What are the land use issues for Transport?, 6Dec2013 [P15]

- 5.64 The project forms part of the Southern Corridor of the Christchurch Motorways 'Roads of National Significance', being one of three state highway corridors around Christchurch City that are identified in both the 2009 and 2012 Government Policy Statements on Land Transport Funding.
- 5.65 The project aims to provide more efficient and safer access between the Port of Lyttleton, the city centre and to the south of Christchurch. Localised Council initiated works include future upgrades to implement the Christchurch, Rolleston and Environs Transportation Study (CRETS)⁸⁷.
- 5.66 The consideration of the proposed Southern Motorway, and the need to ensure its on-going efficiency is not undermined by rural residential development, is addressed in the Rural Residential Location Criteria contained in **Appendix 1**.

Safety and efficiency of the road network

- 5.67 It is recognised that rural residential activities have the potential to fundamentally conflict with the overarching urban consolidation principles espoused in the LURP and Chapter 6 to the CRPS. Isolated rural residential nodes that are severed from urban settlements often require a daily reliance upon private motor vehicles to make multiple trips to access schools, employment, recreation, social interaction and services.
- 5.68 A flow on effect from the influx of lifestyle subdivisions in the rural environment is more vehicle movements from rural areas into urban settlements and vice versa. This in turn, places greater pressure on road networks and contributes to travel delays, congestion and increased vehicle emissions. Isolated rural residential areas preclude residents from utilising public transport and there are limited alternatives to private motor vehicles.
- 5.69 The above concerns relating to the sustainability of isolated rural residential activities is supported by Chapters 5 and 6 of the CRPS, which identify that the pattern of urban

⁸⁷ Christchurch, Rolleston and Environs Study: Transport Strategy Report, Sep2007

development and settlement in the region has a strong influence on the demand for transport and consequently on the use of energy and emissions to the environment⁸⁸. Limiting the spatial extent of urban areas, and encouraging self-containment, are likely to promote more efficient uses of the regional transport network by reducing the dependency on private motor vehicles.

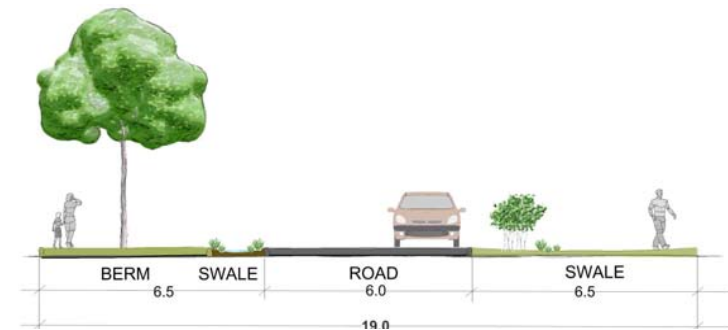
- 5.70 The need to identify rural residential areas is important from a road management and safety perspective. Disjointed and dispersed development may compromise the wider road hierarchy and undermine the efficiency of the network⁸⁹. Ad hoc provision of rural residential development may compromise the safety of the road network through increased conflict between low and high speed environments. This conflict would be exacerbated by an increase in property accesses in undesirable locations.
- 5.71 Rural residential development nodes should be restricted from accessing directly onto State Highways or arterial roads to avoid conflict between high and low speed environments, with sites also having to be serviced by sealed roads. The existing road network is likely to be able to cater for any additional vehicle movements associated with rural residential development. However, localised effects, such as the need to upgrade intersections or alter speed limits, may need to be addressed once specific developments are formulated and assessed.
- 5.72 Undue pressure for expenditure on road related infrastructure could arise where the occupiers of rural residential households have expectations that roading infrastructure in nearby townships should be provided in rural areas. Examples of this include the extent of road marking, speed limits, wider carriageways, footpaths, signage, street lighting, design specifications and physical formation provided in rural areas when compared to residential environments.

⁸⁸ CRPS: Chapter 12 – Settlement and the Built Environment, 26Jun1998 [P192]

⁸⁹ Hearing Evidence to Variation 23: A. Mazey, SDC Roading Asset Manager, 10Nov2006

- 5.73 Council has an adopted Transportation Management Plan (TAP), which amongst other things, sets out the priorities, community outcomes and levels of service for the District's roading and transportation networks. In addition to the TAP, Council has adopted a Walking and Cycling Strategy⁹⁰ that seeks to develop and promote walking and cycling as a means of transport and recreation. It builds on the success of the Prebbleton to Lincoln section of the Christchurch to Little River Rail Trail (CLRR).
- 5.74 The development of rural residential activities directly adjacent to settlements is encouraged to promote walking, cycling and alternative modes of transport. Rural residential activities in peri-urban areas can provide an important link between urban areas and the rural periphery.

Figure 19: Rural residential road cross section



- 5.75 As illustrated in **Figure 19**, road layouts should compliment rural residential character through the use of appropriate road formations, low-level lighting and wide grass berms rather than sealed footpaths.

Development contributions

- 5.76 The provision of rural residential activities places greater demand on public infrastructure, such as roads, water, wastewater and to a less extent reserves. Consideration will need to be given to how land owners in rural residential areas

⁹⁰ Selwyn District Council: Walking and Cycling Strategy, Jan2009

provide an equitable contribution to the on-going maintenance and upgrade of public infrastructure, reserves and community facilities.

- 5.77 Amendments to Council's Development Contributions policy contained in the 10 year Community Plan (Long Term Council Community Plan) may be necessary to determine the necessity for targeted rates, or alternatives arrangements, to ensure that new rural residential neighbourhoods are not an unreasonable burden on current and future rate payers.

Market trends and demand

Introduction

- 5.78 The following assesses the recent trends and demand factors associated with rural residential activities in the Selwyn District. A discussion is then provided on the implications of meeting this market demand and how it must be weighed up against other resource management considerations.

Who is wanting to live in rural residential areas and why?

- 5.79 A number of studies confirm that there has been an increased interest in lifestyle properties in recent years, particularly in locations that afford purchasers easy access to urban centres⁹¹. This research identifies the attractiveness of lifestyle blocks to the following two distinct groups that incorporate a diverse range of owners representing a full cross section of society:
1. semi-retired farmers wanting a smaller property that enables them to continue small scale production to supplement their income and to live in the rural environment in which they have lived and worked
 2. people and families that want to live in a rural setting for predominantly amenity reasons, but have employment in urban areas

⁹¹ Bayleys Research: Rural Lifestyle Update, First Half 2006 www.bayleys.co.nz

- 5.80 A Ministry of Primary Industries survey ranked the top ten factors that made lifestyle properties attractive to existing land owners. The research assessed smallholdings, which encompassed properties between 0.4ha to 30ha used for any purpose in New Zealand⁹². The results of this survey are summarised in **Table 3**.

Table 3: Top 10 reasons for choosing a lifestyle block

Ranking	Reasons
1	Rural or country living
2	Peace and quiet, tranquility
3	Space, privacy, openness, no close neighbours
4	Clean air, no smog
5	Safe and healthier place to raise children
6	Learn about farming
7	Can have animals
8	Less pressure, relaxing
9	Wanted a larger section than you get in a city or town
10	Place to retire

- 5.81 This survey illustrates that a better quality of life is the primary motivating factor for many people seeking to live on rural residential land holdings, as these properties are seen to provide the privacy, relative solitude and amenity elements that are sometimes difficult to obtain in urban areas.
- 5.82 Evolving trends and market demand contributed to the median price for a lifestyle block in Canterbury rising from \$209,475 in 2000 to \$495,759 by 2009. This represents a 137% increase in value over the previous decade. Lifestyle properties in this

⁹² MaF: R. Sanson, A. Cook & J. Fairwather; "A Study of Smallholdings and their Owners", Dec2004 [P1]

research encompassed land holdings that range from 1ha to 20ha in size⁹³.

Demographic considerations

- 5.83 A clearer picture of the demographic changes arising from the Canterbury Earthquakes, and the consequential population projections, are outlined in the LURP.
- 5.84 The Greater Christchurch sub-region is anticipated to grow by approximately 36,150 households to reach 204,600 households by 2028⁹⁴. Selwyn District is projected to have 6,300 households of the overall household growth in Greater Christchurch. An assessment of Greenfield land supply indicates that some 35,000 households can be made available within Greater Christchurch by 2028, with two thirds of these households accommodated within Christchurch City and the remaining third being split between Selwyn and Waimakariri Districts⁹⁵.
- 5.85 It is evident that there is an abundance of 'Greenfield' land available to assist in the earthquake recovery within Greater Christchurch. This is even more pronounced in Selwyn District, where there are 10,050 sections that are zoned and have no servicing constraints in Rolleston, Lincoln and West Melton and the zoning to accommodate a further 650 residential sections in Prebbleton is facilitated by Actions 17 and 18 of the LURP⁹⁶.
- 5.86 Changing demographics, population projections and the makeup of residential households are also relevant considerations. The UDS predicts that one third of residents will be living alone by 2041 in comparison to 24% of the population base within the same area that live alone now⁹⁷. It identified that the reduction in the size of households is

attributed to a decline in the number of children from 40% to 28% and an aging population.

- 5.87 These factors are anticipated to increase the number of couple only and single person households. This signals a shift from the 3 to 4 bedroom homes catering for large families predominantly being provided for at present to smaller homes catering for the elderly and the smaller family unit. Smaller households are more efficient to run and maintain, while being more likely to be closer to the amenity and services required by an aging population.
- 5.88 However, despite the above trends and projected changes in behaviour, the size of new homes has steadily increased over the last 20 years from 139m² in 1990 to a current average of 202m² in 2010⁹⁸. The reasons for this trend are attributed to people constructing homes investing additional capital into the new build in response to increased land costs and being conscious of on-sale values.
- 5.89 In summary, there is sufficient land zoned within the Townships that form part of the area of the District that is subject to this Strategy to accommodate the demand arising from the earthquakes, without there necessarily being a need for additional rural residential sections other than to provide housing choice. There is also research that indicates an aging population, reduction in the size of the family unit and the likelihood of increased travel times and costs may curb the current trend towards rural residential and low-density residential living environments in the medium to long term.

Observations on market demand

- 5.90 There has historically been a strong demand for rural residential sections in Selwyn District, initially through the provision of small farmlets for returned servicemen from World War II and more recently through the recognition of the former rural residential zoned land under the Transitional Schemes as Existing Development Areas, the various Living 2 and new

⁹³ Real Estate Institute of New Zealand: REINZ Online User Guide: Sales Statistics Data Entry, Version 1.8 [P7]

⁹⁴ LURP: 3.0 Recovery needs, Table 1 Projections for gross housing demand in the metropolitan area of Greater Christchurch, 2012-2028, and other data, 6Dec2013 [P13]

⁹⁵ LURP: 3.2 Land use needs, 6Dec2013 [P13]

⁹⁶ LURP: 4.2 Building new communities, 6Dec2013 [P27]

⁹⁷ Urban: Issue 1 Vol.4; *"It's Home Sweet Home – Alone"*, Mar2010 [P13]

⁹⁸ The Press: L McDonald; *"Bigger than we need?..."*, G2, 24Jul2010

Living 3 zone environments provided within Townships under the current SDP.

- 5.91 Previous research undertaken to inform the preparation of PC17⁹⁹ and the RRBR¹⁰⁰ included a comparative analysis of lot sizes between 2004 and 2009 utilising GIS maps and technical assessments from Ford Baker Valuation¹⁰¹. This confirmed that there remains a demand for rural residential sections in the study area and that the property market could sustain a relatively high number of households.
- 5.92 However, there is a strong tension between meeting the economic, cultural, environmental and social needs of rural land owners who may have a change in circumstance, may no longer want a large property or are seeking a capital gain, with the needs of those that may currently operate legitimate and highly valued rural lifestyles and businesses adjacent to prospective rural residential areas.
- 5.93 It is equally important to consider the cost implications of providing rural residential development on the wider community, including:
- increased rates to maintain, upgrade and replace infrastructure in rural residential areas, particularly if residents place pressure on the Council to increase existing levels of service
 - loss of amenity and outlook through the 'domestication' of the rural landscape
 - displacement of the residential population base, which may reduce the critical mass necessary to achieve efficiency's in the provision of infrastructure servicing and other community facilities
 - increased congestion and inefficiencies in the management of traffic and transport networks
 - the derogation of the quality of the environment and potential loss of sites of cultural, ecological or historic significance

⁹⁹ PC17: Section 4, Market trends and demand, Feb2011 [P18 & 19]

¹⁰⁰ RRBR: Section 4, Market Trends and Demand – 4.81 4.116, Feb2011 [P46 to 52]

¹⁰¹ Ford Baker Valuation: Rural Residential Demand Assessment, May2010 and Ford Baker Valuation: Rural Residential Demand Assessment – Addendum, Jul2010

- 5.94 Rural residential development is seen as a less optimal typology when compared to urban forms of development in the LURP and Chapter 6 to the CRPS, where more sustainable outcomes can be achieved by accommodating a critical population mass within a relatively contained area. In a post-earthquake context there is also pressure on Council finances to provide infrastructure to service urban growth, with more compact forms of housing able to be more economically and efficiently serviced than dispersed rural residential typologies.
- 5.95 The capital value of the identified rural residential areas will invariably increase through the necessity to manage the number of rural residential households that can be sustainably managed to avoid adverse effects associated with incremental and cumulative land use change.
- 5.96 However, the LURP has confirmed that there is sufficient residential land available to cater for the demand generated from the Canterbury Earthquakes and that the provision of rural residential development should be limited to satisfy a segment of household choice¹⁰². Converting significant tracts of rural land to facilitate rural residential development to address affordability, or to satisfy market demand, is therefore not considered to be as much of a priority to the rebuild of Greater Christchurch as achieving consolidated urban development that is well integrated and economically serviced.
- 5.97 The management of land supply in certain locations is not a unique situation, with elevated land on the Port Hills, higher socio-demographic areas within desirable school zones and coastal locations being traditionally more expensive within Christchurch (acknowledging that the earthquake events may affect the desirability of some of these areas in the short to medium terms).
- 5.98 Additional land in these areas has not been rezoned to make it more affordable for more people to live in these locations simply because the market identifies them as being attractive communities to reside within. A broad range of other market, economic and legislative factors determine the

¹⁰² LURP – Context Paper, [Paragraph 57] Feb2013

appropriateness of developing land, such as physical constraints, economic viability, financing, market variables, land availability, the need to retain the high character and amenity of established areas and whether any adverse environmental effects are able to be appropriately managed.

- 5.99 There is also evidence to suggest that there is sufficient zoned and undeveloped land available to respond to the housing choice and diversity outcomes set out in the LURP. For example, the Living 2 and Living 2A zone in West Melton and the Living 2A zone in Tai Tapu remain undeveloped.
- 5.100 These areas could accommodate up to 140 low-density sections ranging in size from 0.5ha to 1ha, but remain undeveloped despite an identified demand. There are also significant areas of undeveloped Living 2 zoned land within Dunsandel, Leeston and Darfield and Living 3 zoned land in Rolleston, which provide alternative locations and opportunities for semi-rural lifestyles within proximity to developed settlements.
- 5.101 The LURP, Chapter 6 of the CRPS and amendments proposed to the SDP have signalled a paradigm shift in the allocation and management of rural residential sections from a reactive framework that was directed by the market, to one that is more proactive in managing growth to achieve more sustainable outcomes and efficiency gains. This is illustrated by an expectation that the number of rural residential households will be kept relatively low when compared to what has historically been provided, in preference for managing growth in a consolidated manner within Townships.
- 5.102 The implications of this approach may be that the number of rural residential lots and the proportion of the population able to afford these sections will decrease, but that longer term sustainable outcomes will be achieved.
- 5.103 This approach is likely to increase demand and the value of low density residential and rural residential sections. However, the rural land resource and land holdings within peri-urban locations are a finite resource that has been under constant development pressure over a number of years. It is

considered that an alternative laissez faire approach to managing rural residential development could undermine the recovery efforts anticipated by the LURP and is unlikely to meet the purpose of the RMA.

Cultural values

Cultural values and Iwi Management Plans

- 5.104 Ngāi Tahu and the Ngāi Te Ruahikihiki hapu of Te Taumutu Rūnanga have strong cultural associations with the lands and waters of Selwyn District and in particular, the area between Halswell and Lake Ellesmere/*Te Waihora*.
- 5.105 The relevant Iwi Management Plans that apply to the rural residential study area is primarily Mahaanui: Iwi Management Plan 2013. Te Whakatau Kaupapa – Ngāi Tahu Resource Management Strategy for the Canterbury Regional and Te Taumutu Rūnanga Natural Resources Management Plan remain recognised taonga of local Iwi. These plans promote an holistic and integrated approach to managing the water and land resources.
- 5.106 In addition, Ki Uta Ki Tai (from the mountains to the sea) promotes the wider consideration of effects on ecosystems and water resources in the mountains, the Plains, Lake Ellesmere/*Te Waihora* and the sea. Ngāi Tahu's connection to the land and related resources are outlined in Section 3.2 of the LURP¹⁰³.
- 5.107 The development of rural residential living environments is of relevance to Iwi in enacting their Kaitiakitanga, particularly in relation to acknowledging cultural values, protecting sites of significance and securing, enhancing and maintaining indigenous biodiversity and ecosystems.
- 5.108 The intensification of rural land holdings may also be perceived as being inconsistent with 'Whenua' – the relationship with land and resources and the consideration of the way in which the whole environment functions.

¹⁰³ LURP: 3.2.2 Ngāi Tahu whānui settlement in Canterbury, 6 Dec2013 [P14]

- 5.109 The protection of waterways, including rivers, streams, groundwater, wetlands, Lake Ellesmere/*Te Waihora* and springs, are of significance to Te Taumutu Rūnunga and Te Rūnunga o Ngāi Tahu. The intensification of rural areas may entail earthworks that could undermine the quality of the water resource. Site clearance could disturb ancestral land and sites of cultural significance.
- 5.110 Attention needs to be given to the effects of rural residential development on any Statutory Acknowledgement Sites registered in the Appendices of the District Plan and Part II matters of the RMA.
- 5.111 Additional statutory requirements include the need to take into account the principles of the Treaty of Waitangi; the ethic of stewardship (*kaitiakitanga*); the relationship of Maori and their cultural traditions with ancestral land, water, *wāhi tapu* and other *Taonga*; and, the protection of recognised customary activities.
- 5.112 There are a number of *wāhi taonga*, springs and identified archaeological features within the location criteria outlined in **Appendix 1**. There are no identified *wāhi tapu* or *mahinga kai* sites within the study area, although there are several Silent File and *wāhi taonga* sites.
- 5.113 The following *wāhi taonga* sites include:
- Ovens (C44 to C47) – West Melton Study Area
 - Caves (C54 & C60) – Tai Tapu Study Area
 - Pits (C55 & 58) – Tai Tapu Study Area
 - Oven (C56) – Tai Tapu Study Area
 - Pa/Pits (C57) – Tai Tapu Study Area
 - Ovens/Midden (C59) – Tai Tapu Study Area
 - Artifact (C61) - Tai Tapu Study Area
 - Pits (C62) - Tai Tapu Study Area
 - Burial sites and oven (C63) - Tai Tapu Study Area
 - Midden/oven (C64) – Tai Tapu Study Area
 - Oven (C65) - Prebbleton and Lincoln Study Areas

- 5.114 The following areas are subject to Silent Files:

- Duck Pond Road (C99) – Tai Tapu Study Area
- Ahuriri Lagoon (C100) - Tai Tapu Study Area
- Coopers Knob, Port Hills (C101) – Tai Tapu Study Area
- Cass Peak, Port Hills (C102) – Tai Tapu Study Area

- 5.115 There are no archaeological sites registered on the District Plan maps within the rural residential study area. The selection of the rural residential areas contained in **Section 6** has been informed by the cultural values and the sites of significance identified above.

Other considerations

Climate change

- 5.116 The global impacts of climate change are already becoming evident and further change is inevitable. In New Zealand, climate change could have significant impacts on the countries economy, environment and society. Climate change is an important factor to consider when determining the long term sustainability of land use planning¹⁰⁴.
- 5.117 The Ministry for the Environment predicts that moderate climate change will occur in Canterbury and that it will manifest itself through temperature increase, sea level rise, less rainfall on the Canterbury Plains, increased westerly winds and more frequent extreme weather events¹⁰⁵.
- 5.118 Some of the implications of this climate change include:
- greater reliance on irrigation
 - increased drought
 - decreased run-off to rivers
 - less demand on heating in the summer and more in the winter

¹⁰⁴ Pursuant to s7 (i) of the RMA – www.legislation.govt.nz

¹⁰⁵ MfE: “How Might Climate Change Affect My Region? Climate Change In Canterbury”, www.mfe.govt.nz, 20Mar2008

- more demand on air conditioning in the summer and less in the winter
- costs associated with severe weather events

5.119 **Figure 20** illustrates the effects climate change may have on the Canterbury region and Selwyn District.

Figure 20: Impacts of climate change¹⁰⁶



5.120 It is important to be aware of the consequences of climate change and to ensure that future land use activities reduce the emission of greenhouse gases that are contributing to global warming.

¹⁰⁶ MfE: "How Might Climate Change Affect My Region? Climate Change in Canterbury", www.mfe.govt.nz

5.121 One obvious response is ensuring that the locations of future rural residential nodes are not isolated from urban areas to reduce the dependence on private motor vehicles for everyday commuting and to ensure existing urban settlements in Selwyn District become more self-sustaining.

Maintaining the life supporting capacity of versatile soils

5.122 The Canterbury Plains are made up of some of the best soils in the country, with large areas having been classified as versatile soils. Class I and II soils in the Land Use Classification Index are identified as being 'Versatile' as they contain the necessary high soil nutrient levels, nutrient cycling ability, organic matter, soil structure, depth and water holding capacity.

5.123 High quality soils are a finite natural resource that is important in producing crops for food consumption and to sustain the country's economy. Section 5 (2) (b) of The RMA91¹⁰⁷, the CRPS and the SDP all recognise the importance of maintaining the life supporting capacity of versatile soils.

Figure 21: Productive rural land uses



5.124 It is recognised that the subdivision of rural farmland does not immediately result in the loss of the life supporting capacity of versatile soils. In fact, the loss of productive soils in the context of rural residential development is often negligible as the amount of area lost is restricted to building platforms, hard

¹⁰⁷ Pursuant to s5 (2) (b) – www.legislation.govt.nz

surface areas and roads¹⁰⁸. Any soils removed to establish dwellings, ancillary structures and roads can be retained on the property, thereby preserving the life supporting capacity of the soil resource.

5.125 However, the overall impacts rural residential activities may have on the finite soil resource is an important consideration in:

- identifying where intensification should occur
- what form it should take
- how the life supporting capacity of versatile soils can be protected

5.126 Research published by Landcare Research makes the following pertinent points¹⁰⁹:

"Lifestyle blocks occupy 873,000ha...(in New Zealand), which is approximately 10% of all high class land...while 29% of new urban development since 1990 has occurred on high-class land, this represents 0.5% of all high-class land. While urbanisation more obviously reduces the potential for production from the land, and urban areas already occupied a significant proportion of high-class land before 1990, lifestyle block developments also reduce this potential and their area has been growing rapidly"

5.127 The Study Area Maps in **Appendix 2**, and the Rural Residential Location Criteria in **Appendix 1**, reference the Land Use Classification Index for the UDS area of the District to assist in the determining the optimal locations for this form of development.

Protecting and enhancing indigenous biodiversity and natural habits

5.128 Human habitation and modification of the Canterbury Plains has resulted in a considerable loss of the indigenous biodiversity in the area, and poor protection of what now remains. Natural habitats and endemic fauna on the Plains are acutely threatened, with less than 10% of the indigenous biodiversity remaining¹¹⁰.

5.129 An article in The Press newspaper quoted additional findings, identifying that¹¹¹:

"Analysis... confirms that agricultural intensification over the past 10 years has lead to the highest rate of native vegetation loss since European colonisation"

5.130 The national significance attributed to protecting areas of significant indigenous vegetation and habitats of native fauna is identified in Section 6 (c) of the RMA.

5.131 The SDP requires investigations to be undertaken at the time of resource consents and when considering the appropriateness of rezoning proposals (among other processes) to determine whether any given site contains significant indigenous biodiversity. The SDP prescribes the process and criteria for identifying significant areas of indigenous biodiversity¹¹².

5.132 Council is also a partner in the preparation and implementation of the Canterbury Biodiversity Strategy, which sets out a vision to sustain and enhance biodiversity both now and in the future¹¹³.

5.133 It is critical that the necessary site investigations to identify the presence of indigenous biodiversity are undertaken to:

¹⁰⁸ see Environment Court decision C9/2002: CRC v WDC & J Scott [Para68 P25 & Para72 P26]

¹⁰⁹ J Dymond, Landcare Research: "Expansion of lifestyle blocks and urban areas onto high-class land", 2012 [P11 & 12]

¹¹⁰ Landcare Research: Annual Report 2009

¹¹¹ The Press: *New farms 'destroying native New Zealand'*, by D. Williams, 05May2010

¹¹² Selwyn District Plan: Rural Volume; Appendix 12, E12-001, 10Jun2008

¹¹³ Various Partners: A Biodiversity Strategy from the Canterbury Region, Feb2008

- inform the suitability of the site for intensification; and
 - determine what measures need to be undertaken to preserve significant indigenous vegetation and biodiversity
- 5.134 The necessity to investigate the presence of indigenous biodiversity and to protect any significant areas of indigenous vegetation and/or habitat is reinforced in the Rural Residential Location Criteria prescribed in **Appendix 1**.

Figure 22: Naturalised water way



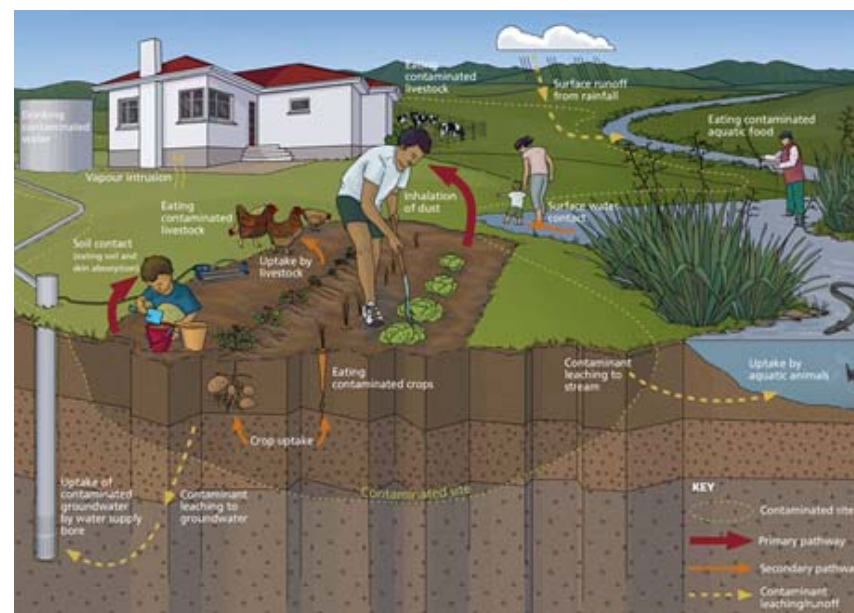
Contaminated land

- 5.135 The conversion of rural land for rural residential activities can present risks where previous farming practices, historical management and use of hazardous substances may have contaminated the land.
- 5.136 Site specific analysis will be required at the zoning and subdivision phases of development to determine the presence of contaminated sites resulting from activities that may have utilised hazardous substances¹¹⁴. Examples include sheep dips, spray residue associated with orchards and chemicals utilised in tanneries, wood processing plants and other activities that may have used potentially hazardous substances.

¹¹⁴ As per the national Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

- 5.137 Potentially contaminated sites are not currently registered in the SDP and may not be identified on the properties Land Information Memorandum or the Council's GIS. Site specific assessments and research will be required, which may include investigating the Hazardous Activities and Industries List (HAIL) and Environment Canterbury's GIS database.
- 5.138 **Figure 23** identifies a typical pathway for how contaminated soils can affect the health and wellbeing of humans and other fauna and flora.

Figure 23: Contaminant pathway¹¹⁵



- 5.139 As stated in **Section 1** of this report, identification of land as a rural residential area in RRS14 does not confirm that the land is devoid of any contaminants that may affect human health in the future.

¹¹⁵ <http://www.mfe.govt.nz/issues/managing-environmental-risks/contaminated-land/about/images/>

Fault line and liquefaction hazard

- 5.140 The earthquake hazard and the relative risks and effects to people, buildings and infrastructure from the liquefaction of soils, ground displacement and fault line rupture are recognised in the SDP¹¹⁶. The Canterbury Earthquake events have brought the risk of earthquakes and the related effects to the forefront of people's minds as the region continues the significant recovery and reconstruction process.
- 5.141 A number of responses have been implemented to respond to these risks, including amendments to the New Zealand Building Code to ensure buildings and structures are constructed on suitably stable ground that is able to sustain relatively large earthquake events. Minimum geotechnical investigation requirements and guidelines have also been prepared by the Ministry of Business Innovation and Employment.
- 5.142 The LURP and Recovery Strategy for Greater Christchurch¹¹⁷ require areas that may be potentially susceptible to earthquake related effects are identified, assessed and avoided where the relative risk is such that land should be precluded from accommodating rural residential densities.

Figure 24: Greendale fault surface rupture¹¹⁸



- 5.143 Investigations into the stability of land and the susceptibility of certain areas to meet the aforementioned statutory requirements will need to be established when the

appropriateness of the land for rezoning is considered under the 1st Schedule of the RMA.

- 5.144 As stated in **Section 1**, identification of land as a rural residential area in RRS14 does not confirm that the land is not susceptible to liquefaction or lateral displacement during large earthquake events.

¹¹⁶ Selwyn District Plan: Township Volume, Part B People's Health, Safety and Values, B3-001, 10Jun2008

¹¹⁷ Recovery Strategy for Greater Christchurch: Section 5 Priorities, 2012 [P12]

¹¹⁸ www.lincoln.ac.nz/conversation/maori-resilience/files/2012/01/aerial-surface-rupture.jpg

6 Rural residential locations

Introduction

- 6.1 The following rural residential areas have been identified as suitable locations for rural residential development, subject to the sites being confirmed through District Plan amendments under the RMA.
- 6.2 The identified rural residential locations satisfy the following pre-requisites:
- can be economically serviced with reticulated water and wastewater services
 - are able to be integrated with established Townships
 - do not significantly undermine the urban consolidation and intensification principles of the LURP, Chapter 6 of the CRPS, SDP or RRS14
 - are not affected by any significant constraints
 - are owned by parties who have aspirations to rezone the land
- 6.3 The identification of rural residential areas is not only a requirement under the LURP, but is also important in providing direction to the community, development sector, service providers and land owners in respect to where rural residential development is anticipated within the area of the District that is subject to this Strategy for the next 10 to 15 years (or sooner depending on housing uptake and monitoring reviews).
- 6.4 The identification of preliminary locations also establishes the geographic location and spatial extent of rural residential areas to ensure some housing choice is provided, while avoiding ad hoc development that may:
- (a) give rise to adverse environmental effects
 - (b) result in the unreasonable loss of rural productive land
 - (c) contribute to the undermining of the urban consolidation and intensification principles managing residential growth within Greater Christchurch

6.5 The RRS14 identifies the rural residential priority areas from the perspective of Council as the planning authority and service/infrastructure provider. These locations were established following a public submissions and hearing process. The Strategy reflects the community's expectations of how rural residential development is to be managed, and is a position that has been informed by advice and feedback received from interested parties and stake holders.

6.6 The identification of the rural residential areas within this Strategy do not pre-empt the statutory requirements under the RMA, where the substantive merits of rezoning land are still required to be considered under a private plan change process that will need to be initiated by land owners, if and when they may choose to develop the land.

Rural Residential Location Criteria

6.7 The Rural Residential Location Criteria are included as **Appendix 1** as a basis for firstly, informing the selection of the rural residential areas; and secondly, assisting prospective applicants considering or preparing private plan change requests to rezone land within the rural residential areas identified in this Strategy

6.8 The Criteria are not set out in a hierarchy and are not anticipated to be applied in this way. All the Criteria have been weighed up in an overall consideration of the relative merits of any given location, with any constraints or failure to align with the criteria having to be addressed in turn. A number of the outcomes identified in the Criteria will be fundamental in achieving the desired outcomes, whereas others may be site specific or all potentially adverse effects can be avoided, remedied or mitigated.

6.9 The Criteria are categorised into the following three groups:



The critical outcomes required to achieve the goals of the LURP, Chapter 6 of the CRPS and RRS14



Site specific issues that require detailed assessments and contextual analysis to determine how any identified potentially adverse effects can be avoided, remedied or mitigated

- Matters that do not apply to certain geographic locations within the study area

6.10 Initial more generic Criteria for the area of the District that is subject to this Strategy are outlined in **Appendix 1**, which specify elements that universally apply to all possible rural residential locations. These Criteria have been informed by the LURP, Chapter 6 of the CRPS, the objectives and policies of the SDP and other relevant strategic planning instruments, such as Township Structure Plans and RRS14.

6.11 Criteria for each of the Township and environs study areas are then provided, which focus on more specific constraints and physical characteristics to assist in determining the appropriateness of any given location on the periphery of Rolleston, West Melton, Templeton, Prebbleton, Tai Tapu, Lincoln and Springston.

6.12 The Criteria are grouped into the following categories for each Study Area:

- Urban form and growth management
- Rural character and productivity
- Strategic infrastructure
- Natural hazards
- Environmental, cultural and heritage

6.13 A series of maps are also provided in **Appendix 2** that have influenced the Criteria – these maps reference the following information for each Township and environs study area:

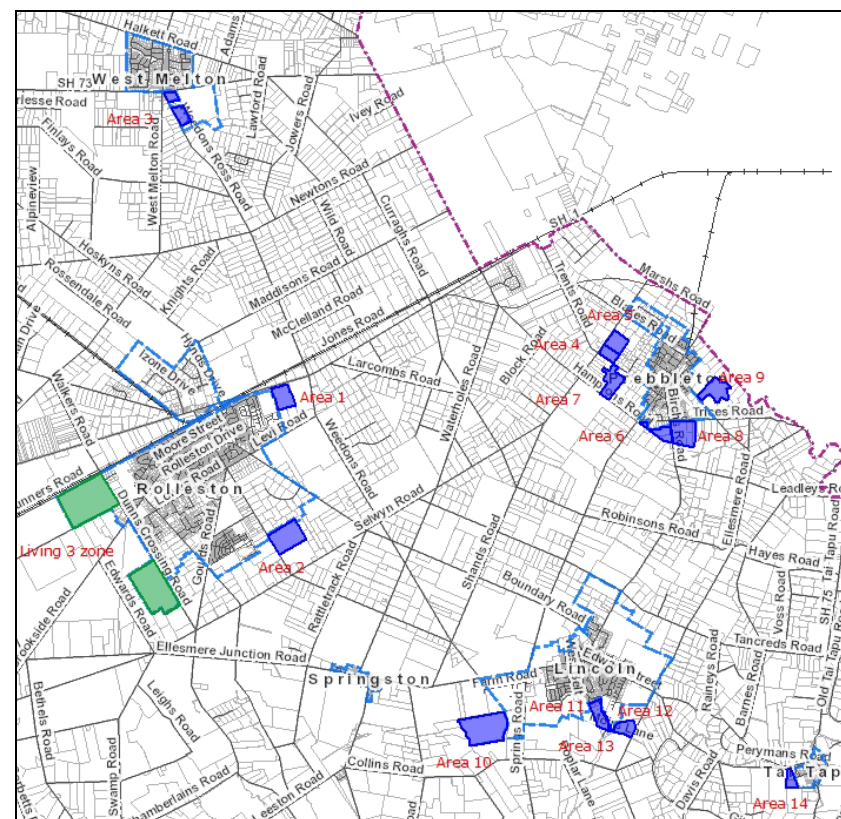
- Map 1: LURP priority areas
- Map 2: Landscape constraints
- Maps 3 to 5: District Plan zoning layer
- Maps 6 to 12: Land use layers for each sub-area
- Maps 13 to 19: Blue network layers for each sub-area
- Map 20: Geotechnical layer
- Map 21: Land use capability and versatile soil layer
- Map 22 to 28: Peri-urban context maps
- Map 29: Christchurch City Groundwater Recharge Zone

6.14 The final locations identified in this Strategy reflect the recommendations of an independent hearings panel, who determined the locations following a public submissions and hearings process that applied the various Criteria to a number of areas nominated for inclusion through submissions.

Rural residential locations

6.15 **Figure 25** identifies the rural residential locations and **Table 4** summarises the approximate household yields that these areas are likely to be able to sustain.

Figure 25: Rural residential locations



- 6.16 The identified locations support approximately 655 rural residential sections for the short to medium term up to 2019. The rezoning process to formalise the Living 3 zone and enable the land to be subdivided must be initiated by the land owners through a private plan change process under the 1st Schedule of the RMA.
- 6.17 On-going monitoring and review processes outlined in **Section 8** of this report will assist in determining whether it is appropriate to facilitate additional rural residential development within the identified study area.

Table 4: Summary of the rural residential locations

Priority area	Description	Possible yield
Living 3 zone Rolleston	Existing undeveloped rural land on the south-western boundary of Rolleston	148
Area 1 Rolleston	Rural land adjoining the Park Lane and Levi Park subdivisions on the north-western boundary of Rolleston ¹¹⁹	36
Area 2 Rolleston	Rural land on the south-eastern boundary of Rolleston ¹²⁰	72
Area 3 West Melton	Semi-rural land surrounded by the Living 2 and 2A zones on the southern boundary of West Melton ¹²¹	24
Area 4 Prebbleton	Semi-rural land between Shands Road and the Kingcraft Drive EDA on the western outskirts of Prebbleton ¹²²	14
Area 5 Prebbleton	Rural land on the western boundary of Prebbleton ¹²³	31

¹¹⁹ Coles Family Trust

¹²⁰ Dryden Trust

¹²¹ J & R Marshall and S Rhodes & Ors

¹²² D & S Anderson

¹²³ M Stratford

Area 6 Prebbleton	Semi-rural land contained by Hamptons, Trices and Birchs Roads on the southern boundary of Prebbleton ¹²⁴	18
Area 7 Prebbleton	Rural land on the western boundary of Prebbleton ¹²⁵	44
Area 8 Prebbleton	Rural residential land on the south-eastern boundary of Prebbleton ¹²⁶	54
Area 9 Prebbleton	Rural land on the eastern boundary of Prebbleton ¹²⁷	44
Area 10 Lincoln	Rural land on the western boundary of Lincoln ¹²⁸	115
Area 11 Lincoln	Rural residential land on the southern boundary of Lincoln ¹²⁹	12
Area 12 Lincoln	Rural residential land on the south-eastern boundary of Lincoln ¹³⁰	26
Area 13 Lincoln	Rural residential land on the south-eastern boundary of Lincoln ¹³¹	1
Area 14 Tai Tapu	Rural land on the western boundary of Tai Tapu ¹³²	16
Total		655

¹²⁴ Conifer Grove Trustees

¹²⁵ Trents Road Developments

¹²⁶ Crabbe Partnerships and George & Jeffs

¹²⁷ G & L Burgess

¹²⁸ Denwoods Trustee

¹²⁹ Apton Development and A Cartridge

¹³⁰ B & A Moir

¹³¹ B Harrington

¹³² S & Z Crofts and J Williams

ROLLESTON RURAL RESIDENTIAL LOCATIONS

Background

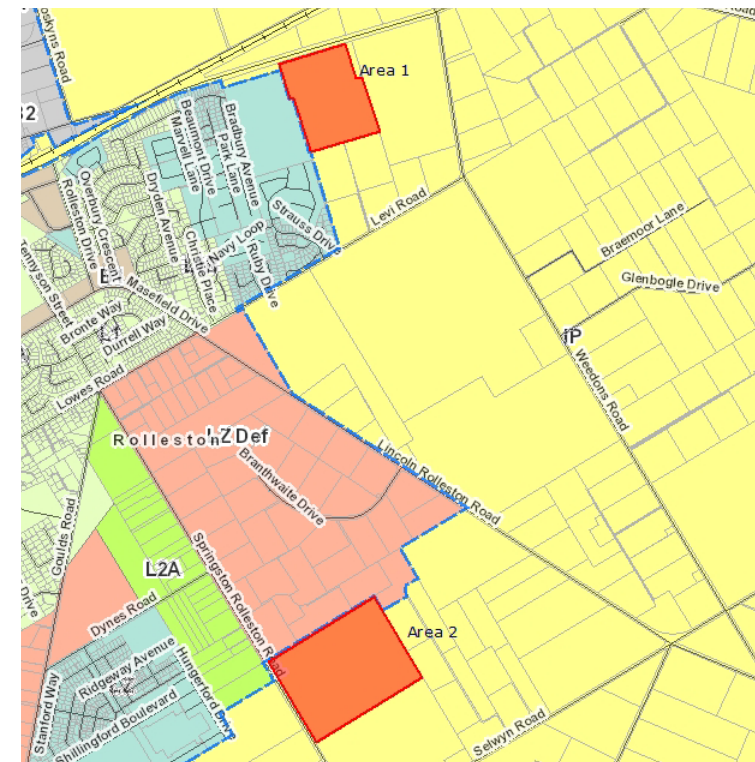
- 6.18 Rolleston is now the largest settlement in Selwyn District. The significant residential and business expansion that has taken place in recent years has occurred in response to the availability of relatively large residential sections, at affordable prices, in relatively close proximity to Christchurch City.
- 6.19 The Rolleston Structure Plan and recent amendments to the SDP set out the strategic planning direction for the town. Rolleston is identified as a Key Activity Centre under the LURP and Chapter 6 of the CRPS. It is the primary growth area within the District, with capacity to support a significant population in the coming years.
- 6.20 There are currently two existing rural residential nodes on the south-western outskirts of Rolleston that have an operative Living 3 zoning and related ODP's. The two sites support the development of 148 rural residential sections ranging in size from 0.4ha to 4ha. This land has yet to be subdivided, with the current land owner choosing to utilise the properties for farming operations.
- 6.21 **Figure 26** identifies the geographic location of **Areas 1 and 2** and their spatial context with Rolleston and its environs.

Site description

- 6.22 **Area 1** encompasses a single parcel of land that has a physical address of 1535 Main South Road. The property is legally described as Lot 4 DP 74253 Block III Leeston Survey District.
- 6.23 The 20.59ha land holding is currently utilised for agricultural purposes, which includes a rural contracting business. **Area 1** is zoned Rural (Inner Plains) and is bordered by SH1 to the north, rural activities to the east across Weedons Road, established lifestyle blocks to the south and the Levi Park and

Park Lane residential subdivisions to the south-west and west respectively.

Figure 26: Rolleston - Rural Residential Areas 1 and 2



- 6.24 **Area 1** accommodates a single dwelling and a large yard containing implement sheds and associated ancillary structures. The four-laning of SH1, being proposed as part of the New Zealand Transport Agency's Roads of Significance project, forms the northern boundary to the property. These works entail widening the State Highway and constructing a major intersection at Weedons Road.
- 6.25 The noise contour for the Christchurch International Airport avoids the property, but applies to land directly to the east and

south. **Area 1** forms part of a wider block that accommodates Rolleston, the LURP “Residential priority areas” and long term growth boundaries identified in the Rolleston Structure Plan. This block is bounded by SH1 and Weedons, Selwyn Road and Dunns Crossing Roads.

Figure 27: Rural Residential Area 1 aerial



- 6.26 **Area 2** encompasses a single parcel of land at Springston-Rolleston Road. The property is legally described as Lot 1 DP 305373.
- 6.27 The 36.22ha land holding is currently utilised for agricultural purposes as a dairy ‘run off’ block. **Area 2** is zoned Rural (Inner Plains) and is bordered by 4ha rural lifestyle blocks to the north (at the time of writing zoned Living Z Deferred with the deferment to be lifted as soon as an approved ODP is included in the District Plan), rural activities to the east made up of 4ha (approximate) landholdings, rural activities to the

south and west, with residential activities further to the west (Farrington development).

- 6.28 The property accommodates a woolshed and associated yards. **Area 2** is located within the “Projected Infrastructure Boundary” established under the LURP, and is within the projected urban growth area in the Rolleston Structure Plan.

Figure 28: Rural Residential Area 2 aerial



Potential yield

- 6.29 Analysis undertaken as part of the PC17 process, and further investigations undertaken by the land owner, demonstrate that **Area 1** could sustain approximately 36 rural residential sections. **Area 2** can sustain approximately 75 rural residential sections.
- 6.30 However, the substantive merits of any rezoning proposals, and the optimal yield, will not be able to be established until a

private plan change is lodged with Council and considered under the RMA.

Discussion

6.31 The following efficiencies and benefits are considered relevant to Rural Residential Areas 1 and 2:

Sub-regional guidance – LURP/Chapter 6 to the CRPS

- Area 1 is outside the Township boundary, but adjoins the Living Z zone and residential priority areas that ensure the rural residential node is consolidated with the existing Township. This spatial proximity also assists in preserving the open space character between Rolleston and Christchurch City.
- Area 2 is also outside the Township boundary, but adjoins the Living Z (Deferred) zone to the north (the deferred status is to be removed as soon as an approved ODP for this area is included in the SDP) and the Living Z zone across Springston-Rolleston Road which ensures the rural residential node is consolidated with the existing township.
- Areas 1 and 2 avoid the majority of the sub-regional constraints outlined in Policy 6.3.9 of Chapter 6 of CRPS.
- The proximity of SH1 and the South Island Main Trunk Line to Area 1 will necessitate the inclusion of appropriate setbacks and/or mitigation methods (e.g. bunding, fencing, landscaping, building design standards) to avoid any potentially adverse reverse sensitivity effects and to mitigate any nuisance effects on future residents. The setbacks and treatments at the interface between this rural residential enclave and this nationally important transportation corridor presents an opportunity to deliver the walking and cycling network and greenbelt buffer around the periphery of the Township and avenue planting along the SH1 interface promoted in the Rolleston Structure Plan.
- Area 1 adjoins the Park Lane and Levi Park residential subdivisions, making it likely the site can be economically provided with reticulated water and wastewater.
- Area 2 adjoins small rural lifestyle and rural residential blocks to the west and east, and appropriate treatment along the southern boundary with an existing dairy 'run-off' block (larger sections,

dwelling setbacks, buffer landscaping etc.) will avoid any potential for reverse sensitivity effects with adjoining land.

- Area 2 adjoins the Living Z (Deferred) zone to the north (the deferment is not in relation to servicing constraints) and Living 2A (1ha) and Living Z, being the Farringdon residential areas to the west, ensures the site can be economically provided with reticulated water and wastewater.
- Area 2 is located within a future long term growth path identified in the Rolleston Structure Plan (for the period 2041 to 2075). A 'future proofed' rural residential subdivision design is required to protect the future growth path, ensuring that the site can be intensified to urban densities in an integrated and comprehensive manner as set out in the Rolleston Structure Plan, if this is required at some future date for the further expansion of Rolleston.

Rural residential form, function and character

- Area 1 enables rural residential development to be consolidated with the urban form of Rolleston.
- In respect to Area 1, ribbon development along SH1 is avoided by the proposed four-laning and associated upgrades to Levi Road, which presents a strong limit to growth to the north-east of Rolleston.
- Peri-urban sprawl associated with Area 1 is contained by the proposed SH1 upgrades to the north and east, the Airport Noise Contour to the south and east and residential development to the west.
- Area 1 is not an obvious future residential growth path, which have been identified in the Rolleston Structure Plan and extend in the south-eastern direction as far as Selwyn Road.
- There is likely to be sufficient capacity within the Council's roading and community water and sewerage network to service Areas 1 and 2.
- Area 2 enables rural residential development to be consolidated with the urban form of Rolleston, and can support a mix of housing densities, while achieving an overall density of 1 to 2hh/ha.

Landscape values

- In respect to Area 1, SH1 to the north, and Weedons Ross Road and the Christchurch International Airport noise contour to the east and south, present strong limits to growth. The containment of rural residential activities within this area provides the opportunity to secure a demarcation between rural and urban forms of development. This will assist in preserving the rural character amenity contrast between the rural zone, and the urban forms of Rolleston and Christchurch City.
- The size of the Area 1 supports a small rural residential node, which will enable each parcel to achieve the necessary degree of 'ruralness' and avoid adverse visual effects associated with larger rural residential nodes where the number of smaller sections collectively represent more 'urban' characteristics.
- The location and characteristics of Areas 1 and 2 enables site specific layouts, design controls and interface treatments to achieve the necessary degree of 'ruralness', 'openness' and rural residential character.
- Area 2 has discernible boundaries created by existing roads and living zonings to the west and north and boundary shelter planting to the east. The ODP and site design can ensure appropriate boundary treatments and strengthening of the rural/rural residential boundary with the rural land to the east and south.
- The containment of rural residential activities within Area 2 provides the opportunity to secure a demarcation between rural and urban forms of development. There is no risk of coalescence with other townships as the site is within the long term growth path for Rolleston.
- The design and layout of Area 2 should include design elements which protect and build on existing landscape features, view shafts and existing shelterbelts and planting.
- Area 2 can accommodate approximately 75 rural residential lots, which is an appropriate sized node for this location given the large scale of adjoining residential developments; and because Rolleston is a Key Activity Centre intended to be self-sustaining and is likely to become a substantial town over time.

Rolleston environs study area guidance

- The location of Areas 1 and 2 where they adjoin the Township boundary supports rural residential nodes that are able to integrate with the existing settlement pattern.
- Rolleston has capacity to support an increased population base as it is an identified Key Activity Centre that has the community infrastructure, services and business areas to support a large self-sustaining community.
- There is an opportunity with Area 1 to secure safe and efficient vehicle, pedestrian and cycle access to the Town centre via the road network, green space corridors and reserves are available as the site adjoins Living zoned land that is currently being subdivided. Connections to the block have already been secured within the subdivision scheme for the Levi Park subdivision. The town centre is approximately 1.5km to the south-west.
- The proximity of Areas 1 and 2 presents an opportunity to achieve strong connections between rural residential nodes and Rolleston, including the necessary access to education facilities, shopping centres, employment opportunities, community facilities, public transport connections and other services.
- Areas 1 and 2 are not subject to any identified high groundwater, natural hazards, potentially contaminated sites, protected trees, cultural sites, heritage sites or sites of ecological value and there are no significant servicing constraints.
- Areas 1 and 2 avoid any identified Significant Natural Areas, Intensive Farming Activities, strategic infrastructure and designated sites, with the exception of Area 1 sharing a northern boundary with SH1/SIMTL.
- Additional site specific assessments will be required to confirm the presence of any potentially contaminated soils associated with the historic farm use and current contractor's yard for Area 1 and historic farm use for Area 2. In addition, geotechnical investigations will also be required to establish the lands susceptibility to liquefaction and lateral spread during large earthquake events, although given existing geotechnical information on Rolleston the likelihood of susceptibility is expected to be low.
- Area 1 is comprised of Class II versatile soils, with any private plan change proposal lodged to formalise the Living 3 zoning having to

assess the impacts of any loss of these soils on the productive capacity of the Canterbury Plains.

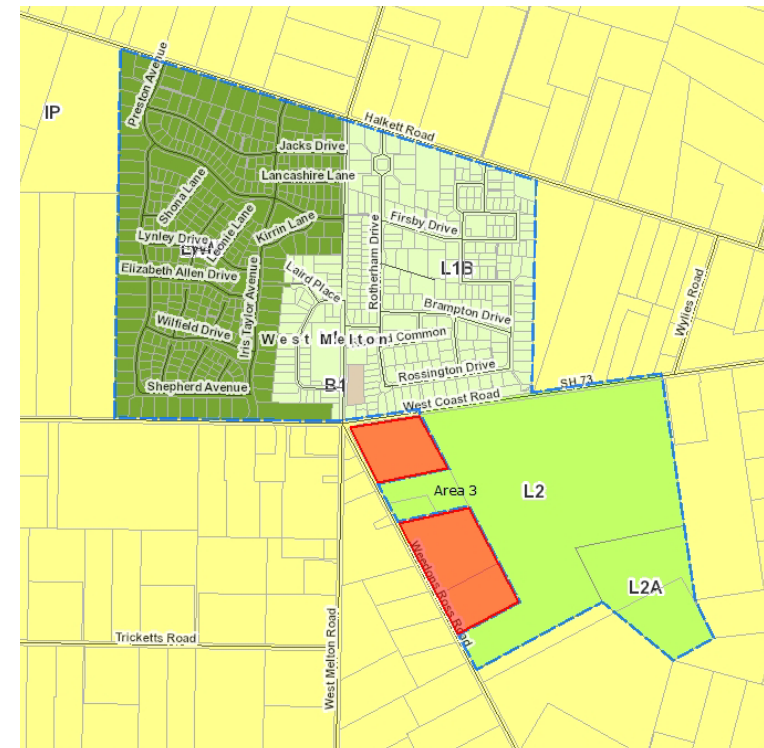
- Area 2 is comprised of Class II and III versatile soils, but its location within the long term future growth path for Rolleston indicates this is not a constraint to rural residential development.

WEST MELTON RURAL RESIDENTIAL LOCATION

Background

- 6.32 West Melton is a small rural service town located on SH 73, 10km west of Christchurch City. The Township has traditionally provided low-density residential sections, which have been sought after in part due to the settlement's close proximity to Christchurch City.

Figure 29: West Melton - Rural Residential Area 3



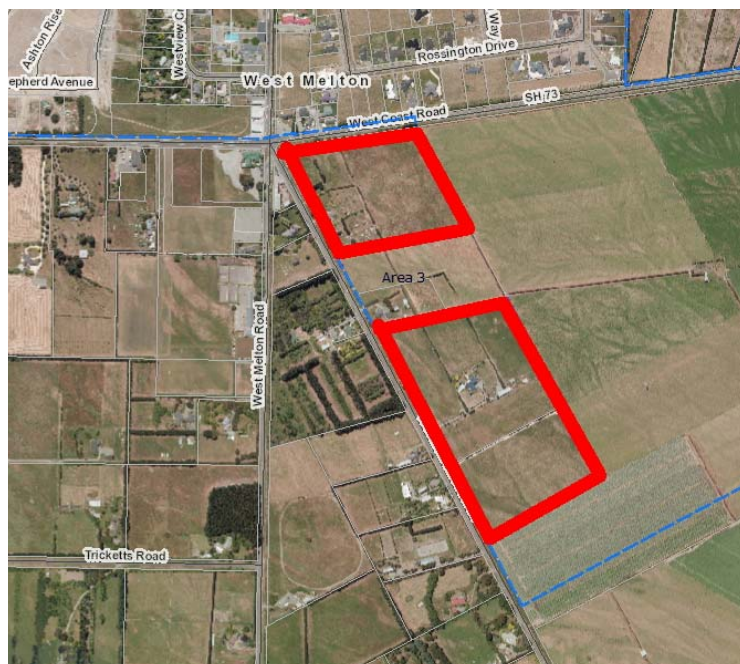
- 6.33 **Figure 29** identifies the geographic location of **Area 3** and its spatial context with West Melton and its environs.

- 6.34 More recent residential development within the West Melton Township is now well underway in the Gainsborough and Preston Downs residential subdivisions. West Melton is not an identified Key Activity Centre and no additional residential priority areas have been added to the Township under the LURP and Chapter 6 of the CRPS. West Melton has a primary school, early childhood centre, community hall and local shops and services and a petrol station.

Site description

- 6.35 **Area 3** encompasses three parcels, separated over two locations, which are held by two land owners.

Figure 30: Rural Residential Area 3 aerial



- 6.36 The northern parcel is 5.57ha in size, has a physical address of 708 Weedons Ross Road and is legally described as Lot 1 DP 50712. The southern area has a physical address of

664 Weedons Ross Road, is 10.73ha in size and is legally described as Lot 1 DP 26732 and Lot 2 DP 26732.

- 6.37 The three land holdings are 16.3ha in size collectively and are currently utilised for grazing purposes. The northern area accommodates a cluster of buildings and what appears to be a collection of motor vehicles.
- 6.38 The properties are zoned Rural (Inner Plains), with the northern property sharing a northern boundary with SH73, an eastern and southern boundary with the Living 2 zone and a western boundary with the Rural (Inner Plains) zone. The southern site shares a northern, eastern and southern boundary with the Living 2 and Living 2A zones and a western boundary with the Rural (Inner Plains) zone.
- 6.39 A Transpower high voltage power line, and associated towers, dissects the southern site in a west to east alignment. Access from both sites onto Weedons Ross Road has been established. An ODP is contained within the SDP to manage the future development of the Living 2 and Living 2A zones, which could also incorporate any access or infrastructure servicing arrangements required for the development of this rural residential area.

Potential yield

- 6.40 Analysis undertaken as part of the PC17 process demonstrated that the land holdings could sustain approximately 24 rural residential sections over the two locations. However, the substantive merits of the rezoning proposal and the optimal yield are yet to be determined.

Discussion

- 6.41 The following efficiencies and benefits are considered relevant to Rural Residential **Area 3**:

Sub-regional guidance – LURP/Chapter 6 to the CRPS

- The land holding is outside the Township boundary, but adjoins the Living 2 and Living 2A zones, which ensures the rural residential node is consolidated with the existing Township. This spatial

proximity assists in preserving the open space character between West Melton and Rolleston to the south-west and Christchurch City to the east.

- Avoids the majority of the sub-regional constraints outlined in Policy 6.3.9 of Chapter 6 of CRPS, including specifically the groundwater recharge zone for Christchurch City's drinking water and the West Melton Military Training Area.
- Integrates into the existing urban environment, ensuring the site is likely to be able to be economically provided with reticulated water and wastewater. Water upgrades, including an additional well within the Living 2 or 2A zones, are required to facilitate the development of Area 3.
- There are no springs, waterways or significant natural features within Area 3.
- The appropriateness of rezoning land that currently accommodates high voltage transmission lines will need to be determined through the plan change process, including the need to secure appropriate building setbacks in accordance with the NPS on electricity transmission. Any interface treatments with SH73 will also need to be considered.
- Area 3 avoids all other identified Significant Natural Areas, designated sites or any other strategic infrastructure.

Rural residential form, function and character

- The site's location effectively integrates the properties into the township boundary, including specifically the Living 2 zone to the east and Living 2A zone to the east and south. This reduces the potential for adverse reverse sensitivity effects, unconsolidated peri-urban sprawl and the urban form of West Melton coalescing with Rolleston or Christchurch City.
- The risk of ribbon development occurring east along SH73 or south along Weedons Ross Road is reduced as the Area 3 is contained by the Living 2 zone to the east and Living 2A zone to the zone.
- The location is not an obvious future residential growth path, with the SDP anticipating any additional residential growth to occur north of SH73 and south of Halkett Road.
- The ability for both sites to integrate with the existing settlement pattern will assist in achieving a concentric urban form that enables

ready access to the town centre. The site is less than 100m of the town centre, with the domain and town hall being located to the west of the site on the southern side of SH73.

- There is likely to be sufficient capacity within the Council's roading and sewerage network to service the area, although upgrades to the existing water infrastructure are required as part of the development of the Living 2 and 2A zones south of SH73.

Landscape values

- Proposals for Area 3 will need to include layouts, interface treatments and development controls to avoid any potentially adverse visual and amenity effects and achieve the necessary degree of 'ruralness' and 'rural residential character'. These environmental effects will need to be considered under the plan change process.
- The sites are contained by discernible boundaries formed by existing roads and land use characteristics, which includes strategic roads and low-density living zones.
- The size of Area 3 supports a small rural residential node, which will enable each parcel to achieve the necessary degree of 'ruralness' and avoid adverse visual effects associated with larger rural residential nodes where the number of smaller sections collectively represent more 'urban' characteristics.
- The loss of any rural character and amenity attributed to the sites have been reduced as Area 3 can be consolidated with the urban form of West Melton. The surrounding zoning pattern also reduces the potential for adverse reverse sensitivity effects with strategic infrastructure and productive rural land uses.

West Melton environs study area guidance

- The location of Area 3 adjacent to the Township boundary supports a rural residential node that is able to integrate with the existing settlement pattern.
- West Melton has a reduced capacity to support an increased population base as it is not an identified Key Activity Centre, with significant growth placing pressure of community infrastructure, services and business areas. Significant growth may also undermine the discrete township amenity that characterises West Melton.

- There is an opportunity to secure safe pedestrian and cycle access to the Town centre via the underground connection required to be formed when the adjacent Living 2 zone is developed.
- Area 3 is not subject to any identified natural hazards, potentially contaminated sites, Protected Trees, cultural sites, heritage sites or sites of ecological value and there are no significant servicing constraints. The exceptions are upgrades that are required to be undertaken to the reticulated water and wastewater supplies.
- Avoids any identified Significant Natural Areas, Intensive Farming Activities, designated sites or any other strategic infrastructure. The exception is Transpowers national grid that runs in a west to east direction through Area 3. The potential adverse reverse sensitivity effects of any rezoning of the land will be considered as part of the plan change process.
- Additional site specific assessments will be required to confirm the presence of any potentially contaminated soils associated with the historic farm use and land used for car storage. In addition, geotechnical investigations will also be required to establish the lands susceptibility to liquefaction and lateral spread during large earthquake events.
- Area 3 is devoid of any Class I or II versatile soils.

PREBBLETON RURAL RESIDENTIAL LOCATIONS

Background

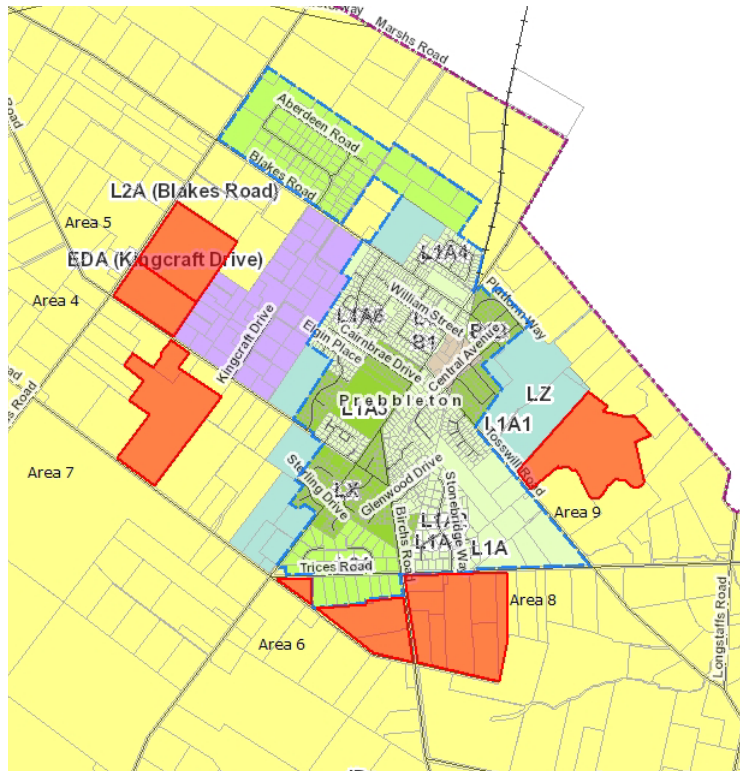
- 6.42 Prebbleton is one of the oldest settlements on the Canterbury Plains, having been established in 1862. The Township is well placed on the strategic road network between Christchurch and Lincoln, being relatively close to the City Centre via the southern motorway. The Prebbleton Structure Plan, and recent amendments to the SDP, set out the strategic planning direction for the town.
- 6.43 Prebbleton is not an identified Key Activity Centre, although additional residential priority areas have been added to the Township under the LURP and Chapter 6 of the CRPS to facilitate the development of additional sections.
- 6.44 **Figure 31** identifies the geographic location of **Areas 4 through to 9**, and their spatial context with Prebbleton and its environs.

Site descriptions

- 6.45 **Area 4** is located to the west of Prebbleton. The Kingcraft EDA, which accommodates lifestyle properties, is established on the sites eastern boundary. Shands Road forms the western boundary of the site. The property has frontage and formed access onto Trents Road. The site is zoned Rural (Inner Plains), which also applies to the land to the north, south and west.
- 6.46 **Area 4** has a physical location of 311 Trents Road, is 9.2ha in size and is legally described as Lot 2 DP 51743. The property accommodates a single dwelling, with the balance of the land accommodating a horse training track and ancillary facilities.
- 6.47 Shands Road, and to a lesser extent Trents Road, in respect to **Areas 4, 5 and 7** are also identified for upgrades as part of the works to integrate the local transport network into the proposed Stage 2 of the southern motorway (CSM2). The CSM2 alignment is further to the north, passing through a

large interchange proposed at the junction of Shands and Marshs Roads.

Figure 31: Prebbleton – Rural Residential Areas 4 to 9



- 6.48 A Council water race runs along the Trents Road reserve in front of **Area 4**. There are extensive trees and vegetation on the property boundaries. Transpower's national grid follows a south-west to north-east alignment through land holdings further to the west, on the opposite side of Shands Road.
- 6.49 A private plan change request has been lodged with the Council to rezone the land from its current Rural (Inner Plains) zoning to a Living 3 Zone that facilitates the development of approximately 14 rural residential households (PC41) for **Area 4**. This request had been publicly notified and

submissions and further submissions received at the time this Statutory was prepared.

Figure 32: Rural Residential Area 4 aerial



- 6.50 **Area 5** is located to the west of Prebbleton. **Area 5** has a physical address of 631 Shands Road, Prebbleton. The property is legally described as Lot 1 DP 53115. The 15.99ha land holding is currently utilised for small scale agricultural purposes.
- 6.51 **Area 5** is zoned Rural (Inner Plains) and is bordered by **Area 4** to the south, Kingcraft Drive Existing Development Area (10 lots with a minimum of 1ha lots) to the east, and rural activities zoned Rural (Inner Plains) to the north.
- 6.52 The property accommodates a residential dwelling and associated curtilage. **Area 5** is located within the "Preferred Urban Form" identified on Map 24 of **Appendix 2** of this Strategy.

- 6.56 A Council water race runs along Hamptons Road in front of **Area 6**. The Christchurch to Little River Rail Trail is located on Birchs Road, which includes a formed off-road connection from the intersection of Birchs and Trices Roads to Lincoln.
- 6.57 A private plan change request has been lodged with the Council to rezone the land from its current Rural (Inner Plains) zoning to a Living 3 Zone that facilitates the development of approximately 18 rural residential households (PC36) for **Area 6**. This request had been publicly notified and submissions and further submissions received at the time this Statutory was prepared.

This aerial map shows the Highland Brae area in Glasgow, Scotland. A red outline highlights a specific area labeled 'Area 6'. The map includes labels for roads such as Springfield Road, Dornal Lane, Highland Lane, Birkhill Court, Brookman Close, Derwent Road, Logie Road, Trices Road, and Hampton Road. The area is surrounded by residential developments and green spaces.

- 6.58 **Area 7** is located to the west of Prebbleton. **Area 7** encompasses three parcels of land that have a physical

address of 232 Hamptons Road and 340 Trents Road, Prebbleton. The properties are legally described as Lot 2 DP 25129, Lot 2 DP 42643 and Lot 2 DP 4150512.

- 6.59 The 22.315ha land holdings are currently utilised for small scale agricultural purposes. **Area 7** is zoned Rural (Inner Plains) and is bordered by 1.5 to 8ha lifestyle blocks to the east and west, Kingcraft Drive Existing Development Area (10 lots with a minimum of 1ha lot sizes) across Trents Road to the north, and rural activities zoned Rural (Inner Plains) to the south.
- 6.60 The property accommodates two residential dwellings and associated curtilage. **Area 7** is located within the “Preferred Urban Form” identified on Map 24 of **Appendix 2** of this Strategy.

Figure 35: Rural Residential Area 7 aerial



- 6.61 **Area 8** is located on the south-eastern edge of Prebbleton. **Area 8** has a physical address of 299 to 341 Trices Road, and 32 and 42 Hamptons Road, Prebbleton. The properties are legally described as Lots 1 and 2 DP 73583, Pt RS 3122, Lot 1 DP 3896, Lot 1 DP 78905, Lots 1 & 2 DP 360577 and Pt RS 2423. The block has an approximate area of 27.3ha.
- 6.62 The properties are currently utilised for mature lifestyle blocks. **Area 8** is zoned Rural (Inner Plains) and is bordered by Living 1A zoned land to the north across Trices Road and Rural (Inner Plains) zoned land to the east, south and west.
- 6.63 The land accommodates a number of residential dwellings and associated curtilage. **Area 8** is located outside the “Preferred Urban Form” identified on Map 24 of **Appendix 24** of this Strategy.

Figure 36: Rural Residential Area 8 aerial



- 6.64 **Area 9** is located to the east of Prebbleton. **Area 9** has a physical address of 59 to 98 Tosswill Road, Prebbleton. The

property is legally described as Lot 1 and Part Lot 2 DP 5464 and has an area of 22.3ha.

- 6.65 The property is currently utilised for farming. **Area 9** is zoned Rural (Inner Plains) and is bordered by Living Z zoned land to the north-west, Living 1A zoned land to the south-west and Rural (Inner Plains) zoned land to the east and south. The Christchurch City boundary lies nearby to the north-east and east.
- 6.66 **Area 9** is located outside the “Preferred Urban Form” identified on Map 24 of **Appendix 2** of this Strategy.

Figure 37: Rural Residential Area 9 aerial



Potential yield

- 6.67 The plan change (PC41) request demonstrates that **Area 4** could sustain approximately 14 rural residential sections.

Once again, the substantive merits of the rezoning proposal and the optimal yield are yet to be determined.

- 6.68 **Area 5** can sustain approximately 31 rural residential sections.
- 6.69 The draft private plan change prepared for **Area 6** (PC36) and pre-application discussions indicate that this property could accommodate approximately 18 rural residential households. However, the substantive merits of the rezoning proposal and the optimal yield are yet to be determined.
- 6.70 The plan change (PC36) request demonstrates that **Area 6** could sustain approximately 18 rural residential sections. Once again, the substantive merits of the rezoning proposal and the optimal yield are yet to be determined.
- 6.71 **Area 7** can sustain 35 rural residential sections.
- 6.72 **Area 8** can sustain approximately 54 rural residential sections including those existing.
- 6.73 **Area 9** can sustain approximately 44 rural residential sections including those existing.

Discussion

- 6.74 The following efficiencies and benefits are considered relevant to Rural Residential **Areas 4 through to 9**:

Sub-regional guidance – LURP/Chapter 6 to the CRPS

- The majority of the land holdings are outside the Township boundary and adjoin existing rural residential or Living zone environments. This zoning pattern assists in ensuring any future development is consolidated with the existing Township. It also assists in preserving the open space character between Prebbleton, other large townships in the eastern area of the District and Christchurch City.
- The locations avoid the sub-regional constraints outlined in Policy 6.3.9 of Chapter 6 of CRPS.
- Areas 4 and 6 adjoin the Kingcraft Drive EDA or the Living 2A zones respectively, ensuring the sites can be economically provided with reticulated water and wastewater. Area 5 can be economically provided with reticulated water and wastewater if developed

together with or after Area 4. Areas 8 and 9 can be economically provided with reticulated water and wastewater.

- Area 5 is outside the Township boundary, and although not immediately adjoining a Living zone, the site is located within 700 to 800m of the Living Z zone on the western side of Springs Road, adjoins the Kingcraft Drive EDA zone to the east and Area 4 to the south.
- Area 7 is outside the Township boundary, and although not immediately adjoining a Living zone, the site is located within 200 to 300m of the Living Z zone on the eastern side of Springs Road, and adjoins the Kingcraft Drive EDA zone to the north across Trices Road.
- Area 8 is outside the Township boundary, immediately adjoining a Living zone, and within 1km of the town centre and across Birchs Road from Area 6.
- Area 9 is outside the Township boundary, immediately adjoining a Living zone, and within 700m to 800m of the town centre.
- Areas 4 to 7 are located outside the identified geotechnical or flooding zone.
- Area 6 is located in proximity to land where liquefaction occurred during the Canterbury Earthquakes. Detailed geotechnical investigations will be required as part of the plan change process to determine the appropriateness of any proposed rezoning. There are no other natural constraints associated with either of the identified locations.
- Areas 8 and 9 are located outside any flooding zone but will require detailed geotechnical assessments as they are close to areas where liquefaction occurred during the Canterbury Earthquakes.
- Areas 4, 5 and 7 are located at the edge of the *“Preferred Urban Form”* identified on Map 24 of [Appendix 2](#) of this Strategy. A ‘future proofed’ rural residential subdivision design may be considered to protect the future growth path, ensuring that the site can be intensified to urban densities in an integrated and comprehensive manner, if this is required at some future date for the further expansion of Prebbleton. Alternatively, due to their location on Shands Road it may be preferred that Areas 4 and 5 remain as part of a permanent peri-urban fringe to Prebbleton.

- Areas 8 and 9 are located outside the *“Preferred Urban Form”* identified on Map 24 of [Appendix 2](#) of this Strategy and has the potential to form part of a permanent peri-urban fringe to Prebbleton.

Rural residential form, function and character

- The sites enable rural residential development to be consolidated with the settlement pattern of Prebbleton.
- The risk of ribbon development occurring along Trents Road is reduced as Areas 4 and 5 represent the full extent of residential or rural residential growth west of Prebbleton based on Shands Road being a definitive boundary.
- The risk of ribbon development occurring along Trents or Hamptons Roads is reduced as Areas 4, 5 and 7 are located on the eastern side of Shands Road. Shands Road provides a definitive boundary to residential or rural residential growth west of Prebbleton.
- The risk of ribbon development occurring south along Birchs Road is reduced as Area 6 reflects the full extent of residential or rural residential growth south of Hamptons Road.
- The risk of ribbon development occurring along Birchs Road is reduced as Area 8 is located on the northern side of Hamptons Road, which provides a strong boundary to residential or rural residential growth south of Prebbleton.
- Areas 4 to 8 are small contained nodes where appropriate boundary treatments are required to integrate the sites into both the urban and rural environments. There are definitive road boundaries, physical features or established land uses that reduce the potential of on-going urban sprawl, avoid adverse reverse sensitivity effects and the urban form of Prebbleton coalescing with Lincoln to the south and Christchurch City to the north.
- Area 9 represents a relatively small node which will need appropriate boundary treatments to be established to the north and east. The location avoids reverse sensitivity effects and the urban form of Prebbleton coalescing with Lincoln to the south and Christchurch City to the north.
- The ability for the locations to integrate with the existing settlement pattern will assist in achieving the *“Preferred Urban Form”* as set out in Map 24 of [Appendix 2](#) of this Strategy. Areas 4, 5, 6, 7, 8 and 9

are 1.8km, 1.5km 1.3km, 1.5km and 700m to 800m from the town centre respectively. Area 8 is outside the Township boundary, immediately adjoins a Living zone, and is within 1km of the town centre and across Birchs Road from Area 6.

- The Council's roading and community water and sewerage network may need to be upgraded to service the locations, in which case development may need to be deferred until that has occurred.
- The locations avoid the majority of strategic infrastructure established on the periphery of Prebbleton, with the exception of the Orion substation on Area 6 and the proximity of Shands Road to Areas 4 and 5. Alternative access for Area 5 can be provided through Area 4. The effects of any rezoning of these land holdings on these strategic assets will need to be determined through the plan change process.

Landscape values

- Proposals for all the locations will need to include layouts, interface treatments and development controls to avoid any potentially adverse visual and amenity effects and achieve the necessary degree of 'ruralness' and 'rural residential character'. These environmental effects will need to be considered under the plan change process.
- The size of Areas 4, 6 and 9 support small rural residential nodes, which will enable each parcel to achieve the necessary degree of 'ruralness' and avoid adverse visual effects associated with larger rural residential nodes where the number of smaller sections collectively represent more 'urban' characteristics.
- The location and characteristics of Areas 5, 7, 8 and 9, including the small scale of the node, enables site specific layouts, design controls and interface treatments to achieve the necessary degree of 'ruralness', openness' and rural residential character.
- All the locations are contained by discernible boundaries, formed by existing roads and land use characteristics, which includes strategic roads and established low-density living environments. Including specifically the Kingcraft Drive EDA in respect to Areas 4 and 5 and the electricity transmission lines to the north-east as well as the buffer area to the Christchurch City boundary in respect to Area 9.

District Plan guidance

- Any loss of rural character and amenity can be avoided by appropriate design controls and area can be consolidated with the urban form of Prebbleton, which also reduces the potential for adverse reverse sensitivity effects with strategic infrastructure and productive rural land uses.

Prebbleton environs study area guidance

- The locations close proximity to the Township boundary supports rural residential nodes that are able to integrate with the existing settlement pattern.
- Areas 4, 5 and 7 are within the *"Preferred Urban Form"* area for Prebbleton. The requirement for the site to be 'future proofed' to provide for intensification to urban densities for the possible future expansion of Prebbleton will protect this future expansion option.
- Area 6 is not recognised as long term residential growth paths in the SDP or Prebbleton Structure Plan. Areas 8 and 9 are outside the *"Preferred Urban Form"* area for Prebbleton (refer to Map 24 of [Appendix 2](#) of this Strategy).
- Areas 4, 5, 6, 8 and 9 avoid the sensitive rural interface between Prebbleton and Christchurch City to the north and the obvious future residential growth path west of Springs Road between Trents and Hamptons Roads. Area 7 also avoids the sensitive rural interface between Prebbleton and Christchurch City to the north.
- Prebbleton has a reduced capacity to support an increased population base as it is not an identified Key Activity Centre, with significant growth placing pressure of community infrastructure, services and business areas. Significant growth may also undermine the discrete township amenity that characterises Prebbleton.
- Consideration of the appropriateness of establishing rural residential densities adjacent to Shands Road will need to be considered as part of any rezoning proposal for Area 4.
- Area 9 is within the sensitive Halswell Drainage Catchment and there are springs identified within Prebble's Drain that dissects the property - methods will need to be developed to ensure stormwater is managed appropriately in accordance with Regional Council requirements.

- The locations are not subject to any identified natural hazards (although geotechnical assessments will be required), potentially contaminated sites, Protected Trees, cultural sites, heritage sites or sites of ecological value and there are no significant servicing constraints.
- Areas 4, 5, 7 and 9 assist in achieving the long term compact concentric urban form of the Township by supporting growth west of Springs Road as far as Shands Road in respect to Areas 4, 5 and 7 and east of Springs Road in respect to Area 9 as far as the electricity transmission lines and pylons.
- Area 4, 5 and 7 assist in achieving the long term compact concentric urban form of the Township by supporting growth west of Springs Road rather than ribbon development along Springs Road.
- Areas 8 and 9 assist in achieving the long term compact concentric urban form of the Township by assisting to establish a permanent peri-urban edge to Prebbleton north of Hamptons Road and west of Tosswill Road respectively.
- The locations avoid any identified Significant Natural Areas, Intensive Farming Activities, designated sites or any other strategic infrastructure.
- Additional site specific assessments will be required to confirm the presence of any potentially contaminated soils associated with the historic farm use. In addition, geotechnical investigations will also be required to establish the lands susceptibility to liquefaction and lateral spread during large earthquake events.
- A portion of Areas 4, 6 and 9 contain Class I and II versatile soils, with the private plan change requests having to assess the impacts of any loss of these high quality soils on the productive capacity of the Canterbury Plains.
- Area 5 is comprised of Class I and II versatile soils, but its location within the *"Preferred Urban Form"* of Prebbleton indicates this is not a constraint to rural residential development.
- A portion of Area 7 is comprised of Class II versatile soils, but its location within the Preferred Urban Form for Prebbleton indicates this is not a constraint to rural residential development.
- The appropriateness of zoning land to facilitate rural residential will need to be determined as part of the plan change process, including

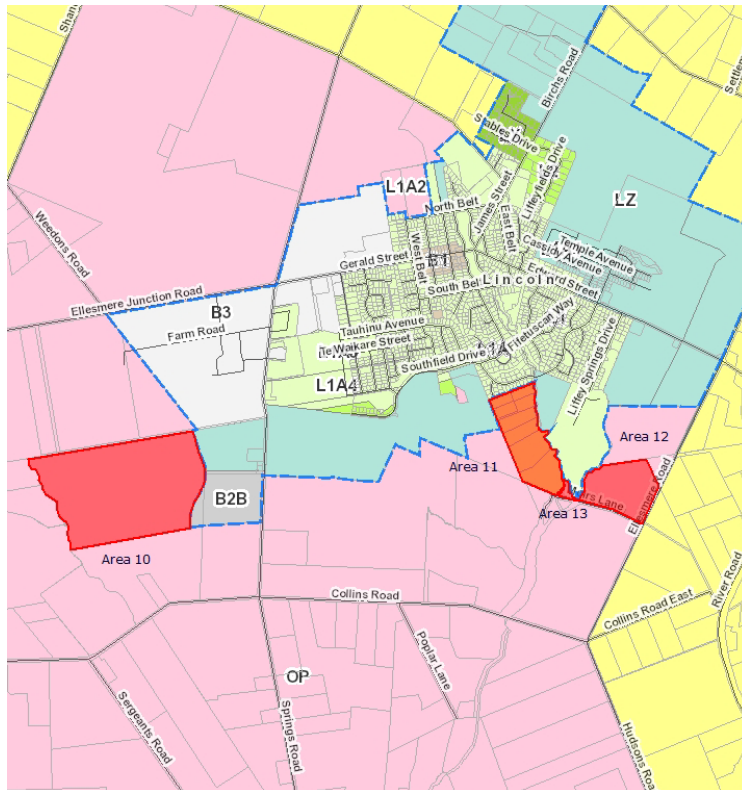
specifically the consideration of PC41(Area 4) and PC36 respectively (Area 6).

LINCOLN RURAL RESIDENTIAL LOCATIONS

Background

- 6.75 Lincoln is one of the district's primary residential growth areas, with the town being based primarily around the farming sector, the University and Crown Research Institutes (CRI's). The character, semi-rural outlook and proximity to nationally important research and education institutions have increased the demand and uptake of residential sections in recent times.

Figure 38: Lincoln - Rural Residential Areas 10 to 13

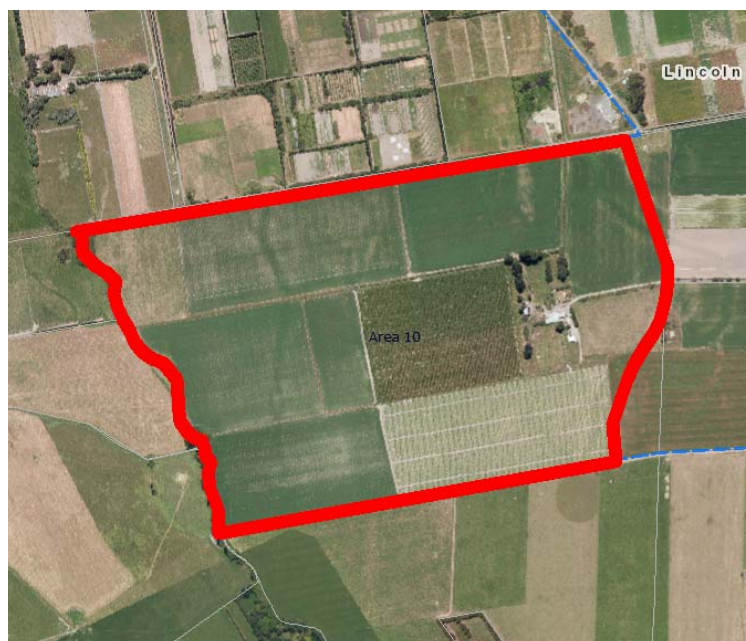


- 6.76 The Lincoln Structure Plan and recent amendments to the SDP set out the strategic planning direction for the town. The Township is an identified Key Activity Centre, making it one of the primary growth areas within the District, with capacity to support a significant population in the coming years. **Figure 38** identifies the geographic location of **Areas 10 through to 13** and its spatial context with Lincoln and its environs.

Site description

- 6.77 **Area 10** is located to the south-west of Lincoln. The site is bounded by the Living Z and Business 2B zones to the east, Rural (Outer Plains) zone to the south and west and Lincoln University to the north.
- 6.78 **Area 10** forms the balance of an existing farm that includes the Living Z and Business 2B zones to the east, which currently forms part of the western town boundary. Lincoln University is located on the northern boundary of the site and the Te Whariki subdivision is further to the east on the opposite side of Springs Road.
- 6.79 **Area 10** is 57.7ha in size and is comprised of several separate land holdings (Part Lot 1 & 4 DP 12928, Lot 2 DP 54824 and RS 39065), which are held under several certificates of title. The site is currently zoned Rural (Outer Plains). The property accommodates a single dwelling and a yard containing several implement and storage sheds. A drain extends along the western rear boundary of the site.
- 6.80 A private plan change request has been lodged with the Council to rezone **Area 10** from its current Rural Outer Plains zoning to a Living 3 Zone that facilitates the development of 115 rural residential households (PC28). This request has been publicly notified, submissions and further submissions closed and a hearing was pending at the time RRS14 was adopted.

Figure 39: Rural Residential Area 10 aerial



- 6.81 **Area 11** is at Allandale Lane, Lincoln. The properties are legally described as Lots 120 and 121 DP 329124 and Lots 1 to 6 DP 371976.
- 6.82 The 17.14ha land holding is already partially developed in rural residential lots. It is well connected into Lincoln and adjoins the Living 1A zoned land to the north and west. **Area 11** is zoned Rural (Inner Plains) and is bordered by Living zoning to the east and Rural (Outer Plains) zoning to the south.
- 6.83 **Area 12** is at 828 Ellesmere Road, Lincoln. The property is legally described as Part RS 10644.
- 6.84 The 13.27ha block currently takes access from Moirs Lane which connects to Ellesmere Road. **Area 12** is zoned Rural (Inner Outer Plains) and is bordered by Living zoning to the east and Rural (Outer Plains) zoning to the south and north.

Figure 40: Rural Residential Area 11 aerial



- 6.85 **Area 13** is at Moirs Lane. The legal description is Lots 1 and 2 DP 445316.
- 6.86 The site contains 0.97ha and has the potential for one rural residential dwelling. **Area 13** is a small site that lies between the L1 and L2 Rivers close to their confluence and adjacent to **Areas 11 and 12**. Vehicle access is currently via Moirs Lane and Ellesmere Road.

Figure 41: Rural Residential Area 12 aerial



Potential yield

- 6.87 PC 28 demonstrates that the land holding could sustain approximately 115 rural residential sections for **Area 10**. However, the substantive merits of the rezoning proposal and the optimal yield are yet to be determined through the private plan change process.
- 6.88 The potential yield for **Area 10** is restricted due to the existing low-density nature of the northern portion of Allendale Lane and the reverse sensitivity buffer associated with the Lincoln wastewater treatment facility.

Figure 42: Rural Residential Area 13 aerial



Potential yield

- 6.89 PC28 demonstrates that the land holding could sustain approximately 115 rural residential sections for **Area 10**. However, the substantive merits of the rezoning proposal and the optimal yield are yet to be determined through the private plan change process.
- 6.90 The potential yield for **Area 10** is restricted due to the existing low-density nature of the northern portion of Allendale Lane and the reverse sensitivity buffer associated with the Lincoln wastewater treatment facility.

- 6.91 **Area 11** could sustain up to 12 rural residential lots as it is constrained by a 150m wide buffer area around the Lincoln sewage treatment plant which is to the west.
- 6.92 **Area 12** could sustain up to 26 rural residential allotments.
- 6.93 **Area 13** could sustain one further dwelling.

Discussion

- 6.94 The following efficiencies and benefits are considered relevant to the identified rural residential area, noting that **Area 11** would be greatly assisted if it were contained in a single outline development plan with either **Area 12 or 13**:

Sub-regional guidance – LURP/Chapter 6 to the CRPS

- The land holdings are outside the Township boundary, but adjoin the Living Z and Business 2B zones in respect to Area 10 and the Living 1 zone in respect to Areas 12 that ensure the rural residential nodes are consolidated with the existing Township. This spatial proximity also assists in preserving the open space character between Lincoln and Christchurch City.
- Area 11 is outside the Township boundary, immediately adjoining a Living zone.
- Area 13 is also outside the Township boundary, immediately adjoining other rural residential areas and close to the Liffey Springs residential development.
- The locations avoid the majority of the sub-regional constraints outlined in Policy 6.3.9 of Chapter 6 of CRPS.
- Area 10 adjoins the Living Z, Living 1 and Business 2B zones, ensuring the sites can be economically provided with reticulated water and wastewater.
- Area 11 is close to the Living 1A zone to the north, ensuring the site can be provided with reticulated water and wastewater with appropriate extensions of servicing being required.
- Area 12 is close to the Living Z zone to the north, ensuring the site can be provided with reticulated water and wastewater with appropriate extensions of servicing being required.

- Stormwater management will be an important aspect of any development of Area 10 given the high groundwater table, with specific treatment and disposal methods having been proposed through PC28. There are no springs or natural waterways within the site, but there are several drains servicing the property and wider area.
- Areas 11, 12 and 13 are not located within a future growth path for Lincoln.
- A submission lodged by Lincoln University in support of PC28 in respect to Area 10 resolves any potentially adverse effects the development of the site to rural residential densities may present this nationally important facility. The consideration of PC28 will also need to determine the appropriateness of rezoning land within the Rural (Outer Plains) zone, which is valued for its rural productive capacity and the potential loss of Class II versatile soils.
- Area 10 avoids any identified Significant Natural Areas, designated sites or any other strategic infrastructure.
- Area 11 has a high water table and some potential flooding, but is not in a high hazard flood area defined in the CRPS. Areas 12 and 13 have a high water table, but are not in a high hazard flood area as defined in the CRPS. Specific mitigation measures are required to ensure any associated potential adverse effects are avoided or mitigated. Geotechnical assessment will be necessary to determine if any mitigation is required.

Rural residential form, function and character

- The proximity of Area 10 adjacent to the Township boundary, including Lincoln University to the north and the Te Whariki subdivision to the east, reduces the potential for adverse reverse sensitivity effects, unconsolidated peri-urban sprawl and the urban form of Lincoln coalescing with Tai Tapu, Rolleston or Prebbleton. However, strong definitive boundaries to preclude additional peri-urban development to the west and south will need to be established through the PC28 process.
- The risk of ribbon development occurring along Springs Road in respect to Area 10 is reduced as the existing Living Z and Business 2B zones front this road.

- Area 10 is not an obvious future residential growth paths identified in the Lincoln Structure Plan, with additional residential development being constrained by the Crown Research Institutes and Lincoln University to the west and north and natural constraints to the east and south.
- Area 12 has the potential to enable rural residential development to be consolidated with the urban form of Lincoln. It represents a node where appropriate boundary treatments can be established.
- Area 12 is likely to enjoy good walking and cycling access into Lincoln. Areas 11 and 13 are also likely to enjoy good walking and cycling access into Lincoln via the extension of the Christchurch to Little River Rail Trail which is to utilise Moir's Lane.
- Area 12 avoids reverse sensitivity issues with adjoining land and any strategic infrastructure.
- Areas 11 and 13 enable rural residential development to be consolidated with the urban form of Lincoln. For Area 13, this is provided that alternative road access becomes available, for example to Allandale Lane or via the proposed Lincoln bypass.
- Areas 11 and 13 avoid any strategic infrastructure although are close to the Council stormwater management area across the L1 River.
- Areas 11 and 13 represent a small node where appropriate boundary treatments can be established.
- Areas 11 and 13 avoid reverse sensitivity effects and the urban form of Lincoln coalescing with Tai Tapu to the east.

Landscape values

- Area 10 represents a large development node, where significant numbers of households may collectively undermine the ability of the resulting development to meet land owner expectations or a rural residential lifestyle.
- PC28 relating to Area 10 includes layouts, interface treatments and development controls to avoid any potentially adverse visual and amenity effects and achieve the necessary degree of 'ruralness' and 'rural residential character'. The substantive merits of the rezoning and any related effects, will need to be considered under the plan change process.

- The location and characteristics of Areas 11, 12 and 13, including the small scale of the node, enables specific layouts, design controls and interface treatments to achieve the necessary degree of 'ruralness', 'openness' and rural residential character.
- Areas 11, 12 and 13, through appropriate layout and design will be contained by discernible boundaries, including stormwater retention areas and landscaped buffers.

Lincoln environs study area guidance

- The location of Area 10 adjacent to the Township boundary supports a rural residential node that is able to integrate with the existing settlement pattern.
- There is an opportunity to secure safe and efficient vehicle, pedestrian and cycle access to the Town centre via the road network, green space corridors and reserves as Area 10 adjoins Lincoln University and the Te Whariki subdivision.
- Area 10 is approximately 2.5km to the Town centre via Springs Road and Edwards Street, which will be reduced further once connections within the Te Whariki subdivision are completed. The proximity of this site presents an opportunity to achieve strong connections between the proposed rural residential node and Lincoln, including the necessary access to education facilities, shopping centre's, employment opportunities, community facilities, public transport connections and other services.
- Areas 10 is not subject to any identified natural hazards, Significant Natural Areas, potentially contaminated sites, Protected Trees, cultural sites, heritage sites or sites of ecological value and there are no significant servicing constraints.
- A number of constraints potentially impact on the viability of Area 10 to accommodate rural residential densities, including the high groundwater table, drainage issues and the presence of springs. These constraints have been identified in PC28 and will be assessed through the private plan change process.
- Additional site specific assessments will be required for Area 10 to confirm the presence of any potentially contaminated soils associated with the historic farm use. In addition, geotechnical investigations will also be required to establish the lands

susceptibility to liquefaction and lateral spread during large earthquake events.

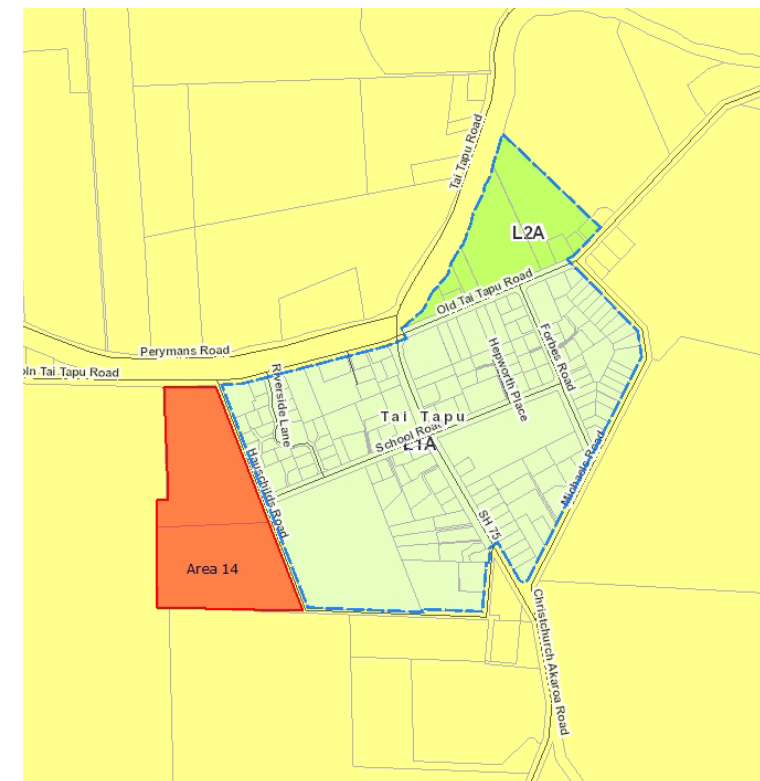
- The location of Areas 11, 12 and 13 in close proximity to the Township boundary supports rural residential nodes that are able to integrate with the existing settlement pattern. In respect to Area 12, this is provided appropriate access for walking and cycling can be established and provided that alternative road access becomes available, for example to Liffey Springs Drive or via the proposed Lincoln bypass.
- Areas 11, 12 and 13 avoids coalescence with Tai Tapu as it adjoins the township boundary and do not significantly extend towards Tai Tapu.
- Areas 11, 12 and 13 are small landholdings and do not reduce the potential productive capacity of large landholdings in this area.
- While Area 11 is subject to identified flooding zones, appropriate mitigation measures may ensure adverse effects are avoided or appropriately mitigated. While Area 12 is subject to a high water table, appropriate mitigation measures may ensure adverse effects are avoided or appropriately mitigated. While Area 13 is subject to identified geotechnical and flooding zones, appropriate mitigation measures may ensure adverse effects are avoided or appropriately mitigated.
- The location of Areas 11, 12 and 13 avoid any identified cultural, historical, ecological, protected tree, or outstanding natural landscape sites, although the proximity of the L1 and L2 river system will need to be taken into account when considering cultural effects.

TAI TAPU RURAL RESIDENTIAL LOCATIONS

Background

- 6.95 Tai Tapu village is situated on the main highway linking Christchurch City to Akaroa (SH75), approximately 3.5km east of Lincoln and 7.5km south of Christchurch. High amenity values are attributed to the areas surrounding the Domain, Halswell River and eastern views towards the Port Hills.

Figure 43: Tai Tapu - Rural Residential area 14



- 6.96 **Figure 43** identifies the geographic location of Area 14 and its spatial context with Tai Tapu and its environs.

Site description

- 6.97 **Area 14** encompasses two parcels of land that are physically located at the corner of Hauschilds and Lincoln-Tai Tapu Roads, Tai Tapu. The properties are legally described as Lots 1 and 2 DP 436571.
- 6.98 The 8ha block is currently in two 4ha titles in different ownership, who lease the sites to the adjoining neighbor for agricultural purposes. **Area 14** is zoned Rural (Inner Plains) and is bordered by Living 1A zoning to the east and Rural (Inner Plains) zoning to the south, west and north.
- 6.99 The property does not contain residential dwellings.

Figure 44: Rural Residential Area 14 aerial



Potential yield

- 6.100 **Area 14** could sustain approximately 16 rural residential sections.

Discussion

- 6.101 The following efficiencies and benefits are considered relevant to the identified rural residential area:

Sub-regional guidance – LURP/Chapter 6 to the CRPS

- Area 14 is located outside the Township boundary, immediately adjoining a Living zone.
- The location avoids the sub-regional constraints outlined in Policy 6.3.9 of Chapter 6 of the CRPS.
- The site adjoins the Living 1A zone ensuring Area 14 can be economically provided with reticulated water and wastewater, noting specific engineering solutions with respect to wastewater will be required to ensure the capacity limits agreed with Christchurch City Council are not exceeded. A low pressure sewer system incorporating enlarged on-site tanks, facilitating pumping during off-peak times would achieve this requirement.
- Area 14 is located within identified geotechnical and flooding zones but is not in a high hazard area as defined in the CRPS. Specific mitigation measures can be achieved to ensure any associated potential adverse effects are avoided or mitigated.
- Area 14 is not located within a future growth path for Tai Tapu. No future urban growth is planned or intended for Tai Tapu.

Rural residential form, function and character

- Area 14 enables rural residential development to be consolidated with the urban form of Tai Tapu.
- The risk of ribbon development occurring along Lincoln-Tai Tapu Road is reduced as Area 14 provides a narrow road frontage along this road and provides a definitive township gateway at its western end, discouraging further development to the west.
- The development block represents a small node with appropriate boundary treatments to be established.
- Area 14 avoids reverse sensitivity effects and the urban form of Tai Tapu coalescing with Lincoln to the west and Christchurch City to the north-east.

- Solutions will be required to be found to enable the Council's sewerage network to service Area 14, and development of the site is contingent on this.
- Area 14 avoids any strategic infrastructure including State Highway 75 to Akaroa.

Landscape values

- The location and characteristics of Area 14, including the small scale of the node, enables site specific layouts, design controls and interface treatments to achieve the necessary degree of 'ruralness', 'openness' and rural residential character.
- Area 14, through appropriate layout and design will be contained by discernible boundaries, including stormwater retention areas and landscaped buffers.

Tai Tapu environs study area guidance

- The location of Area 14 in close proximity to the Township boundary supports a rural residential node that is able to integrate with the existing settlement pattern.
- Area 14 is a small node which results in a low potential yield that can potentially be supported by current infrastructure services.
- The location avoids coalescence with Lincoln as it adjoins the township boundary and does not significantly extend towards Lincoln.
- Area 14 is comprised of two small holdings and does not reduce the potential productive capacity of large land holdings in this area.
- While the site is subject to identified geotechnical and flooding zones, appropriate mitigation measures may ensure adverse effects are avoided or appropriately mitigated.
- The location of Area 14 avoids any identified cultural, historical, ecological, protected tree, or outstanding natural landscape sites.
- Area 14 contains high quality soils, but the small size of the site and location adjoining a township reduces the likelihood of these soils being appropriately utilised.

7 Strategy implementation

- 7.1 A number of sites have been identified in this Strategy as being potentially suitable for rural residential development. However none of these sites have been assessed to the level of detail necessary to establish whether or not they should ultimately proceed, or if they do what requirements should apply to them. Inclusion of sites in the Strategy simply establishes the sites as candidates for development at face value, subject to more detailed assessment and consideration under the RMA. Inclusion of a site in the Strategy is not a guarantee that it will ultimately be approved.
- 7.2 To develop a site identified in this Strategy as a rural residential area, a change to the zoning in the SDP must first be undertaken. The Selwyn District Council does not intend to carry out such changes itself. Instead, the Council expects that private plan change applications will be made under the RMA. The process for this is set out in Part 2 of the 1st Schedule to the RMA. The format for such a change should be the Living 3 zone with its related objectives, policies, rules and performance standards.

Consultation with Selwyn District Council

- 7.3 Prior to preparing an application, applicants should consult with Selwyn District Council to discover its needs and intentions. This applies in particular to:
- **Process matters** The Council will provide advice on the process to be followed and its expectations about the information it will require to enable the application to be processed.
 - **Layout and planning** The Council may provide comment about the appropriate design, layout and other development matters
 - **Infrastructure** This includes roading, sewerage reticulation, water supply, land drainage and surface water management. It should not be assumed that sufficient infrastructure is in place to enable every site to be developed whenever the landowners wish to. Some sites will be dependent on development of adjoining sites for reticulation to become available at their sites, or there may be a requirement for

improvements to major infrastructure away from the site to provide sufficient capacity to enable the development to proceed.

Consultation with tangata whenua

- 7.4 At an early stage in the development of a district plan change, applicants will be expected to consult with Te Taumutu Rununga so that cultural values relating to the site can be identified, protected or enhanced. This is essential to provide the information the Council will require to enable it to carry out its role under Part 2 of the RMA. This duty is to recognise and provide for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga and to take into account the principles of the Treaty of Waitangi. If such information is not provided the Council may make a formal request for it and has the power to reject or decline the application if the information is not forthcoming.

Content of an application

- 7.5 A proposal for rural residential development will be expected to demonstrate how it complies with:
- the guiding principles in [Section 5](#) of this Strategy
 - the requirements of Policy 6.3.3 (Outline Development Plans) and Policy 6.3.9 (Rural Residential Areas) of the CRPS
 - the objectives and policies of the SDP, particularly those applying to the relevant township where the site is located

Outline Development Plans

- 7.6 The required contents of outline development plans are set out in the CRPS at Policy 6.3.3. Because a number of the rural residential areas identified in this Strategy are relatively small and adjoin other rural residential areas, it is particularly important that any need for connectivity with adjacent land is considered, and whether shared services would be appropriate. It may be appropriate for combined outline development plans to be prepared where sites are adjacent to each other.

Future Proofing

- 7.7 Some of the rural residential areas included in this Strategy are located in future growth paths for the towns concerned. Despite the lack of any intention by the current land owners to ever become fully urban, development of these sites should be undertaken in a way which enables eventual redevelopment at full urban densities to be readily achieved if this should be considered appropriate at some stage in the future.
- 7.8 Such future proofing would require a combination of design and legal techniques. The design aspect consists of designing a layout in two stages, firstly the rural residential layout and then the ultimate development overlaid on this. Initial layouts must not preclude a high standard of ultimate development. Therefore the spatial requirements for ultimate large facilities such as roads, open space and surface water management must be identified and set aside at the outset so that initial rural residential development, and in particular the siting of houses does not prevent the ultimate availability of land for these facilities.
- 7.9 The initial roading pattern and underground services would have to be installed in such a way as to avoid the need for complete replacement later. This applies particularly to sewerage, which may have to be oversized at first. This can cause problems of its own, e.g. low flows. Techniques such as laying smaller pipes within larger ones, and the use of flush tanks may avoid such problems.
- 7.10 The legal techniques would be conditions of subdivision consent, consent notices on titles and perhaps covenants in favour of the Council ensuring that at the time of conversion to full urban development, the then owners of rural residential lots would not be able to oppose the intensification or withhold the necessary land. Consideration should be given for such land to be actually vested with the Council as road or utility reserves at the time of the initial rural residential development and perhaps leased back at a peppercorn rental to adjacent rural residential owners for interim use and maintenance.

- 7.11 Two sites have been identified in this Strategy on the basis that they are required to be future proofed through the plan change and subdivision process. These are:
- A site at Rolleston on the Springston-Rolleston Road, described as Lot 1 DP 305373 immediately to the south-east of the Farringdon subdivision - Area 2¹³³
 - A site at Prebbleton at 340 Trents Road and 232 Hamptons Road – Area 7¹³⁴
- 7.12 There are two other sites at Prebbleton where the appropriateness of future proofing should be considered. These are:
- A site at 631 Shands Road – Area 5¹³⁵
 - A site at Prebbleton at 311 Trents Road – Area 4¹³⁶
- 7.13 These sites have been identified as lying within a probable growth path to the west of Prebbleton. However they are likely at the outer edge of this growth path at Shands Road, so could either form part of a peri-urban rural residential edge to the town to be developed for full urban densities. This is a matter to be considered during the plan change and subdivision processes.

¹³³ As described in Submission 36 to the Draft Strategy by the Dryden Trust

¹³⁴ As described in Submission 37 to the Draft Strategy by Trents Road Developments

¹³⁵ As described in Submission 54 to the Draft Strategy by M Stratford

¹³⁶ As described as Preliminary Area 3 in the Draft Strategy 2013

8 Monitoring and review

Introduction

- 8.1 The purpose of monitoring in the RMA context is to improve planning processes and outcomes.
- 8.2 Monitoring is crucial to:
- understand the condition or state of our environment, if and how it is changing (whether it is improving or deteriorating) and the reasons for that change (human induced or naturally occurring);
 - assess whether objectives, policies and rules of the District Plan are achieving the environmental outcomes identified by the community
 - identify where improvements are required to ensure SDC is meeting its statutory obligations under the RMA

Components of an effective monitoring regime

- **Planned and repeated data collection** – Quantifying the number of locations within the adopted Strategy that have been rezoned to Rural Residential, commissioning technical reports and land owner surveys or environmental outcomes analysis
- **Analysis and interpretation** – Assessing whether the anticipated environmental outcomes are being achieved, people's expectations are being met and rural residential activities are sustainable
- **Reporting** – Consistent and robust reporting of the data collected will ensure the information can appropriately inform the next review of the Strategy
- **Recommendations for further actions** - policy review and development
- **Implementation** – monitor and review subsequent Strategies

- 8.3 Monitoring provides both the feedback mechanism between policy formulation and evaluation as well as a quality control measure to test the efficiency and effectiveness of the planning process.

Monitoring and review tasks

Sub-regional review and monitoring requirements

- 8.4 The monitoring and review requirements of the LURP are contained in Section 5.0¹³⁷. To ensure an integrated effort by strategic partners and other government agencies in the rebuild of Christchurch after the earthquake CERA was tasked with preparing a Monitoring Plan within 3 months of the LURP being Gazetted. The components of this Monitoring Plan are:
- monitoring implementation of Recovery Plan Actions
 - monitoring progress towards the achievement of Recovery Plan outcomes
 - a requirement that quarterly monitoring and an Annual LURP Monitoring Report is prepared
- 8.5 The Canterbury Regional Council must formally review the LURP in collaboration with its strategic partners by April 2015 or sooner if directed by the Minister. This review must contain the community views of Greater Christchurch and identify whether it is necessary to amend or add to the Recovery Plan to enable the recovery and rebuild.
- 8.6 Chapter 6 of the CRPS - Policy 6.3.11 prescribes the process for monitoring and reviewing the adopted Rural Residential Strategy¹³⁸. Policy 6.3.11 requires that:

¹³⁷ LURP: Section 5.0 Implementation and monitoring, 6Dec2013 [P43]

¹³⁸ LURP : Appendix 1: Amendments to the Canterbury Regional Policy Statement, Chapter 6 Policy 6.3.11, Dec2013 [P23 to 25]

"The Canterbury Regional Council, in conjunction with the territorial authorities, shall undertake monitoring of the supply, uptake and impacts of rural residential land use and development"

- 8.7 The Canterbury Regional Council is tasked with preparing a comprehensive monitoring report at least every 3 years, and make it publicly available.
- 8.8 The primary anticipated environment result in relation to rural residential development under Chapter 6 of the CRPS is to ensure that:

"Rural residential development is appropriately managed."

Rural Residential Strategy review and monitoring requirements

- 8.9 The issues associated with rural residential development are broad ranging and have the potential to impact on the sustainability of settlement patterns, strategic infrastructure, rural amenity and productivity. There are limitations to the number of rural residential households that can be allocated at any given time before this form of development starts undermining the wider urban consolidation principles that are the focus of the LURP and Chapter 6 to the CRPS in particular.
- 8.10 There is a mandatory requirement for SDC to monitor and review rural residential housing uptake and the impacts it may have on the recovery and rebuild of Greater Christchurch under the LURP and Chapter 6 of the CRPS. Regular reviews are necessary given the amount of residential and business growth that has occurred within the commuter belt of Selwyn district with Christchurch City over a sustained period of time, particularly given the trade-offs and risks that are attributed to rural residential development.
- 8.11 As a consequence, the RRS14 is to be reviewed within 5 years of being adopted. Regular and robust monitoring shall

be undertaken to inform this review. A 5 year review period will ensure that the effects of rural residential development and the rate of up-take of zoned blocks can be quantified.

- 8.12 The following aspects of rural residential development should be monitored to inform this 5 year review:
- quantifying the amount of land identified in the adopted Strategy that has been rezoned, subdivided and issued building permits
 - undertaking analysis to establish whether the anticipated outcomes within the rural residential development itself are being met, in addition to its impact on the consolidated management of residential growth and rural amenity/productivity
 - providing updated information in respect to settlement patterns, infrastructure works programmes and constraints
 - confirming that the adopted Strategy is consistent with current legislative requirements, community outcomes and policy initiatives
 - undertaking any other monitoring tasks determined by the Canterbury Regional Council to assist that organisation in delivering its monitoring and review functions under Chapter 6 of the CRPS and the LURP
- 8.13 SDC shall work collaboratively with Canterbury Regional Council, in combination with the other strategic partners to integrate this monitoring with other initiatives and processes being advanced as a consequence of the LURP and Chapter 6 of the CRPS.